

**Gender Mainstreaming
in DFID /ILO Partnership Framework Agreement (2006-09)**

Final Evaluation Report, October 28th 2009

Project number:	GLO/08/53/UKM
Project Title:	Gender Mainstreaming in DFID/ILO Partnership Framework Agreement (2006-09)
Period covered:	1 June 2008 – 1 December 2009
Total budget:	USD 917,160
Start date:	1 June 2008
End date:	31 December 2009
Implemented by:	Bureau for Gender Equality (GENDER)
Donor:	Government of the United Kingdom
Evaluation conducted by:	Una Murray, Independent Consultant
Submitted to:	ILO Evaluation Office (EVAL)
Evaluation manager:	Julia Faldt, ILOAIDS
Date:	November 16 th 2009

Table of Contents

1. Executive summary	6
2. Background and context	10
3. Purpose, scope and clients of evaluation	14
4. Methodology	15
5. Evaluation of Gender Mainstreaming Project	18
5.1 The design of Gender Mainstreaming Project	18
5.1.1 The design of the activities around a stronger ILO gender mainstreaming contribution to the UN	18
5.1.2 The design of the activities around RBM systems the ILO Action Plan on Gender Equality	19
5.2 Strategic fit of Gender Mainstreaming Project	20
5.3 Summary of ‘work done’	21
5.4 Implementation: stronger ILO contribution to UN including Delivering as One	22
5.4.1 The PGA as a tool for strengthening gender mainstreaming in joint UN programming	22
5.4.2 Malawi and PGA	22
5.4.2.1 Background to the PGA in Malawi	22
5.4.2.2 Outcome of gender audit activities – gender strategy for the UNCT	23
5.4.2.3 Outcomes at UN Agency level	24
5.4.3 Tanzania / Zanzibar and PGA	25
5.4.3.1 Background to the audit in Tanzania mainland/Zanzibar	25
5.4.3.2 Immediate impact of the gender audit on the <i>Delivering as One</i> process	25
5.4.3.4 Outcomes of PGAs with ILO Constituents (Tanzania mainland/Zanzibar)	28
5.4.4 Gender audits outcomes in other countries	29
5.4.4.1 Cape Verde	29
5.4.4.2 Nigeria	29
5.4.4.3 Ethiopia	30
5.4.4.4 Rwanda	30
5.4.4.5 Mozambique	31
5.4.5 Effectiveness of promoting the PGA for strengthening UN teams	31
5.4.6 Good practices and challenges	32
5.6 Implementation: Gender equality and decent work promoted in joint UN initiatives	34
5.6.1 Joint UN initiative on gender and rural employment	34
5.6.2 Effectiveness of activities around promoting gender equality and decent work	35
5.6.2.1 Stronger ILO-FAO links forged	35
5.6.2.2 Inter-agency document	36
5.7 Implementation: Integrating gender in ILO’s core RBM systems through gender action plan	36
5.7.1 RBM and the implementation of the Action Plan for Gender Equality	36

5.7.2 Support for gender dimensions in ILO’s RBM systems through four <i>knowledge sharing workshops</i>	37
5.7.3 Effectiveness of the knowledge sharing workshops	38
5.7.3.1 General appreciation of workshop methods	38
5.7.3.2 Examples of initiatives to implement the Action Plan for Gender Equality	38
5.7.3.3 Factors contributing to/curtailing the outcomes of <i>knowledge sharing workshops</i>	39
5.7.4 Focus on “Staffing” results area of the ILO Action Plan for Gender Equality	40
5.7.5 Baseline definitions for ILO Action Plan on Gender Equality	41
5.8 Efficiency of resource use and effectiveness of management arrangements	43
5.8.1 Efficiency of resource use	43
5.8.2 Effectiveness of management arrangements	44
5.9 Sustainability	45
5.9.1 ILO contribution to UNDAF, PRS, JAFs, “Delivering as One”	45
5.9.2 Gender dimensions integrated in ILO’s core RBM systems through Action Plan	46
6. Conclusions	47
7. Recommendations	51
8. Lessons learned	55
<i>Annex 1: Terms of reference</i>	58
<i>Annex 2: Persons interviewed</i>	64
<i>Annex 3: Documents reviewed</i>	67
<i>Annex 4: Inception report</i>	68

Acknowledgements

Special thanks are due to Julia Faldt, evaluation manager, for her excellent coordination and guidance during this evaluation. Although many staff at ILO provided comments and documents, I would like to express thanks in particular to Geir Tonstol and Adrienne Cruz from the Bureau for Gender Equality who were available for discussions and responded quickly to requests for information. The Evaluation Unit of ILO, also provided quality comments and direction on an earlier draft. Flora Minja coordinated the evaluation interviews and work in Tanzania and Zanzibar and I would like to thank her for the excellent arrangements. In Malawi thanks are due to the ILO-IPEC project staff who generously gave office space and other support for the evaluation interviews. Members of inter-agency gender networks and UN teams in both Malawi and Tanzania also generously made time for interviews (even during a holiday period) and comments on early drafts. Without their views it would not have been possible to get such a wide range of opinions for the evaluation. Thanks are also due to the non-ILO UN staff involved in the gender audits in various countries, who took the time to discuss the project and provide comments.

Acronyms

ATE	Association of Tanzania Employers
DFID	United Kingdom Department for International Development
DWCP	Decent Work Country Programme
FAO	United Nations Food and Agriculture Organization
GA	Gender Audit
Gender Bureau	Bureau for Gender Equality
HRD	Human Resources Department
IAGG	Inter-agency Gender Group
IANWGE	Inter-Agency Network on Women and Gender Equality
IFAD	International Fund for Agricultural Development
ILC	International Labour Conference
JAF	Joint Assistance Frameworks
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
PFA	Partnership Framework Agreement
PGA	Participatory Gender Audit
PMT	Program Management Team
PRS	Poverty Reduction Strategy
RBM	Results-based management
ToF	Training of Facilitators
TUCTA	Trade Union Congress of Tanzania
UNGG	UN Gender Group within a country
JP	UN Joint Programme
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Fund for Children
UNRR	United Nations Resident Representative
WFP	United Nations World Food Programme
WHO	United Nations World Health Organization
ZANEMA	Zanzibar Employers Association

1. Executive summary

Background and Context

The mid-term review of the DFID/ILO Partnership Framework Agreement (2006-09) had recommended more attention to gender equality. The Bureau for Gender Equality subsequently managed an allocation of USD 917'160 to promote gender mainstreaming in two outcomes (from a total of six) of the DFID-ILO Partnership Framework Agreement namely:

- Outcome (A) Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAFs), including “*Delivering as One*” and;
- Outcome (B) Gender dimension is integrated in ILO’s core Results Based Management (RBM) systems through strengthened implementation of the Action Plan for Gender Equality.

For outcome (A), the Gender Bureau mapped the potential of the Participatory Gender Audits (PGAs) in the *Delivering as One* context, compared the PGA to the UN gender equality measurement tool (the so-called *gender equality Scorecard*) and presented the potential of the PGA in various inter-agency meetings. UN country teams and others in Malawi, Nigeria, Mozambique, Cape Verde, Rwanda, United Republic of Tanzania, and Ethiopia were trained on the ILO PGA tool either by Gender Bureau staff, or ILO International Training Centre staff or a combination of both. PGAs were subsequently implemented by UN country teams to strengthen gender mainstreaming in Joint UN Programmes, or to audit their individual UN country offices. The Bureau for Gender Equality’s awareness-raising campaign and message around *gender equality at the heart of decent work* was promoted in joint UN technical meetings/initiatives.

For outcome (B), the RBM gender related output, the *gender mainstreaming project* supported an accelerated implementation of the Action Plan for Gender Equality through support to both headquarters units and field offices staff identified as having a key implementation role vis-à-vis the Action Plan. This included four *knowledge sharing workshops* for the ILO Gender Network and others, including for Constituents in Costa Rica. Baselines and definitions of baselines were prepared for the first section of the Action Plan on Gender Equality. Support was provided to the ILO Human Resources Department to achieve progress towards parity between women and men and equality opportunity and treatment for all ILO staff.

Present situation of project

The project is finished at the end of 2009. The project is anticipating full delivery of allocated resources by project closure with no under-spending.

Purpose, scope and clients of the evaluation

The purpose of this particular evaluation exercise was to examine and evaluate two outcomes for the Results Based Management (RBM) component from the DFID/ILO Partnership Framework Agreement revised logical framework that was developed for the second half of the PFA covering 2008-09. With close reference to the indicators developed in the revised logical framework, the evaluation attempted to verify the gender mainstreaming project’s effectiveness in contributing to these two outcomes (in the period between June 2008 and December 2009); and the project’s likelihood to continue to have an impact beyond the end of 2009.

The **clients** of the evaluation include the donor (DFID), ILO constituents, the 130 members of the ILO Gender Network of headquarters-based and/or field-based gender focal points, Regional Gender Specialists, and Gender Coordinators, the Bureau for Gender Equality; and key ILO headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan. The evaluation may also be of interested to UN inter-agency gender groups involved in the UN reform process at the country level.

Methodology of evaluation

The evaluation entailed a review of relevant documents, interviews with relevant staff in ILO Geneva, telephone interviews with UN staff and inter-agency gender group members, and field visits to Malawi, United Republic of Tanzania (URT) and Zanzibar to interview staff from UN agencies involved in the gender audits and ILO constituents (URT and Zanzibar).

Main findings and conclusions

A range of findings was noted during the evaluation. Following the training of UN PGA facilitators in the seven countries, Malawi is proving to be the most successful in terms of known follow-up to the gender audit work (to date). Mozambique has produced the least promising results to date. Findings from the evaluation related to Outcome A include:

- PGAs of 8 UN Agencies have been implemented in **Malawi** and the recommendations taken on board by the UN Country Team (UNCT). A joint programme on gender is planned by the UNCT and it is expected that the UNCT will endorse the UN gender group's strategy and action plan.
- PGAs of 6 joint programmes have taken place in **Tanzania** (one in **Zanzibar**) and the recommendations taken on board by the joint programme teams in 3 out of the 6 joint programmes. Training of PGA facilitators and subsequent PGAs amongst Tanzanian and Zanzibar Constituents have taken place also, with some Constituents following up on audit recommendations.
- In **Cape Verde**, a gender audit took place of the Joint UN Office (in June-July 2009). The recommendations were presented to the Resident Coordinator and staff, and were discussed at a Joint Office Senior Management Meeting. A consensus has been reached on how to improve specific areas within the joint programming process. The gender audit is part of the UN Resident Coordinators' priorities agreed by the UNCT for 2009. A gender audit of the UN sub-programmes will take place soon.
- A PGA of eight UN Agencies took place in **Nigeria** and a consolidated report presented to the UNCT in June 2009.
- Six PGAs of UN Agencies have taken place in **Ethiopia** and a joint programme on gender has been prepared and presented to the UNCT. The UNCT in Ethiopia will compile a compendium of good practices in gender mainstreaming.
- Although the training of PGA facilitators has taken place in **Mozambique**, subsequent gender audits have not yet taken place. Discussions about a gender audit of the Youth Employment joint programme is scheduled for November 2009.
- A training of PGA facilitators took place in **Rwanda** at the beginning of October 2009. The UN Environment Theme Group met the following week and has already planned in detail the gender audit of the Theme Group as it relates to the *Delivering as One* structure.

The Gender Bureau has competence in supporting participatory gender audits. ILO's resources are relatively limited compared with the need for gender related support. Hence, the DFID *gender mainstreaming project* contributed tremendously to gender mainstreaming efforts both in the ILO and in the UN reform process in seven countries. A clear indication of ILO's increased presence (and an appreciation of their efforts) is the number of UN entities who have

requested ILO assistance for gender audits, but are willing to bring their own funding. There is an increased demand for the Gender Bureau's services and tools, because of the quality of the PGA training facilitators itself and the PGA 'product'. Importantly the gender audit links with the UN system-wide gender mainstreaming policy and strategy and complements the UN Gender Scorecard (which provides performance indicators for Gender Equality and Women's Empowerment), which is often coordinated by UNIFEM. The ILO's profile is rising amongst other UN Agencies as an entity that can practically offer advice and tools to implement a gender mainstreaming strategy using the PGA. The Gender Bureau must implement their strategy for the next phase, and outline where they want to go with the PGA product.

The *gender mainstreaming project* also supported the Gender Bureau's preparations and participation at a major inter-agency ILO-FAO-IFAD technical workshop on where gender and rural employment was promoted. This meeting introduced gender and the *Decent Work Agenda* to an academic community and forged stronger links between some sections of FAO and ILO on gender and rural employment issues. Both organisations have agreed to work more closely on the ground and are preparing some knowledge products.

For the outcome related to gender dimension being integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality, DFID funds were used to support four *knowledge sharing workshops* on the Action Plan (with over 90 attendees in total); and to support Bureau for Gender Equality staff and a gender and organisation specialist to work on baselines, strategies, and an analysis of activities to be developed in consultation with the ILO Human Resources Department (HRD) for the "staffing" result area of the ILO Action Plan for Gender Equality. The second and third parts of the Action Plan are linked to the ILO Programme & Budget.

Through the *knowledge sharing workshops*, the Bureau for Gender Equality was able to get gender and RBM messages across to certain individuals. However, although management are expected to deliver results consistent with principles of gender equality, their concrete support is often a stumbling block for ILO individuals who are striving to move the mainstreaming agenda forward within their unit in ILO. RBM implementation is an ongoing effort and many indicators will improve in the next Programme and Budget (2010-2011). The Bureau for Gender Equality has made progress in introducing the concept of gender mainstreaming within a results-based framework. This is a positive step and is part of the process towards accountability and responsibility for gender mainstreaming.

Recommendations and Lessons Learned

Main recommendations and follow-up

The gender audit process for UN agencies and for UN joint delivery mechanisms should continue to receive support so that it can expand to other countries and become institutionalised in countries where it has already taken place. The PGA should however maintain its focus on decent work. Advocating for gender specialists to be included in UNDAFs is important and ILO Directors can push for this to happen. Involving more national partners in gender audit exercises and expanding the implementation with ILO Constituents is also recommended.

Plans for producing a PGA manual with the relevant adaptation to *UN Delivering as One* should be implemented immediately. Financial support is however required to continue the gender audit process roll-out and fund products such as a short document that outlines challenges in conducting a gender audit in joint programmes and lessons learned to date, as well as support for gender audit monitoring; and devising a quality control system for 'master' gender audit

trainers. The ILO could also investigate whether the PGA should be listed as a gender equality tool under the Gender Equality UN Country Programming Principles.

Regarding mainstreaming gender in results based management; an evaluation of the ILO Action Plan for Gender Equality will be complete by December 2009. Many individuals in ILO report they lack of management support to mainstream gender. It is evident that more emphasis must be placed on ensuring ILO mid-senior managers' support for gender equality and recognise gender equality as an essential component of other development goals. The "Performance Management Framework" for managers and the "Management and Leadership Development Programme" (MLDP) are important entry points for reaching senior management and should be exploited.

Important lessons learned

Overall, it can be concluded that the *gender mainstreaming project* was strategically useful in a number of the countries where PGA initiatives took place, and particular conditions were in place (including commitment from the UN Resident Coordinator, a strong inter-agency Gender Group with a key person leading, the correct timing in terms of planning) that ensured adequate follow-up either at the UNCT level or at the individual UN agency level. The gender audit follow-up activities are likely to have an impact beyond the current *project*, provided such support continues.

Specific lessons learned included involving more national trainers in gender audit facilitator workshops; inviting more government counterparts; and ensuring the timing is right when planning gender audits. High-level support for gender audit processes increased the profile of the process at the national level, whilst also ensuring that all understand the exact purpose of the audit process. Some gender audit facilitators may require additional coaching, particularly constituent staff.

Following the implementation of the gender audits on joint programmes in URT, some lessons and good practices were identified such as: baseline studies for joint programmes should ensure in-depth attention to gender equality; quotas for females on committees require high level support; sex-disaggregated data is a good practice for all joint programme initiatives; sometimes specific gender expertise for analytical work must be supported by joint programmes; all reporting mechanisms and forms should have space for incorporating gender variables; and gender equality concerns should be included as a standing item on all joint working group meetings. Finally it was noted that if there is high level support for gender mainstreaming, mid-level management are likely to follow.

At this stage it is clear that more capacity on RBM within the ILO must be developed, along with management support for the development of indicators for gender mainstreaming. However, it must be remembered that this is the first time the ILO Action Plan for Gender Equality was linked to the Programme and Budget and moving towards RMB takes time.

2. Background and context

The DFID/ILO Partnership Framework Agreement (PFA) has been in operation since November 2006 and ends in December 2009. The PFA was designed as a capacity development programme to accelerate application of results-based management (RBM) in ILO. The framework agreement emphasizes country programming within an environment of UN reform. In the context of the DFID/ILO PFA, the Bureau for Gender Equality managed an allocation of USD 917'160 to promote gender mainstreaming in the PFA component on “*Core support to the ILO to strengthen results-based management and accelerate transition to DWCPs*”.

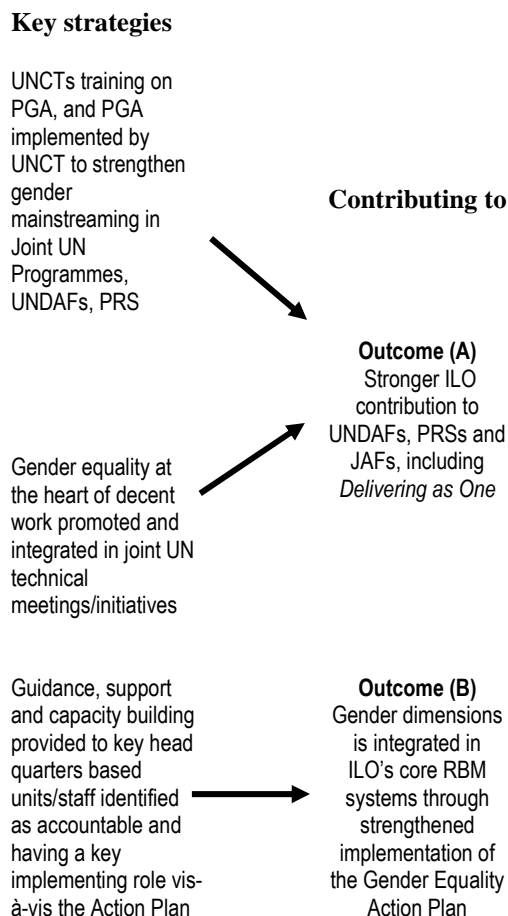
This financial allocation was made available to the Bureau for Gender Equality in June 2008 following an independent mid-term review of the PFA which recommended more attention to gender equality. The Bureau subsequently established the project *Gender Mainstreaming in the DFID/ILO PFA (GLO/08/53/UKM)* – henceforth referred to as the *gender mainstreaming project*. The initiatives supported through the *gender mainstreaming project* were a means of contributing to the higher objective laid out in the DFID/ILO PFA: “*to enable the more effective performance of the ILO as a results-based organisation fully engaged in the processes of the UN reform at the country level through effective implementation of Decent Work Country Programmes*”.

A revised logical framework was developed for the second half of the PFA proposing eight outcomes for the Results Based Management (RBM) component. The *gender mainstreaming project* contributed to two of these outcomes (from a total of six). These two outcomes were:

- (A) Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAFs), including “*Delivering as One*”.
- (B) Gender dimension is integrated in ILO’s core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

Project strategies

The *gender mainstreaming project* was implemented between June 2009 and December 2009 and managed by the Bureau for Gender Equality. The ILO Governing Body suggests¹ that the role of ILO's International Training Centre in Turin (ITC) in transferring knowledge is central to an ILO knowledge strategy; hence the ITC was involved in some capacity development activities.



Strategies for Outcome A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAF), including *Delivering as One*

In the context of this *gender mainstreaming project*, the outcome above refers to ILO contribution in terms of strengthening gender mainstreaming in UN joint activities, poverty reduction strategies, UNDAFs, joint programmes including *Delivering as One*.

The UN launched the “*Delivering as One*” pilot initiative in 2007 to provide development assistance in a more coordinated way with eight pilot countries (Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Viet Nam). Joint Programmes (JP) are the modality of collaboration, which means that the actors are expected to work closely together using a joint budget, a joint work plan and a joint framework for results and monitoring and

¹ ILO Governing Body, November 2007 document GB.300/PFA/9/2

evaluation. The work is carried out jointly using the One UN funding facility, managed jointly with governments. UN Agencies work jointly to achieve the four 'Ones': One Programme, One Budgetary Framework, One Leader and One Office. The UN Development Assistance Framework (UNDAF) is the programme framework for the UN at the country level and describes the collective response of the UN Agencies to the priorities in the national development framework (including through the poverty reduction strategy if a PRS exists) – priorities that may have been influenced by the UNCT's analytical contribution. Gender equality is one of five inter-related principles that must be applied at the country level in the UNDAF. The Joint Strategy Meeting is often the primary consultative process between the UN agencies and national governments. Negotiating and integrating gender equality concerns into other key issues on a Joint Strategy Meeting agenda, requires UN staff with capacity to mainstream gender equality concerns; practical suggestions (which may come from the UN Gender Group) as well as an individual with an ability to influence others to take gender issues on board.

The indicator in the revised PFA logframe for this outcome (A) is the number of *Delivery as One* pilots as well as new or renewed UNDAFs in UNDAF roll-out; and innovative self-started countries that incorporated ILO's priorities. The targets are that at least six pilot countries should incorporate ILO priorities and that ILO priorities are incorporated in 50% of new/renewed UNDAFs.

Because these specific indicators will be evaluated during an evaluation of the full ILO/DFID PFA project, this evaluation focused on the ILO *gender mainstreaming project's contribution* to gender equality (as an ILO priority), into *Delivering as One* pilots, joint programmes, new or renewed UNDAFs, JAFs.

For the gender related aspects of this outcome:

- UN country teams were trained on the ILO Participatory Gender Audit (PGA) either by Bureau of Gender Equality staff, or ILO International Training Centre staff or both, and the PGA was subsequently implemented by UN country teams to strengthen gender mainstreaming in UNDAFs, joint UN programming processes;
- The ILO's awareness-raising campaign and message on *gender equality at the heart of decent work* was promoted by the Bureau of Gender Equality staff and partners and integrated in joint UN technical meetings/initiatives.

Strategies for Outcome B: Gender dimension is integrated in the core RBM systems of ILO through strengthened implementation of the Action Plan for Gender Equality.
--

In November 2007, the ILO Governing Body endorsed the ILO Action Plan for Gender Equality 2008-09. The ILO Action Plan supports 'decent work for both women and men' and focuses on three areas:

- i. enabling institutional mechanisms for gender equality in the Organization
- ii. gender equality results in ILO strategic objectives
- iii. a joint immediate outcome on advancing gender equality in the world of work

The purpose of the ILO Action Plan is to guide and support gender mainstreaming across the Organization, and as such the target group is all ILO staff, although ILO constituents are

expected to be the ultimate beneficiaries. The Action Plan is used internally to advance gender equality and women's empowerment within ILO programmes and structures, in order to guide the ILO Office to better support constituents.

The results-based ILO Action Plan for Gender Equality is aligned with the RBM Programme and Budget 2008-09. This is the first time that an ILO Action Plan for Gender Equality has used a results-based approach with alignment to gender-specific outcomes, indicators and activities of the Programme and Budget. The indicator for this output in the revised DFID project logframe is the extent to which targets for results areas are achieved within the ILO Action Plan for Gender Equality's first and second areas of focus, namely: (i) enabling institutional mechanisms, including provisions for promoting greater gender balance in management and leadership positions are met; and (ii) targets are met for gender-related indicators in the ILO Programme and Budget for 2008-09. At least 50% of targets within the ILO Action Plan's first section on enabling institutional mechanisms were to be achieved, and 50% of targets within the Strategic Objectives of the ILO Programme and Budget 2008-09.

For the RBM gender related output, the *gender mainstreaming project* supported an accelerated implementation of the Action Plan through support to both headquarters units and field offices staff identified as accountable and having a key implementation role vis-à-vis the Action Plan. Activities included invitations to and support to attend *knowledge sharing workshops* on the Action Plan implementation; bilateral advice to various ILO staff; and support in the development of baselines and indicators for enabling institutional mechanisms for gender equality in the ILO (substance and institutional arrangements of the Action Plan), along with support to the ILO Human Resources Department on the staffing aspects of the Action Plan.

3. Purpose, scope and clients of evaluation

The purpose of this particular evaluation exercise was to examine and evaluate two outcomes for the Results Based Management (RBM) component from the DFID/ILO Partnership Framework Agreement revised logical framework that was developed for the second half of the PFA covering 2008-09.

With close reference to the indicators developed in the revised logical framework, the evaluation attempted to verify the gender mainstreaming project's effectiveness in contributing to these two outcomes (in the period between June 2008 and December 2009); and the project's likelihood to continue to have an impact beyond the end of 2009.

This evaluation also examined the effectiveness of the outcomes and the efficiency of the implementation and verified the achievements with regard to the relevant outcomes, reviewing and assessing:

- the gender related immediate impact of the project on the UN reform process in selected countries
- whether the project successfully built or strengthened an enabling environment for gender mainstreaming within the ILO and also within UNCTs of certain countries
- what contributed to or curtailed project effectiveness

This evaluation also aims to verify the strategic fit, validity of design, relevance, effectiveness, management arrangements and efficiency, and impact and sustainability of the *gender mainstreaming project*.

The **clients** of the evaluation include the donor (DFID), ILO constituents, the 130 members of the ILO Gender Network of headquarters-based and/or field-based gender focal points, Regional Gender Specialists, and Gender Coordinators, the Bureau for Gender Equality; and key ILO headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan. The impact of the activities around stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One* may be of interest to UN inter-agency gender groups involved in conducting PGAs and UNCTs involved in the UN reform process at the country level.

4. Methodology

The methodological approach for this evaluation focused on the two outcomes of the PFA that focus on gender mainstreaming. It is too early to document long-term impacts. The evaluation focused on the project's support to intra-organisational accountability for gender mainstreaming (through the Action Plan for Gender Equality) as well as the project's contribution to inter-organisational cooperation on gender mainstreaming (through work with other UN Agencies). Discussions took place with almost 90 people.

Outcome A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One*

The outcomes from the Gender Bureau's training of the UN country teams staff using the ILO Participatory Gender Audit (PGA) was examined in Malawi and the United Republic of Tanzania (URT) through field-visits. URT is a UN *Delivering as One* country and the only country where the UNCT has proceeded to gender audit joint UN programmes. URT was chosen by ILO because ILO has been able to involve constituents in gender audits. In URT the gender audits following the PGA training were undertaken on joint UN programmes. In contrast in Malawi, the gender audits took place of UN agencies. Malawi was also chosen because it is a self-starter *Delivering as One* and probably the country where efforts to audit individual agencies have come the furthest. ILO also chose countries where they knew there was a sufficient support network to receive the Evaluator. ILO is a resident UN Agency in URT, and non-resident in Malawi. ILO Evaluability assessment' of the two countries were not established in advance by the Evaluator.

Although contact was made with all seven countries involved in this Outcome, unfortunately time and resources available only allowed for two country visits. Reference is made to the known outcomes in other countries, based on telephone interviews with individuals involved, and a review of the follow-up plans that emanated from the audits based on information from these telephone interviews. Whether (as a consequence of such training), the PGA is being implemented by UN country teams, and is perceived by relevant UN staff and partners to have contributed to strengthening gender mainstreaming in Joint UN Programmes and other joint initiatives was examined.

The following evaluation activities took place:

- Geneva visit for headquarters briefings - interviews with key ILO staff at headquarters, including GENDER, HRD, EVAL, GENDER, PARDEV, PROGRAM staff at ILO headquarters and ITC Turin and ILO consultants involved with both outcomes. Typical questions asked during such interviews are included in the Evaluators' Inception Report in Annex 4
- A desk review of various background documents and other relevant publications (mission reports from PGA work; consultants' reports etc.).
- Field visits to Malawi and URT, based on an agreed interview list planned by the Gender Bureau and the Evaluation Unit of ILO along with key ILO staff in Malawi and URT and individuals from the inter-agency agency groups on gender. Discussions took place with at least 50 people during the field visits:
 - **Malawi:** interviews with ILO staff working on an IPEC Technical Cooperation project that were trained as PGA facilitators, head of UN Agencies and relevant staff of collaborating UN Agencies, including most members of the Malawi UN Gender Group. Interviews with selected number of gender audit facilitators not in the UN Gender

Group, but involved in the process and who consolidated the gender audit reports took place. An interview with the UN Resident Coordinator was conducted, and an interview with the Director of the ILO Office for Zambia, Malawi and Mozambique took place (in Geneva). The gender mainstreaming officer at the Ministry of Gender, Children and Community Development was also interviewed. Questions about the impact of the PGA trainings were measured using carefully chosen interview questions, cross verifying from more than one source for each aspect of the PGA training.

- **URT:** Group discussions were undertaken with some Team members of UN Joint Programmes (JP) from three JPs – JP1: Wealth Creation, Employment and Economic Empowerment; JP3: Support to the National HIV and AIDS Response; and JP5: Capacity Building Support to Zanzibar.
- Members of the UN Inter-agency Gender Group gave their views on the gender audit implementation in URT. A meeting took place with the UN Team Leader and UNDP staff in **Zanzibar**.
- Interviews were undertaken with ILO Constituents in **Tanzania mainland and Zanzibar** (Ministry of Labour, Youth, Women and Children, employers' and workers' organisations)
- Based on a suggested list from the Gender Bureau, telephone interviews with ILO field offices (ROAF Addis Ababa, ILO-SRO Dakar, ILO Abuja, ILO Lusaka) and representatives from UN Agencies (Cape Verde, Mozambique) were undertaken. It is fully recognised that information from telephone interviews will not adequately reflect the extent of the PGA activities undertaken, nor document the complexity of follow-up efforts and implementation of recommendations following gender audits.

Secondly, the extent to which the *gender equality at the heart of decent work* 'campaign' was promoted and integrated in joint UN technical meetings/initiatives was examined through interviews with the Gender Bureau staff and a review of agendas/minutes from various inter-agency meetings. The evaluation focused specifically on the follow-up to an international workshop, organised jointly by FAO, ILO and IFAD in April 2009 in Rome. Several people who attended and were involved from the ILO (and FAO) were interviewed including the ILO senior Special Advisor on employment. The Evaluator had incidentally and independently attended this technical meeting.

Outcome B: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality

In March 2009 a stocktaking report on implementation of the Action Plan was prepared by the Bureau for Gender Equality and presented to the Governing Body. The report highlighted initiatives undertaken in 2008 on the basis of responses received to the Bureau's request for information². As outlined in the inception report for this evaluation, the focus of the evaluation was on the *gender mainstreaming project's contribution* (guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key Action Plan implementation role) to this outcome, with close reference to the indicators, which are being evaluated in full between October and December 2009. The evaluator did not assess the appropriateness of these indicators themselves.

² Second Supplementary Report: Stocking of implementation of the ILO Action Plan for Gender Equality 2008-09 (Report of the Director-General)

The following evaluation activities took place for this outcome:

- A desk review of various background documents and other relevant publications such as notes on indicator progress, mission reports workshops in relation to the Action Plan implementation, consultants' reports etc.
- Interviews were held with the ILO officers responsible for Gender Audits, the Gender Coordinator in ITC, and the ILO officer with responsibility for gender and technical cooperation, PARDEV (responsible for donor liaisons) and an interview took place with the Gender Bureau officer responsible for coordinating the Action Plan.
- The indicator sheets which map progress on the 19 indicators from Key Results Area 1 of the Action Plan were examined. These sheets are kept by the Gender Bureau and updated regularly.
- Review of summary evaluation forms from the four *Knowledge Sharing Workshops*, an interview with the organisers, and discussions with eight individuals who had attended these workshops.
- Telephone/Skype interviews with Regional Gender Specialists involved in the *Knowledge Sharing Workshops*

5. Evaluation of Gender Mainstreaming Project

5.1 The design of Gender Mainstreaming Project

The *gender mainstreaming project* was designed mid-way through the DFID/ILO PFA. This is not ideal. Adding gender into a project half-way through the overall project and for two results areas only, implies that gender was not systematically taken into consideration early on in the PFA planning processes. A more proactive approach to gender mainstreaming would have been relevant from the start, rather than responding to gender mainstreaming concerns as they unfolded, and were highlighted in the mid-term evaluation.

5.1.1 The design of the activities around a stronger ILO gender mainstreaming contribution to the UN

The Participatory Gender Audit (PGA) methodology is both a tool and a process that promotes organisational learning on mainstreaming gender practically. Since 2001, the PGA had been used for ILO offices, and was gradually extended to ILO constituents. Nearly 800 facilitators have been trained in the methodology. Having proven its ability to work at the UN inter-agency level in Zimbabwe in 2005, the next logical step was to use the PGA as a global tool in the UNDAF's poverty reduction strategies, joint programmes and UN *Delivering as One process*.³

An internal Gender Bureau retreat in 2006 had discussed how to move forward with the PGA. Several presentations on PGA had already been requested and made to UN agencies, for example in New York, Yemen, Santiago and Moscow. The UN Inter-Agency Network on Women and Gender Equality (IANWGE) in February 2008 made a decision to further explore the PGA and its potential to link with the UN system-wide gender mainstreaming policy and strategy.⁴ The PGA aligns with IANWGE approach to promoting gender equality throughout the UN system.

The activities of the UN System in many countries are managed through the UN Country Team (UNCT) composed of heads of all the resident UN Agencies and led by the Resident Coordinator (RC). The UNCTs are already expected to use a gender equality *Scorecard*, endorsed by the UN Development Group (UNDG). The *Scorecard* establishes an accountability framework for assessing UNCT gender mainstreaming strategy, based on providing a 'score' and a series of ratings against specified standards⁵. The PGA complements the *Scorecard*, because it follows an analytic, self-assessment process with the aim of bringing about change in the way gender mainstreaming is perceived.

³ A review of ILO PGAs between 2001 and 2008 was prepared as background material for the International Labour Conference (ILC) in 2009. This review outlined how the gender audit could be taken forward and used more strategically with ILO in headquarters and in the field, with ILO constituents, through technical cooperation and in the framework of the UN *Delivering as One*. That review was useful towards the end of the project period.

⁴ Report of the Seventh Session of IANWGE, New York, 19-21 February 2008. para. 25. At present the Inter-Agency Network on Women and Gender Equality (IANWGE) is the network of Gender Focal Points in UN offices, specialized agencies, funds and programmes, playing a central role in promoting gender equality throughout the UN system. An new UN gender entity will soon be created however.

⁵ UNCT Performance Indicators for Gender Equality. More information available at: <http://www.undg.org/?P=222>

With support from the *gender mainstreaming project*, a consultant prepared a concept paper that outlined issues to be addressed in adapting the PGA methodology to the *Delivering as One* context (February 2009). The consultant also outlined areas of complementarity and differences in the methodology of the PGA and the UNCT *Scorecard*. Thus the *project* outcome around the PGA and greater ILO contribution to the *Delivering as One* agenda had been explored and planned. Although the Bureau for Gender Equality had the PGA methodology ready and tested, it did not have resources to bring the PGA to the pilot UN *Delivering as One* countries. With the financial support from DFID, the Bureau for Gender Equality was able to contribute to the process of ensuring that internal joint UN practices and related support systems began to reinforce gender mainstreaming in seven countries.

Bringing the PGA to the UN *Delivering as One* pilot countries could realistically be expected to work, provided inter-agency gender groups and UNCTs accepted and endorsed the tool. Thus, carrying out briefings or presentations to familiarize UNCTs or inter-agency gender groups on the PGA and the UNCT *Scorecard* was also integral to this outcome. The PGA activities alone could not have been realistically expected to achieve this outcome. Other conditions had to be in place, such as a strong and committed inter-agency gender working group; support from the UNCT and Resident Coordinator, and an entry point at the right time in terms of aid delivery reviews. It can be argued that the *gender mainstreaming project* activities around the PGA ensured that ILO contributed to gender mainstreaming in the UNDAFs, PRSs and *Delivering as One*, provided these conditions were in place.

The focus of this outcome was consistent with the needs of UN staff and Agencies working jointly in UN *Delivering as One* countries because it helped them to establish a baseline and identify critical gaps and challenges in gender mainstreaming in new joint programmes and in prioritising inputs for the revision of the UNDAF. Furthermore, the support provided was timely because many UNCTs were grappling with how to address gender equality, which is one of the UN Country Programme Principles, having already identified their gender rating/score using the *Scorecard*. The PGA process recommends ways of addressing gender equality gaps and challenges, and allows for new strategies to be developed based on a review of the current situation as it stands. This project outcome focused on the right priorities for UN reform processes when designed.

Promoting gender equality as integral to decent work in joint UN initiatives was a suitable approach given the current UN focus on employment, especially youth employment and rural employment. It was also apt because the Bureau for Gender Equality had launched a year-long campaign on “*gender equality at the heart of decent work*” in June 2008. The campaign aimed to increase general awareness and understanding of gender equality issues in the world of work; highlight the specific linkages between gender equality and securing decent work for all women and men amongst other objectives.⁶ Overall, the integration of gender and decent work dovetailed nicely with the ILO-IFAD-FAO workshop on gender and rural employment issues held in April 2009 in Rome. ILO’s contribution to this workshop was partly supported by the DFID *gender mainstreaming project*.

5.1.2 The design of the activities around RBM systems the ILO Action Plan on Gender Equality

Providing support and guidance to ILO staff to ensure that the gender dimension is integrated in ILO’s core Results Based Management (RBM) systems through strengthened implementation of the Action Plan for Gender Equality was an important outcome, given that this is the first time the Gender Action Plan has been directly aligned to gender-specific outcomes, indicators and activities of the Programme and Budget. The Action Plan itself had no specific budget for

⁶ E.g. promote the ratification and application of key ILO gender equality labour standards; and advocate the importance of overcoming existing barriers to gender equality as beneficial for all

implementation. Many ILO staff are not fully aware of the finer points of RBM, let alone how gender equality goals can link to RBM. The organization of *knowledge sharing workshops* was a novel way to approach this output, and apt, given the perceived 'dry' nature of RBM and action plans generally. These *workshops* allowed for sharing on challenges with time to design follow-up activities to support the implementation of the Action Plan on Gender Equality. The *knowledge sharing workshops* were consistent with the needs of many, but not all, members of the ILO Gender Network who are expected to act as a catalyst to assist the process of gender mainstreaming. Most who attended the *workshops* evaluated the experience positively. Some gender focal points reported that they would require a stronger emphasis on their technical area of focus, and more bi-lateral meetings with the Gender Bureau for support. Some participants at these workshops picked up more hints on facilitation techniques than gender and RBM. Benefiting from the new facilitation techniques, they still gained from attending the workshop.

One aspect, still requiring focus in terms of RBM and gender equality delivery, is the reluctance of certain key managers to take gender equality issues seriously. Some type of *project* activity around encouraging senior management support would have been helpful.

The support provided through the *knowledge sharing* activities planned alone could not realistically have been expected to meet this outcome, because many ILO staff lack an understanding of RBM itself. Nonetheless, the *gender mainstreaming project* indirectly allowed the Bureau of Gender Equality to defend and sometimes explain RBM to at least 50 individuals in ILO through the *knowledge sharing workshops*. Other sections of ILO are rolling out training courses on RBM, so future activities linking RBM and gender mainstreaming should be easier to implement as ILO staff and Constituents increase competence in developing gender sensitive indicators and targets.

5.2 Strategic fit of Gender Mainstreaming Project

The *gender mainstreaming project* objectives/outcomes clearly correspond to ILO's policy on gender equality and gender mainstreaming. The *project* activities supported the Joint Immediate Outcome on gender equality (Programme and Budget 2008-09) and its indicators, given that it is part of the Action Plan on Gender Equality. The support provided through the *gender mainstreaming project* to ensure that gender is integrated in ILO's core RBM systems is in line with the mandate of the Bureau for Gender Equality to support and advise constituents and Office staff at headquarters and in the field on matters concerned with promoting and advocating for gender equality in the world of work.

5.3 Summary of 'work done'

For the outcome related to stronger ILO contribution to *Delivering as One*, the following activities were supported through the *gender mainstreaming* project:

- Training of PGA facilitators with UN staff in Malawi, Nigeria, Mozambique, Cape Verde, Rwanda, URT, Ethiopia.
- Discussions and knowledge sharing on the PGA with UN in Albania, Pakistan and Viet Nam.
- Technical support to PGAs of UN Agencies in Malawi, Nigeria and Ethiopia
- Technical support to PGAs of UN Joint Programmes in United Republic of Tanzania, and Mozambique.
- Training of PGA facilitators and technical support to implementation of PGAs amongst ILO constituents in Mozambique and URT. Support to recommendations from constituents' audits built into joint UN programme on gender in Mozambique.
- Mapping potential role of PGA in context of "Delivering as One" and UN Joint Programmes.
- Reproduction of ILO's Manual for Gender Audit Facilitators, which was distributed free to all those trained in the PGA during the project period.
- Translation of ILO's Manual for Gender Audit Facilitators into Portuguese (Mozambique and Cape Verde).
- CD-ROM production of ILO's Manual for Gender Audit Facilitators.
- Representation of ILO at UN *Delivering as One* retreat on gender equality in Viet Nam in November 2008.
- Gender Bureau preparations and participation in the inter-agency ILO-FAO-IFAD technical meeting on gender and rural employment, where gender at the heart of decent work was promoted.

For the outcome related to gender dimension being integrated in **ILO's core RBM systems** through strengthened implementation of the Action Plan for Gender Equality, funds were used in the following ways:

- To support four *knowledge sharing workshops* on the ILO Action Plan for Gender Equality.
- To support Bureau for Gender Equality staff and a gender and organisation specialist to work on baselines, strategies, and an analysis of activities to be developed in consultation with the HRD for the "staffing" result area of Action Plan.
- To help the Bureau research and compile data and establish methodologies and definitions for baselines in the "substance" and "institutional arrangement" results areas of the ILO Action Plan on Gender Equality.
- Reproduction of ILO Action Plan for Gender Equality.
- To fund an office-wide evaluation of ILO Action Plan for Gender Equality (forthcoming)
- To fund the translation and publication of ILO guidelines for mainstreaming gender in project evaluations into French and Spanish.

5.4 Implementation: stronger ILO contribution to UN including Delivering as One

5.4.1 The PGA as a tool for strengthening gender mainstreaming in joint UN programming

Through the *gender mainstreaming project*, the Bureau for Gender Equality was able to lead the process of conducting gender audits for seven countries at their request. The PGA activities centered on Africa as a priority region for DFID. Training of PGA facilitators workshops were organized and delivered in Cape Verde, Ethiopia, Malawi, Mozambique, Nigeria, Rwanda, the United Republic of Tanzania⁷. Four of these countries are UN *Delivering as One* pilot countries. Malawi and Ethiopia have become so-called 'self-starter' *Delivering as One* countries. Nigeria is also moving towards a *One UN Programme*. The Bureau for Gender Equality was also able to provide, to a certain extent, related technical assistance for PGAs in some of these countries. For example in Nigeria, when eight UN agencies were being audited simultaneously, two experts from Bureau of Gender Equality attended to provide support and advice. Additionally the Bureau attempted to document the PGA process in Mozambique and URT.

Although the PGA activities centered on Africa, contact has also been established with UN country teams in Pakistan, Viet Nam and Albania through ILO Offices, informing them of the PGA methodology and its benefits.

5.4.2 Malawi and PGA

5.4.2.1 Background to the PGA in Malawi

To date, Malawi could be regarded as being the most successful country in terms of application of the PGA and subsequent impact. The ILO is a non-resident UN agency supported by the ILO Office in Lusaka, Zambia. ILO Technical cooperation staff in Malawi work on HIV/AIDS and child labour.

Collective work by the UN is divided into five clusters, rather than JPs (apart from a Joint Programme on monitoring and evaluation)⁸. The UN Gender Group (UNGG) comprising eight resident UN agencies (WFP, WHO, FAO, UNICEF, UNDP, UNFPA, UNAIDS, UNHCR) planned to undertake a broad assessment of gender mainstreaming within Malawi. In 2008, the UNGG had decided that before they initiated some joint programmes on gender related issues, they first required a baseline and assessment of how the UN is doing in gender mainstreaming and women's empowerment. The UNGG approached the ILO because they felt the PGA might be a useful tool for such an assessment.

Consequently, the UNGG organised a training of audit facilitators, supported by the ILO Gender Bureau in February 2009. Following the training of facilitators, the eight resident UN agencies undertook gender audits. A consolidated report of all eight audits was prepared. Many of these agencies subsequently implemented recommendations arising from these audits. Representatives from two government ministries (agriculture and gender) were also involved in conducting these audits, which served as a learning process for individuals from these ministries.

⁷ Training of Constituent facilitators was also supported through the *gender mainstreaming project*

⁸ and a JP under Cluster 5 around a good governance database

5.4.2.2 Outcome of gender audit activities – gender strategy for the UNCT

The PGAs resulted in a flurry of activity around gender equality amongst UN Agencies in Malawi, and some joint activities afterwards. The PGA training of facilitators in Malawi was highly appreciated by all individuals met during the evaluation. It was reported that the PGA gave individuals with a background in gender, a framework to pursue gender equality concerns and mainstreaming within their agencies. The whole UN system in Malawi has moved forward in terms of gender. A UNAIDS gender focal point stated that the training and subsequent eight audits strengthened relationships between the UN Agencies. The Assistant Resident Representative of UNDP stated that prior to the *Delivering as One* effort in Malawi, the UN agency roles in supporting gender equality were fragmented. A representative from UNFPA said that the PGA activities in Malawi illustrated that working together and *Delivering as One* is possible. The chair of the UNGG reported that the audit has helped them become more systematic in terms of planning together. Additionally the audit provided them with a baseline for future monitoring of progress.

The consolidated gender audit report contributed to the development of a UN gender strategy (which contains a mainstreaming component and an empowerment component) accompanied by an action plan. The UN gender strategy was also guided by the UN *Scorecard* results, and strengthened politically within the UNRR's office by a gender mission from UNDP and UNIFEM in September 2009, which served to examine how to strengthen the national gender machinery. The UN gender strategy for Malawi will be presented at the next UNCT meeting for approval (October 2009). Once the strategy is endorsed, it is expected that a JP on gender equality will become operational in early 2010.

The JP will focus on gender mainstreaming with a component on increasing women's participation in decision-making in parliament and local government as well as increasing women's economic empowerment. Gender audits of the public sector will probably be undertaken through the JP as there will be a focus on gender mainstreaming support to the public sector. The UN Resident Coordinator (RC) in Malawi stressed the need for women-focused actions (for empowerment) along with mainstreaming gender equality issues in development initiatives. The programme will build upon the UNDP/UNFPA empowerment of women parliamentarians, or the so-called *50:50 campaign*, expanding involvement to other UN Agencies and partners⁹. The new JP will have 3 components and is expected to follow the UNDAF five year implementation period. A 'white paper' or a 'concept paper' on gender in Malawi will be prepared, through the UNRR office, which will help to focus the JP, and is likely to consolidate the UN's gender related support to date in Malawi. It is believed that a JP on gender mainstreaming, will ensure that a budget is in place to implement future coordinated actions.

A mid-term review of UNDAF is scheduled for the end of 2009, and the UNGG expects to contribute, building upon some of the relevant gender audit recommendations. The UNGG feel that they have increased opportunities to comment from a gender perspective as a result of the higher profile of gender in UN agencies in Malawi.

The Assistant Resident Coordinator, UNDP (with responsibility for the Millennium Development Goals, MDGs) reported that the ILO gender audits sparked a renewed interest in gender issues, and also strengthened the realisation of a new JP on gender. Hence the ILO's contribution was timely.

⁹ This previous programme was essentially a joint programme between UNDP and UNFPA, with support from the Norwegian government

5.4.2.3 Outcomes at UN Agency level

The activities on the gender audit in Malawi resulted in many outcomes at the individual UN Agency level. The following is a summary of some of the main outcomes, according to individuals from UN Agencies:

1. A pool of trained facilitators are now available in Malawi, who were subsequently able to conduct PGAs and who are now on the same wavelength with respect to what is required to mainstream gender in UN work in Malawi. Four national consultants were also trained.
2. The UNGG plan to facilitate some Public Sector Gender Audits within their respective ministry 'partners'¹⁰.
3. Through the PGA workshops conducted in individual UN Agencies, individuals' capacities have been developed on how to mainstream gender practically.
4. PGA facilitators from individual UN Agencies and facilitators from government now have an increased in-depth knowledge of others' agencies mandates and work (because trained PGA facilitators from one agency undertook an audit of another agency).
5. Various UN Agencies have come up with their own follow-up plans and some examples of initiatives following the gender audits are summarised below.
 - In both FAO and UNDP, gender mainstreaming committees were set up to oversee gender mainstreaming within each Agency. Each committee developed an action plan following a review of their PGA report. In UNDP for example, many actions have taken place, are in progress, or are planned. For example UN gender training is planned; on-line resources for gender mainstreaming are being reactivated; all managers are now required to include gender equality and gender parity objectives as one of their key results areas; implementing partners are to be provided with guidance on how to mainstream gender in their activities; and the terms of reference for a full time gender coordinator for the UNDP office has been developed (at present, there is only a GFP position, which is an 'add-on' job). The UNDP PGA report highlighted low-esteem and workloads felt in particular by female staff, which UNDP is now acting upon.
 - WFP has advertised for a monitoring and evaluation position with gender responsibilities.
 - The audit was timely for WHO (World Health Organization) in that their last regional meeting had a recommendation to examine gender. WHO Malawi found that the concept of gender is only included in their work by default, rather than on purpose. The audit report reminded WHO, who already had a solid gender policy, that they still require an implementation strategy. The Malawi WHO Representative reported that their headquarters must now come up with a global strategy on implementing their gender policy. WHO in Malawi have agreed they will now include aspects of gender in all staff development and inductions for new staff.
 - Some UN Agencies, such as UNFPA, are passing on the methodology to their partners. For example the *Centre for Alternatives* are using the PGA manual to examine gender based violence in the workplace.

Although the profile of gender has been raised considerably in the majority of the resident UN Agencies, for some Agencies, it is still important to stress that follow-up does not necessarily have severe financial implications. In some cases, follow-up implies a 'change' in the 'old' way of doing activities (such as sex-disaggregating data or making special efforts to include women in existing or planned activities). Nevertheless, given the high work-loads of many gender focal

¹⁰ The UNGG are hoping that ILO will support them in this process

points in individual UN Agencies, sustaining the impact without adequate dedicated gender human resources may be difficult. How long the outcomes from the gender audit continue and are sustained remains to be seen.

Thanks to the *gender mainstreaming project*, ILO visibility in Malawi has been increased considerably (according to individuals in other UN Agencies). The outcomes in Malawi proved that ILO does not have to be physically in Malawi to make a lasting impact in term of gender mainstreaming.

5.4.3 Tanzania / Zanzibar and PGA

5.4.3.1 Background to the audit in Tanzania mainland/Zanzibar

The DFID *gender mainstreaming project* supported the training of PGA facilitators at two levels:

1. ILO constituents in both Tanzania mainland and Zanzibar
2. Selected UN Joint Programme (JPs) team members (and consultants), who subsequently conducted gender audits of the JPs.

The ILO is a resident agency in the United Republic of Tanzania. The *Delivering as One* initiative in URT is based on national development priority areas articulated in the National Strategy for Growth and Reduction of Poverty (NSGRP). The ILO is participating in seven Joint Programmes and leads as the Managing Agent the JP on Wealth creation, Employment and Empowerment (JP1). Although there are now eight JPs in URT, six JPs were operational at the time of the PGA training of facilitators, including JP5 in Zanzibar.

URT has a UN Inter-agency Group on Gender IAGG. With UNCT support, the IAGG was committed to conducting the gender audits of six JPs and felt it would be a useful exercise prior to the planning of the 2009-2010 workplans for each JP. The Bureau for Gender Equality supported the IAGG in planning the implementation of the PGA. However, only 18-20 facilitators were trained. The members of the IAGG reported that the training of facilitators itself was excellent, although some would have liked an additional planning day to have been included in the training schedule. Generally, many reported that the training and manual gave them the knowledge and skills to do PGAs in their respective JP. However the implementation of the recommendations from the gender audits varied depending on the JP and the capacity to mainstream gender of JP team members and partners.

5.4.3.2 Immediate impact of the gender audit on the *Delivering as One* process

A summary report prepared by UN Reform Specialist (Gender) on progress since the JPs were audited, indicates various levels of completion and implementation of gender audit results amongst the different JPs. In summary:

- JP1 has finalised their audit process and implemented some recommendations from the audit report (see below);
- JP2 has budgeted USD 20,000 for a gender audit in their new workplan;
- JP3 has almost finalised the audit report (see below);
- JP4 is still in the process of conducting the PGA and the completion of the PGA has been added as an agenda item for the next technical working group meeting;
- JP5 has completed the audit and shared their report with the IAGG and their joint working group and is implementing some recommendations (see below);
- JP6.2 has completed the audit and is expected to start implementing recommendations.
- The UN Communication Group has indicated their interest in conducting a PGA audit.

The Chair of the IAGG in URT (and also the UN Reform Specialist on Gender in URT) commented that the gender audit has made a huge contribution to the *Delivering as One* in URT. She commented that the process obliged JP officers and partners to step back and take stock of what they are doing around gender mainstreaming. Some challenges arose for auditors/facilitators during the audit process. Political will and financial resources to aid the PGA exercise were lacking. Many of these challenges are global problems around the relative importance UNCTs and UN senior managers place on gender in comparison to other cross-cutting issues such as human rights, results based management or HIV/AIDS.

The Chair of the IAGG recommended that the PGA become part and parcel of every JP, accompanied by a budget for implementation. The Chair further suggested that in one year's time, there should be an assessment to see how JP workplans have mainstreamed gender and instituted a monitoring mechanism. She proposed that the IAGG (rather than ILO) conduct this assessment. The Head of the UN Sub Office in Zanzibar believed that it should be at the UNCT quality assurance level where gender is monitored and included as criteria in all JPs. Before the audits were conducted, a gender mainstreaming checklist had been developed by a consultant with simple steps to follow. The checklist could be re-examined and further elaborated upon.

In terms of having a JP specifically on gender in Tanzania, a number of people stressed that such a move would 'ghettoise' gender and result in other JP team members leaving the gender JP team alone to address gender inequalities.

Outcomes on JP1 Tanzania

Joint Programme 1 focuses on Wealth creation, Employment and Economic empowerment and is led by the ILO. Following the review of the report from the PGA with JP1, it was reported by the ILO team for JP1, that most of the recommendations from the audit could be accommodated. The Programme Manager for JP1 stated that although a baseline study for the JP had been conducted and reviewed with some attention to gender concerns, the PGA allowed the workplan for 2009-10 to be more focused in terms of gender mainstreaming at outcome and output levels. The 2009-10 workplan has at outcome and output levels more activities that could be described as 'genderised'. It was also reported that in the monitoring and evaluation (M&E) plan to be developed, clear indicators are to be incorporated to monitor achievement during implementation. One major activity of the JP work for example, is the establishment and capacity building of the Regional Local Government *Employment Creation Committees*. It has now been approved at the highest level of Government with the involvement of Trade Unions and Employers Association that a quota of at least a quarter females should be on these committees.

Some JP1 partners' and participating UN Agencies' understanding of gender is reported to have increased, because during the audit implementation process a workshop took place for partners in Mtwara and Lindi (pilot regions for the JP) and also at the JP Technical Working Group level. The JP1 Programme Manager cautioned that at the local level, it is important to remember that gender mainstreaming is a process, and local government agencies require time to gradually digest gender aspects. Many partners are still unfamiliar with gender concepts.

Sex-disaggregated data collection is now mandatory for JP1 partners. The monitoring and evaluation framework for JP1 will be finalised by November 2009, with results-based indicators. Because the recommendations are only now incorporated into the 2009-10 cycle, it will not be until the next reporting period that impact will be shown on the ground. However, in comparison to the previous JP1 workplan, gender mainstreaming activities and outputs feature much more significantly.

Outcomes of audit on JP3

Joint Programme 3 provides support to the national HIV and AIDS response. The timing of the PGA for JP3 was not in line with the JP planning process and work-plan adoption for JP3. Some PGA activities were rushed and not undertaken in a manner that would yield the most analytical results. The final gender audit report recommendations for JP3 has not yet been approved by the JP3 Team.

Nevertheless, the audit revealed that the capacity for gender mainstreaming amongst the JP3 team as well as amongst JP3 partners is weak. For example the National Aids Commission was identified as lacking gender expertise. In response, a gender coordinator has been budgeted for and approved for the National Aids Commission. The draft audit report also revealed the JP3 targets and indicators and budgets were 'gender-blind'. A member of the JP3 team stated that they have modified some aspects. It can be argued that the PGA process yielded some outcomes for JP3, but this was in parallel to analytical work undertaken by the UN Gender Advisor.

Outcomes of audit on JP5 (Zanzibar)

Joint Programme 5 focuses on capacity building support to Zanzibar. JP5 has three different strategic areas of focus, termed pillars. Pillar 1 is *Wealth Creation, Employment and Economic Empowerment*. Pillar 2 focuses on *Reduction of Maternal, Newborn and Child Mortality, and Improved Social Services*; and Pillar 3 is on *National Capacity Development Management and Aid Coordination*.

UNDP is Managing Agent and ILO is leading pillar 1 on *Wealth Creation, Employment and Economic Empowerment*. The gender audit facilitators were not given the opportunity to conduct a workshop for the JP team and partners (part of the PGA methodology). Nevertheless, the facilitators presented the results of the documentation review and the interviews at the Joint Working Group meeting to in August 2009 to adopt the 2009-10 annual workplan. The findings of the audit were well received by the Joint Working Group and used in the review of the workplan.

The PGAs provided an eye opener for many involved in JP5 and allowed for some recommendations to be taken on board. In particular gender has been incorporated comprehensively into the new workplan for pillar 1. Furthermore, the Annual Report Template for JPs has included gender as cross cutting issues amongst others, which should be reported on. Now evaluation and reporting mechanisms must incorporate gender variables. At the meeting to adopt the 2009-10 workplan, it was recognized that competence on gender mainstreaming is not evenly distributed across the 3 pillars of JP5. It was agreed that each pillar must discuss the gender audit report and appoint gender focal points at the next meeting. One or two gender mainstreaming focal points per pillar (one from a UN Agency and one from a partner agency) are to coordinate and support staff in gender mainstreaming within and across the pillars. Terms of reference of what exactly they must do are yet to be developed. One idea is that the gender focal points collect needs of partners around gender mainstreaming competence. Assistance will be sought from the IAGG for training if required.

Another impact of the audit process on JP5 is that gender aspects of JP5 is now a standing agenda item in all Joint Working Group meetings. Unfortunately, as it often the case, gender is seen an "add-on" and only discussed during the last 15 minutes of JP meetings. The UN Team Leader in Zanzibar stated that he felt it is important to progressively incorporate gender into the main matrix of JPs, beginning five months before the workplan finalisation deadline (July). The UN Team Leader in Zanzibar believes that if the Team Leader champions the issue, others will follow.

Finally UNFPA are supporting the Zanzibar Ministry of Labour, Youth, Women and Children Development to conduct audits on two other ministries in Zanzibar.

5.4.3.4 Outcomes of PGAs with ILO Constituents (Tanzania mainland/Zanzibar)

The Trade Union Congress of Tanzania (TUCTA) sent five representatives to the training of gender audit facilitators. The TUCTA Director for Women, Gender and Youth found the PGA very useful in that the training highlighted how gender can be used as a tool for social change and she is currently using the knowledge gained to audit various policies and programmes of TUCTA. TUCTA also appreciated the fact that ILO brought the social partners together to share on gender equality issues. Following the training of facilitators, TUCTA has come up with an action plan to engender the Human Resources and Research Departments of TUCTA and revisit the questionnaire for TUCTA membership. Although the will is there, for various restructuring reasons in TUCTA, this has not yet occurred.

The Director of the **Zanzibar Employers Association (ZANEMA)** indicated that he learned a lot practically about mainstreaming gender through the training of facilitators and was able to practice what he learned through conducting a gender audit at the Ministry of Labour, Employment and Youth Development and for the Association of Tanzanian Employers.

Following the training of PGA facilitators, the **Association of Tanzanian Employers (ATE)** underwent a PGA. A representative from ATE reported that they were able to find out that some ATE members think ATE should include 'gender issues' in regular training. ATE agreed to form a gender committee (they have three existing committees) to take on board recommendations from the gender audit. Another outcome was that when a new member registers with ATE, whether the company is led by a male or female will now be recorded. ATE have an annual "Employer of the year" award. Since the audit, the extent to which the employer is mainstreaming gender has been included as a criteria in judgments of employers. ATE are preparing their next strategic plan for 2010 and reported that they will incorporate some of the recommendations from the gender audit in this plan.

Staff at the **Ministry of Labour, Employment and Youth Development** reported that the training of facilitators enabled them to finalize the gender action plan 2008 that was an outcome of another ILO-UNIFEM supported initiative. Departments are gradually mainstreaming gender in their action plans. For example, letters to invite 'youth' to skills training now specifies and stresses that both boys and girls are encouraged to attend. One of the challenges at this ministry level is the lack of sex-disaggregated data. Capacity within the Ministry requires further development. The ministry has conducted PGA but not yet conducted a feedback session to the senior management.

The Director of the women and children's Department at the **Ministry of Labour, Youth, Women and Children in Zanzibar** outlined that although the PGA training of facilitators was excellent, the four who were trained may require a tailor-made refresher training. In particular, they wish to pilot the gender M&E framework developed in consultation with other sector ministries. However, the Head of the Gender Programme outlined how they are now more competent in assessing how gender has been mainstreamed in various sectors of the ministry. The UNFPA is now supporting them financially to conduct a PGA of the Ministry of Finance and the Ministry of Health and Social Welfare, using the ILO manual. The Ministry is requesting however, that the lead consultant must have attended the ILO training of audit facilitators. Although there are many gender consultants available, only three of four attended the ILO training of audit facilitators so the process is delayed. It was thus proposed whether ILO could assist training Tanzania Gender Networking Programme so as to spread the knowledge. It was agreed in September 2009 that ILO will support the Ministry to conduct their own audit along with TUCTA. Thus in the coming months, with UNFPA support, a trained PGA facilitator using the ILO PGA manual will audit two ministries in Zanzibar, and ILO will support an audit of Ministry of Labour, Youth, Women and Children.

5.4.4 Gender audits outcomes in other countries

5.4.4.1 Cape Verde

ILO is a non-resident agency in Cape Verde. ILO's work is supported by the Sub-regional Office for West Africa in Dakar, Senegal. Twenty-one UN agencies participate in the UN *Delivering as One* programme, of which six are resident agencies and three have an in-country presence. The UN has a Joint Office in Cape Verde, bringing together four UN Agencies (UNICEF, UNFPA, UNDP and WFP).

In May 2009, a training of PGA facilitators for UN representatives in Cape Verde took place entrusted to the ILO's Gender and Non-Discrimination Programme of the ILO's International Training Centre in Turin. This training involved several agencies, including staff from FAO, WHO, UNIFEM and the four Joint Office agencies. National counterparts from three sectors also participated in the training.

Following the training of facilitators, the work plan for the gender audits considered two phases:

1. a gender audit of the Joint Office, which took place in June-July 2009;
2. a gender audit of the sub-programmes of the *One Programme* yet to be scheduled.

The recommendations from the Joint Office gender audit have been presented to the Resident Representative and staff, and have also been discussed at the Joint Office Senior Management Meeting. A consensus has been reached on how to improve specific areas within the joint programming process. An action plan was presented to the senior management at the end of September 2009, and will be shared along with the Joint Office gender audit report with the UNCT.

According to a member of the UN Gender Task Force, the gender audit recommendations, along with the solid support from the UNRR have resulted in much clearer engagement for the next phase of gender mainstreaming in the UN in Cape Verde. The support from the UNIFEM Regional Director was also key in the gender audit process. Finally, it was reported that ILO's visibility in Cape Verde increased considerably as a result of the gender audit.

5.4.4.2 Nigeria

The UN System in Nigeria comprises 14 agencies. Programmatic activities are increasingly been undertaken jointly by different UN Agencies. An inter-agency Program Management Team (PMT) was set up (2007) which is seen as an important step towards the goal of *One UN Programme*. UNDAF II (2009-12) anchors the bulk of the UN's programmatic work in Nigeria. A review of UNDAF I had revealed critical gender gaps. Led by UNIFEM, the Chair of the UN Theme Group on Gender, in June 2008 a proposal for conducting a PGA of the UN Agencies was presented to the UNCT and approval secured.

In October 2008, eight UN Agencies (FAO, ILO, UNDP, UNESCO, UNICEF, UNIFEM, UNFPA and WHO) took part in a training of PGA facilitators. Representatives from the government and two independent consultants also attended. A gender audit exercise for eight UN Agencies and their partners, including government ministries took place in February 2009. In addition to UNIFEM and ILO, the UN Agencies which took part in the exercise were FAO, UNDP, UNESCO, UNFPA, UNICEF and WHO. The consolidated report prepared for the UNCT Nigeria was presented in June 2009 outlining concrete recommendations. There were a number of changes regarding key personnel involved in leading the gender audit, including the key person in the Gender Theme Group and the ILO gender focal point. The Ministry of Women's Affairs is very interested in conducting an audit for their own staff and partners.

5.4.4.3 Ethiopia

Although not a pilot UN *Delivering as One* country, the UNCT and the Government of Ethiopia have decided to move forward to implement *Delivering as One*. The UNCT Ethiopia has a *Delivering as One* Task Force group with 17 UN Agencies represented.

The PGA facilitators training for UN Agencies in Ethiopia was held at the end of July 2009 with 30 participants. Representatives from at least seven UN Agencies attended. An action plan to audit six UN Agencies (ILO, WFP, UNFPA UNIFEM, UNAIDS, OCHA), with focal points, team coordinators and a consultant for each audit was agreed at the end of the training. Because of its large size, UNICEF decided to organise its own audit independently although requested help from ILO.

The ILO Senior Gender Specialists for Anglophone Africa reported that the training of gender audit facilitators in Ethiopia really built upon the experience of the previous work in applying the PGA as a tool for strengthening UN *Delivering as One*. ILO staff at this stage can easily adapt the PGA to the UN *Delivering as One* context and advise on how an audit can make recommendations to the UNDAF. Thus, ILO audit trainers can interact more deeply with individual UN Agencies. Building on previous experience, the ILO ensured that all teams have a consultant to provide technical backstopping and an international consultant will support all agencies.

Although it is a little early to review the impact of the UN Agencies' individuals audits, some outcomes of the PGA process in Ethiopia include:

- The UNCT agreed to bring out a compendium of good practices in gender mainstreaming. UNIFEM has commissioned a consultant to look at all six audit reports for this compendium;
- The UN is embarking on a JP on gender equality. The UN Resident Coordinator requested ILO to take responsibility for the process, and have constituted a team from the gender theme group. A concept note for the JP has been developed. The JP will focus on advocacy for addressing women's immediate practical gender needs. Another component will be on transforming gender relations and challenging social norms, through a focus on women's economic empowerment.

According to the Senior Gender Specialist, the gender audits in Ethiopia have given ILO tremendous recognition in terms of what to do practically around mainstreaming gender. Other UN Agencies have also been exposed to the ILO's mandate.

5.4.4.4 Rwanda

Rwanda is a pilot UN *Delivering as One* country. As a non-resident agency in Rwanda, ILO's work is supported by the ILO Office in Kinshasa and the Sub-Regional Office in Yaoundé. In May 2009, the Senior Gender specialist for Francophone Africa and a staff member from the Bureau of Gender Equality discussed the possibility of doing a gender audit on joint programmes in Rwanda with the UN Task Force on Gender Equality and the UN Resident Coordinator.

Although the training of participatory gender audit facilitators from UN Agencies only took place between 29 September and 2 October 2009, the Joint UN Environment Theme Group met the week after the training, and has already planned to conduct a gender audit beginning in the last week of October 2009. They aim to assess the Theme Groups' gender capacity as it relates

to *Delivering as One* (rather than the capacity of individual UN Agencies participating in the Group). They hope to come up with recommendations that will feed into the revision of their thematic programme. The UN Gender Task Force Coordinator from UNIFEM is driving the process. It is anticipated that other UN theme groups will also conduct audits. The training of facilitators received a lot of media attention in Rwanda, on TV, newspapers and the radio.

5.4.4.5 Mozambique

ILO is a non-resident agency in Mozambique. ILO's work is supported by the Sub-Regional Office in Harare, Zimbabwe, and the ILO Office in Lusaka, Zambia. A *One UN Fund* was launched in May 2009. The ILO participates in five of the eleven JPs for Mozambique and leads the Youth Employment JP (there are 6 UN Agencies involved).

The PGA process has a history in Mozambique. A gender audit had been undertaken of UNDP in late 2005, with support from ILO. In early 2008, with a training of national gender audit facilitators among ILO's constituents, two ILO constituents underwent gender audits.

Through the DFID *gender mainstreaming project*, the gender audit was presented to the UNCT (August 2008) followed by the training of gender audit facilitators from 10 UN Agencies (November 2008). Subsequent audits have not yet taken place. However, in November 2009 (following the elections), a discussion on conducting a PGA of the Youth Employment JP will occur.

The UN Gender *Scorecard* process was implemented in during April–May 2009, and also benefited from some insights from the earlier training of PGA facilitators. There was initially some confusion regarding the *Scorecard* and the Gender Audit methodology. As Mozambique was involved early on in the *gender mainstreaming project*, a lot of work was undertaken to coordinate the gender audit with the *Scorecard*. Through the *gender mainstreaming project*, an international consultant conceptualised how the ILO's PGA methodology can support and strengthen efforts of joint UN programming on gender equality at country level, particularly in the framework of the UN *Delivering as One* process.

It was reported by some that the UN Agencies did not give the gender audit the seriousness it deserved. Whilst a representative from the UN Resident Coordinators office did attend the training of facilitators, senior UN staff did not. An individual who 'championed' gender issues within the UNCT had unfortunately left, resulting in a lapse in momentum. Advocacy work was required to achieve entry points to ensure gender mainstreaming in joint planning and programmes and there was no-one to lead. ILO has a good working relationship with UNIFEM on the ground, and UNIFEM is currently following up on the PGA process. UNFPA are also supportive, and the lead agency on gender in Mozambique.

5.4.5 Effectiveness of promoting the PGA for strengthening UN teams

The gender audit process in Malawi could be described as having been the most effective in ensuring that there was stronger ILO contribution to the UN *Delivering as One* process. It is too early to judge the effectiveness of efforts in some other countries such as Ethiopia or Rwanda, but the results look promising. The least successful effort appears to have been in Mozambique. An assessment of the factors that contributed to or curtailed the effectiveness in promoting the PGA in Malawi, Tanzania and Mozambique are summarised below.

5.4.6 Good practices and challenges

In general, the relevance, appropriateness and the practical-orientation of the PGA methodology is a good practice. The effective delivery of PGA training was reported to be excellent in all countries and the overall approach taken in conducting the training of facilitators is also a good practice. However a number of other country specific factors are important. Below factors identified as being significant for PGA outcomes in Malawi and URT are summarised, as well as factors identified in Mozambique by an ILO consultant.

Factors identified as being significant in terms of the PGA outcomes in Malawi

- Strong and continuous support from the ILO Director/Representative for Malawi, Mozambique and Zambia was important for the PGA in Malawi. The Director attended the opening and first sessions at the Training of Facilitators. The Director was also instrumental in obtaining 'buy-in' from the Representatives of the Residential UN Agencies as well as from the UN Resident Coordinator.
- A strong and committed UN Gender Group that was able to present the idea of conducting a gender audit to the UNCT and follow through the process (especially FAO and UNFPA members). The entire UN Gender Group in Malawi must really be commended on their hard work and efforts to ensure that all eight resident UN Agencies in Malawi undertook a gender audit, which was an intensive effort on top of existing workloads.
- Strong support from the UNRC was very significant in Malawi.
- A commitment to build upon existing gender mainstreaming work (the *50:50 campaign*) was notable.
- The participatory nature of the ILO PGA, the subsequent recommendations from the eight audits of individual UN resident Agencies, along with a solid consolidated report on all eight audits, all contributed to the outcomes in Malawi.

Factors contributing to/curtailing the outcomes of the PGA in URT

- The training was tailor made for the UN JPs in Tanzania and considerable preparations were made prior to the training as it was the first concrete effort to apply the PGA to a series of UN JPs rather than to individual UN Agencies.
- In URT, a gender advisor was hired for the UNCT through UNFPA, but only for six months. Analytical work undertaken by the advisor helped the PGA process (e.g. a short checklist for gender mainstreaming in the JPs had already been prepared). However, the gender advisor's contract did not coincide exactly with the support required for conducting the gender audits of the JPs. The short-term gender advisor was however on-board later to prepare the synthesised gender audit report for the UNCT. Nevertheless, some JPs lost momentum to complete and finalise their audit reports and probably required some support during the audit implementation process.
- For many members of the UN IAGG, conducting the PGAs placed considerable strain on their time. IAGG members attend the IAGG meetings as an additional activity to otherwise full workloads. However, individuals within the IAGG were highly committed to undertaking the audits, with many undertaking gender audit tasks during their spare time.
- A worry voiced by some JP team members was that the recommendations from the audit process may be merely cosmetic and may not be sustained. Since May 2009, a full-time UN Reform Advisor (gender) has taken up a post based in UNFPA and is fully supportive of the ILO PGA methodology. She has summarised gender mainstreaming progress for all JPs and has developed an action plan to follow-up on gender mainstreaming at UNCT level.

- The timing of the gender audit process was not in-line with the annual planning process for some JPs. More precisely, the implications and ways forwards from the final audit report had not been discussed and adopted in time for the annual work plan.
- Some felt that the JP audits were conducted without adequate senior staff as facilitators. Many gender audit facilitators complained that they required more support from their respective UN offices. Coordination of interviews and participatory workshops was challenging particularly as staff working on JPs come from different UN Agencies.

Factors contributing to/curtailing the outcomes of the PGA in Mozambique

- In Mozambique, it was the first time the PGA was adapted to reflect the dimension of UNCT, as primary level of analysis (rather than only individual agencies). There was some confusion regarding the role of the UN *Scorecard* and the role of the PGA. Eventually, through analytical work undertaken under the *gender mainstreaming project*, how both complement each other was mapped. The following points for Mozambique come from the international consultants' report, who followed the processes and documented the role of the ILO PGA in the *Delivering as One* process in Mozambique¹¹
- Capacity and accountability for gender equality within the UNCT remains weak.
- Resource constraints negatively impact the UNCT's ability to *Deliver as One* on gender equality.
- The modalities and principles adopted by the *Delivering as One* pilots can increase barriers to effective participation of national partners working on gender equality. The involvement of national partners in the process is important.
- There must be clear communication to the UNCT and national partners of the aims and expected outcomes of the gender audit for the UN *Delivering as One* process.
- High-level UN commitment, including resources is required.
- Staff must be availability and motivated.
- Understanding that gender mainstreaming is not an 'extra' responsibility, but integral to delivering in one's professional capacity and integral to *Delivering as One* and UN reform.
- Realistic time frames must be set.
- Strategic coordination is required. For example a Gender Advisor in the UN Resident Coordinator's office working with a UN *Delivering as One* gender thematic group is required.

¹¹ UN *Delivering as One* on Gender Equality Role for the ILO Participatory Gender Audit Feb 2009 Marni Piggot

5.6 Implementation: Gender equality and decent work promoted in joint UN initiatives

5.6.1 Joint UN initiative on gender and rural employment

Rural employment is currently the subject of considerable discussion amongst national governments and in international policy circles. ILO constituents placed the issue of rural employment firmly on the agenda in the 2008 International Labour Conference¹².

The Food and Agriculture Organization (FAO), the ILO and the International Fund for Agricultural Development (IFAD) organized a three-day technical expert workshop entitled “*Gender dimensions of agricultural and rural employment: differentiated pathways out of poverty*” (Rome, 31 March–2 April 2009) with over 100 attendees. The workshop highlighted that rural employment is central to achieving poverty reduction, but can offer different opportunities for, and conditions of, employment to men and women. DFID funds through the *gender mainstreaming project* were used to support ILO’s involvement in this major joint UN initiative.

FAO, ILO, and IFAD invited academic papers to broadly address gender inequalities as a factor influencing employment constraints and opportunities in rural areas of developing countries. There was an overwhelming response to the call for papers from the academic community (nearly 200 abstracts from different types of organizations and geographical regions, covering a wide range of issues relevant to the topic were submitted).¹³ About 40 papers were accepted. In retrospect, it was felt that this was too many.

Recognition of and engagement with FAO/IFAD on the Decent Work Agenda was an important objective of ILO’s participation in the workshop. Another objective was to engage the academic research community with the *Decent Work Agenda*. The Bureau for Gender Equality was the focal point within ILO for the workshop, and pushed to ensure that FAO and IFAD were open to and understood the *Decent Work Agenda*. It was agreed by all three agencies that the *Decent Work Agenda* would be the backdrop or coherent theme of the workshop. The ‘pillars’ of *Decent Work* were visibly displayed in all the workshop spaces¹⁴. The facilitators (from all agencies) for different plenary sessions, panel group sessions and group discussions referred to the decent work agenda on many occasions. Twelve campaign briefs for the *Gender at the heart of Decent Work* campaign (which adopts a lifecycle approach to gender equality) were snatched up on the first day.

A staff member of the Gender Bureau was a key player in the strategic planning of the workshop along with FAO staff. FAO led on the practical coordination of the workshop. IFAD provided a grant. Apart from direct support, DFID *gender mainstreaming project* funds were used to facilitate the Bureau for Gender Equality’s inputs in the preparations of the workshop (staff time in the lead-up to the workshop and missions from Geneva/Turin to Rome). The Gender Bureau provided, as far as human resources could allow, detailed comments on academic papers submitted, and strove to ensure that the key note paper also reflected the *Decent Work Agenda*. ‘*Decent Work*’ is mentioned at least 20 times in this overview paper. The *Decent Work Agenda* is not reflected in all academic papers.

¹² ILC 97th Session, 2008 Report IV available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_091721.pdf

¹³ The workshop has a website: <http://www.fao-ilo.org/more/workshop/en/>

¹⁴ Pillars: productive and freely chosen work; social protection; social dialogue; and labour standards. The evaluator attended this workshop independently of this evaluation.

Constitutions from China, Brazil, and South Africa were invited to the workshop. A range of ILO staff attended the workshop, including staff working on rural employment issues from the Employment Sector, and child labour in agriculture issues from ILO-IPEC. The *gender mainstreaming project* funds allowed four ILO headquarters staff to attend and one from ITC, who facilitated many of the workshop sessions.

5.6.2 Effectiveness of activities around promoting gender equality and decent work

The workshop represented an important step in getting the Decent Work Agenda accepted by FAO and IFAD and 'heard' by the academic research community. The workshop illustrated that FAO and ILO can work effectively together on gender and rural employment issues, although it is important that both agencies understand each others' focus. The workshop also demonstrated that both agencies can work together to produce knowledge products that are required by both agencies thus avoid duplicating each others' work.

Although the workshop allowed the ILO and other agencies to begin to engage with the academic research community on the *Decent Work Agenda*, focusing on gender and rural employment concerns, it must be borne in mind that the academic community tends to respond to peer reviewed frameworks rather than campaign-type materials. The academic background paper should help overcome this issue. The following outlines some of the outcomes from the workshop.

5.6.2.1 Stronger ILO-FAO links forged

A stronger relationship has been established between the FAO Gender, Equity and Rural Employment Division, (ESW) and the Employment Sector of ILO (as well as the Bureau for Gender Equality). The Director of FAO ESW is very supportive of the ILO *Gender at the heart of Decent Work* campaign. Both FAO and ILO have committed to work more closely and systematically at the field and operational levels. In fact, a FAO representative contributed to the general discussion on gender equality at the heart of decent work during the 98th session of the International Labour Conference in June 2009¹⁵. The FAO representative highlighted the inter-agency cooperation exemplified by the joint FAO/IFAD/ILO Workshop on the gender dimensions of agricultural and rural employment. Her contribution is noted in the records from the 98th session, which stresses that through such collaboration, the FAO renewed their commitment to work with the ILO on many areas, including addressing the outcomes of the Workshop.

A division of labour regarding gender and rural employment issues has been discussed, which should help to avoid duplication of work in different agencies. For example, FAO will focus on migration, but in the context of rural employment issues in originating rural areas, whereas, ILO is more focused on labour standards in the migrants' destination. Some collaborative work has already taken place between FAO and ILO. For example as a result of linkages forged at the workshop, FAO linked with ILO-IPEC in Kenya and Mozambique in October 2009 to test materials for the FAO Junior Farmer Fields and Life Skills Schools.

A Senior Special Advisor in the Employment Sector of ILO is developing a framework for continued collaboration between FAO and ILO and mapping out what each agency can offer on employment related issues. She is also continuing to follow up on the outcomes of the workshop.

¹⁵ the head of the FAO Gender, Equity and Rural Employment Division

5.6.2.2 Inter-agency document

Inter-agency outcomes, in particular between ILO and FAO should be seen within the context of a Memorandum of Understanding between FAO and ILO, signed in September 2004, which provides the institutional framework for increased cooperation between the two organizations. Amongst the action areas prioritised by the Memorandum, are the promotion of fair and inclusive globalisation and the promotion of sustainable agriculture and rural development. The "Food, Agriculture and Decent Work" website gives visibility to the collaboration between the two organizations and highlights the linkages between employment, rural development and food security.¹⁶ Within this framework, inter-agency knowledge sharing and research papers are under discussion and include the following outcomes:

1. A synthesis publication of discussions and a 60-page background paper are nearly finalised.
2. A website with all the academic papers allows the papers presented to be accessed electronically.¹⁷
3. Twelve priority issues were identified as requiring short policy briefs. By the end of 2009, ILO will produce two of these briefs (women's entrepreneurship, and employment-intensive work – rural employment guarantee scheme). The policy briefs will summarise the key issues; provide policy options; and link to tools, references and contacts in all related agencies.

5.7 Implementation: Integrating gender in ILO's core RBM systems through gender action plan

5.7.1 RBM and the implementation of the Action Plan for Gender Equality

The ILO Action Plan for Gender Equality (2008-09) outlines roles and responsibilities, as well as accountability monitoring mechanisms for gender equality within ILO. All ILO staff at headquarters and in field offices are required to promote gender equality in the context of the *Decent Work Agenda* by building gender equality into their work. The ultimate responsibility lies with senior management, because responsibility for achievement of gender-responsive results lies within the Programme and Budget 2008-09. The Bureau for Gender Equality team at headquarters and the wider gender network (made up of gender coordinators for each of the four Strategic Objectives, Senior Gender Specialists and gender focal points) are to support and advise on how to mainstream gender and other issues related to the achievement of gender equality.

The Bureau for Gender Equality itself also planned and implemented activities to achieve the results that were directly within their responsibility.

During the *gender mainstreaming project*, support provided by the Bureau for Gender Equality included one-to-one consultations with gender focal persons and others responsible for the Action Plan; collaboration on the development of baselines for many of the Action Plan indicators; monitoring of process in achievement of these indicators; as well as capacity development through four *knowledge sharing workshops*. A fifth *workshop* had been planned to take place in Santiago, Chile, but did not materialise, probably because of other priorities in the

¹⁶ http://www.fao-ilo.org/fao-ilo-home/en/?no_cache=1

¹⁷ <http://www.fao-ilo.org/more/workshop/papers/en/>

region. The *knowledge sharing workshops* served to reinforce skills, and management roles and responsibilities for implementing and monitoring targets of the Action Plan for Gender Equality (see below).

Through *project* support significant work was undertaken to move forward on establishing enabling institutional mechanisms within ILO for gender equality. With HRD staff members, efforts were made to establish baselines for their indicators and identify strategies and activities to help achieve progress, taking into account the HR strategy presented to the Governing Body in November 2008 and HR's new 2009 strategy. In addition efforts were made to identify entry points for mainstreaming gender into new initiatives or ongoing activities of HRD, in order to promote progress on baselines of the Action Plan. To evaluate the results areas under substance, the evaluator had access to the indicator sheets maintained by the Gender Bureau for each of the indicators under this set of results. These indicator sheets are kept and updated regularly by the Gender Bureau to monitor progress towards the achievement of the nineteen indicators under the *Enabling institutional mechanisms for gender equality* results areas of the Action Plan – namely indicators on staffing, substance and institutional arrangements. Although progress towards the achievement of indicators under *substance* and *institutional* arrangements was examined, full details of achievements will be made available through a Strategic Evaluation on the Action Plan by the end of 2009.

5.7.2 Support for gender dimensions in ILO's RBM systems through four *knowledge sharing workshops*

A consultant with expertise in knowledge sharing worked closely with the Bureau for Gender Equality to explore the linkages between "gender" and "knowledge sharing", focusing on how both require a change in attitude. The Gender Bureau conducted a baseline mapping on knowledge sharing in the ILO Gender Network as part of developing an overall ILO knowledge sharing strategy.

For the implementation of the Action Plan, it was recognised that platforms for dialogue must be opened within the ILO and within units responsible for certain aspects of the Action Plan. In order for ILO staff to engage with the Action Plan, they must understand who is responsible in their respective technical areas, plan how to implement the Action Plan, and have the negotiation skills to be able to tackle power relations.

The ITC was involved in organising two out of the four *knowledge sharing workshops* along with the Bureau for Gender Equality, with the international consultant as facilitator. At ITC, one workshop took place in English and the other in French.

A considerable effort was made by the Bureau for Gender Equality and the Gender Coordination Unit at ITC to invite a wide variety of ILO staff to attend these workshops from high-level officials to administrative staff, ILO gender focal points in ILO headquarters and field offices, and ILO staff with responsibility for RBM. It is estimated that at least 92 individuals attended the *knowledge sharing workshops* (25 participants at an English speaking workshop in Turin; 12 at a French one; about 25 participants in Beirut; and 30 in San José, Costa Rica- including ILO Constituents).

Innovative and novel workshop approaches were used, including creating space for issues to emerge without imposing agendas; peer-to-peer learning; and conversation and exchange¹⁸. Participants were informed about the interrelation between organizational-wide gender

¹⁸ A summary of the approach and methodology used in these workshops is available at <http://i-p-k.co.za/wordpress/allowing-human-ingenuity-to-unfold/facilitating-transformation-in-living-systems/>

mainstreaming initiatives and their own responsibility. Who is responsible for the Action Plan implementation was explored in depth. Space was given to participants to exchange experiences on mainstreaming gender and share positive initiatives that had appeared to work along with the challenges they face. A major output of the workshops was that each participant left with their own individual action plan to further the implementation of the ILO system-wide Action Plan. Each individual follow-up plan identified practical actions to be taken at three levels: individually; with cooperation from others in their offices or among other participants; and with Senior Gender Specialist and/or the Bureau for Gender Equality.

The *knowledge sharing workshop* in Costa Rica was slightly different to the other three, in that it brought together ILO's tripartite constituents as well as ILO staff and gender focal points from the region. How to mainstream gender and work more closely together to promote gender equality and women's empowerment in the sub-region gender was also an objective.

5.7.3 Effectiveness of the knowledge sharing workshops

5.7.3.1 General appreciation of workshop methods

Apart from the Francophone workshop (which was badly attended), there was an overwhelming positive response to the *knowledge sharing workshops*. The workshop evaluations revealed that participants appreciated the avant-garde approach to the topic and there was a general feeling of pride that ILO was a progressive modern organisation moving beyond traditional workshops to change management processes. With the innovative non-traditional workshops methods, participants reported that they not only learned about gender mainstreaming, but they changed their attitude around how knowledge flows and how to facilitate workshops.

Participants absorbed new workshop methods, which they are already implementing. For example the Senior Gender Specialist for the ILO Sub-regional Office for Central America used the methodologies in her follow-up workshop in Costa Rica. Gender focal points now use many of the workshop methods in workshops subsequently organised themselves (e.g. "world café" and "fish bowl debates"). Many newly-appointed gender focal points found the workshops useful, particularly those fairly new to 'gender mainstreaming'. The popularity of the methodology used in the *knowledge sharing workshops* is evident from the 'buzz' they created throughout the ILO. It is indicative that the knowledge sharing consultant is now fully-booked with invitations to conduct similar workshops on different ILO topics.

5.7.3.2 Examples of initiatives to implement the Action Plan for Gender Equality

The Employment Sector of ILO has developed their own strategy for gender mainstreaming in the employment sector in line with all the key results areas of the office-wide Action Plan on Gender Equality.¹⁹

One very proactive follow-up attempt within the ILO Employment Sector is evident from the gender focal point for ILO/CRISIS. Along with colleagues, this individual identified activities for her unit in line with the ILO's Gender Equality Action Plan, and developed a strategy for ILO/CRISIS around the expected outcomes and indicators. A gender related needs assessment of ILO/CRISIS was undertaken in May 2009, to identify gaps and training needs of

The key results areas are:

- 1) Enabling institutional mechanisms for gender equality in the organization – namely staffing, substance and institutional arrangements;
- 2) Gender equality result areas of the Programme & Budget 2008-09 strategic objectives
- 3) The Joint Immediate Outcome on "Advancing Gender Equality in the World of Work" from the P&B 2008-09.

ILO/CRISIS staff. The focal point also liaised with the gender focal point for the ILO Employment Sector to schedule training together. A gender audit of ILO/CRISIS has been planned for early 2010.

The workshop in Costa Rica was reported by the Senior Gender Specialist to be the beginning of a discussion process in the region and linked ministry of labour, with trade unions, employers and ILO staff. The respective roles on implementing labour aspects of national action plans on gender equality were clarified. In the evaluation of the workshop in Costa Rica it was stated that exchanging materials was highly appreciated by all participants. Reaching the objectives of the workshop was rated highly by participants as was learning how to integrate a gender perspective into participants' respective organisations. Preparatory materials sent prior to the workshop, such as information on the objectives, contents and methods, was rated the lowest in the workshop evaluation. The outcomes from the workshop are very much in line with the focus on capacity development for constituents in the ILO Action Plan for Gender Equality.

The Senior Gender Specialist for the ILO Regional Office in Beirut stated that the Beirut *knowledge sharing workshop* in February 2009 generated a lot of energy around implementing the Action Plan, particularly amongst young and new ILO officers. A clear indication of the 'buzz' and interest in gender issues generated by the workshop is evident by the increased request to the Senior Gender Specialist for ILO gender tools, presentations, gender indicators, CDs, technical support etc. This is in line with a specific indicator under *Substance* in the ILO Action Plan on Gender Equality - *Proportion of research methodologies and tools addressing gender issues applied in technical work*.

The Senior Gender Specialist has indicated that a large number of the commitments made by the staff are underway or have been achieved and summarised the impact of the workshop as follows and with some examples:

- It allowed for the gender mainstreaming mentoring of young technical cooperation ILO staff. For example integrating gender into vocational training, enterprise development etc. as is expected under Strategic Objective 2 of the ILO Action Plan on Gender Equality
- It facilitated joint activities around existing technical cooperation projects. For example training needs assessments for enterprise development and training workshop on cooperative develop in Lebanon. This is in line with one of the indicators under *Substance* in the ILO Action Plan on Gender Equality - *Increase in extent to which technical cooperation projects/programmes have gender mainstreaming*
- Gender focal points have been very active in Jerusalem, Yemen, and Kuwait City. For example, three months after the *knowledge sharing workshop*, a UN workshop on gender mainstreaming took place in Kuwait, lead by one of the workshop participants. Training materials on women enterprise development were adopted by the enterprise Specialist for Yemen. A workshop participant provided gender-related project support to a subsequent related workshop in the Occupied Palestinian Territory (also supporting indicators under the "*substance*" results area of Action Plan and the overall emphasis on capacity development for ILO constituents)

5.7.3.3 Factors contributing to/curtailing the outcomes of *knowledge sharing workshops*

Many participants at the *knowledge sharing workshops* returned to their offices and shared the outcomes of the workshop with their ILO colleagues. Many had the intention of following up as soon as possible. Some interviewed during this evaluation did so in as far as they could and with renewed vigour. However, in many cases, other factors were at play, such as a lack of support from managers to actually implement measures planned. Another major factor impeding

progress is the lack of time to implement planned activities. Although gender focal points are meant to act as catalysts rather than being responsible for implementing gender mainstreaming, they are often left 'to do' gender mainstreaming. Gender focal point tasks are seen by managers as 'add-on' tasks rather than part of their core work.

Many factors hindered the planned *knowledge sharing workshop* outcomes as being effective in integrating a gender dimension in ILO's core RBM systems. For example:

- The lack of some mid-senior management prioritisation of gender, generally. The problem is not that gender equality concerns are not seen as important, but their prioritisation is low on the list of priorities. For example, gender equality issues are given the last 15 minutes of attention in meetings.
- Although most ILO staff would appear to have internalised messages relating to gender equality, structural and reporting procedures still need to be addressed and can be forgotten about in the general pressure of ILO work life. Reporting mechanisms, such as mission report formats, ensure that officers report on how their activities linked to the immediate outcomes of the Programme and Budget, they do not normally stress how gender was approached.
- Performance related to gender is not appraised properly or consistently. An officer is mainly appraised on the results of the programme she or he is supporting. Ignoring gender equality concerns is one place that if s/he fails, s/he will not be reprimanded.
- The term 'gender mainstreaming' is still difficult for many to grasp. Many grapple with whether by 'mainstreaming' they are still allowed to have activities that focus exclusively on women 'catching' up. Many attempts at gender mainstreaming result in gender mentioned everywhere but often in a meaningless way e.g. "gender will be mainstreamed in this activity".
- In principle, senior gender specialists should be part of the regional support groups for DWCPs and involved in the formulation and review of DWCPs, although their involvement may vary as they may be stretched in terms of the regions they are covering.²⁰ GFPs may not have the opportunity to contribute to DWCP if they are in junior positions. The Action Plan had an indicator on increasing the numbers of GFPs at P4 level or above. There was an increase from 48% to 57% during the Action Plan implementation period at headquarters, but a decrease from 18% to 16% of GFPs in field offices.
- The capacity of ILO constituents to 'mainstream' gender is also an issue. The ability to mainstream gender is not on the agenda when choosing partners in technical cooperation, although efforts are being made to ensure partners develop the capacity to mainstream gender in many regions.
- The general lack of knowledge on RBM is a hindrance to reporting on gender mainstreaming.

5.7.4 Focus on "Staffing" results area of the ILO Action Plan for Gender Equality

Through DFID funding, a renowned expert on gender and organizational change was hired during the project period for 62 working days, to liaise with the ILO Human Resources Department (HRD) to contribute towards the "staffing" result area of the Action Plan. In 2008, the consultant worked with each relevant HRD staff member to help establish a baseline for the indicators in the Action Plan that HRD are accountable for, and identify strategies and activities to help achieve progress. Four staff members in HRD were appointed by the HRD Director as liaisons for the seven indicators related to staffing. In October-November 2009, the Consultant will review progress and gaps in implementing the HRD-related strategies and activities for the Action Plan. In addition, she will review management learning tools used by HRD to develop

²⁰ GENDER participates in the DWCO Quality Assurance Mechanism in headquarters and reviews DWCP drafts.

ILO management capacities and suggest revisions to incorporate a gender dimension²¹. These management aspects are key, as many gender focal points still complain about the lack of support to mainstream gender from their managers (see 5.7.3.3 above).

The Consultant for the “staffing” result area of the Action Plan produced a succinct report on her activities and the challenges encountered with suggested recommendations to overcome these. The consultancy report includes three useful mainstreaming tools and notes on mainstreaming gender in management training materials. The report was shared with HRD.

Although not all the indicators were fully agreed between HRD and the Gender Bureau, the report produced by the Consultant regarding the results areas on “staffing” was comprehensive, leaving few stones unturned. During this evaluation attempts were made to meet with HRD and discuss which recommendations from the consultant’s report they accepted and implemented. To date, it is unknown whether recommendations have been taken on board or not. By December 2009, how progress has been made in addressing gender in HRD based upon the suggestions developed in consultation with HRD will have been collected and evaluated in full for the Strategic Evaluation of the Action Plan.

5.7.5 Baseline definitions for ILO Action Plan on Gender Equality

Some interviewed for this evaluation concurred that the Action Plan for Gender Equality itself has too many indicators and this should be borne in mind if developing another Action Plan. For the Key Results areas under “enabling institutional mechanisms” section of the Action Plan, the nineteen indicators will be evaluable. The Action Plan has two other Key Results areas (Gender equality result areas of the Programme & Budget 2008-09 four strategic objectives and the Joint Immediate Outcome on “Advancing Gender Equality in the World of Work”). Reporting on indicators from these two Key Results areas will be through the P&B Implementation Report 2008-09. Some of the gender related achievements may get “lost” because of the succinct nature of P&B reporting.

Considerable analysis and work was undertaken to establish baselines for all the indicators related to “substance” and “institutional arrangements” (as well as “staffing” mentioned above). Corresponding strategies to achieve them were suggested. This is labour intensive work. One ILO officer coordinated these activities and through the DFID *gender mainstreaming project*, a consultant was hired on two occasions (July 2008 and July 2009) to help compile data, definitions for baselines and develop methodologies for measuring indicators for the “substance” and “institutional arrangements” results areas of the Action Plan.

Having funding available through the *gender mainstreaming project* allowed the Bureau for Gender Equality to collaboratively develop baselines for indicators in the Action Plan’s result areas on “institutional arrangements” and on “substance”, and support sections of the ILO accountable for these indicators. Given that some of the indicators and targets in the Action Plan were vague, and many did not have baselines against which to measure progress, this work is detailed enough and structured to allow progress for many indicators to be measured. Although it is evident that progress has been made, full details will be known by December 2009 (with the strategic evaluation of the Action Plan). Nevertheless some examples of progress include:

- In July 2007 five out of ten ILO donor partnership agreements that were operational included provision for gender mainstreaming; by July 2009, six out of nine included specific provisions for gender mainstreaming.
- By July 2009, the percentage of active extra budgetary technical cooperation projects that were classified as “none” in terms of having a gender mainstreaming approach (in

²¹ Specifically the “Performance Management Framework” text for managers, the Management and Leadership Development Programme (MLDP) and a *Managing Yourself* module

the IRIS computerised management information system) had decreased from 28% in May 2008 to 24%.

- By October 2009, the number of ILO field offices without a gender focal point had decreased to two offices from eleven offices in June 2008. There was also an increase in the percentage of male GFPs (a 3% increase).
- By July 2009, the English, French and Spanish versions of Standing Orders of the International Labour Conference contained 138 less gender-biased words. Amendments to the text had been adopted by ILO at the 97th session in 2008, after having been approved by the Governing Body at its 301st session in March 2008.

5.8 Efficiency of resource use and effectiveness of management arrangements

5.8.1 Efficiency of resource use

The DFID *gender mainstreaming project* provided the Bureau for Gender Equality with a total budget of USD 917,160. The project is anticipating full delivery of allocated resources by project closure with no under-spending. This is an achievement given the short project implementation period (June 2008-December 2009). Figures for exact expenditures for each item of the gender mainstreaming project were not examined, although the project financial status and expenditure details for each ILO resource item were studied. Just under a quarter of the funds were spent on seminars and workshops (capacity development activities), which is not surprising given the emphasis on capacity development in the *project*. The project manager agreed that roughly two thirds of the funds were spent on the outcome related to stronger ILO gender contribution to the UN, and the other third spent on the RBM outcome.

Although the original plan was to spend funds equally on the RBM and PGA outcomes, for various reasons more funds were allocated to PGA outcomes. PGA support was in high demand, with many requests coming in from country offices and UNCTs. On the other hand, entry points for RBM activities were fewer and required more consultation with ILO units and offices. Moreover, activity planning under the RBM outcomes had to be carefully considered, to ensure that the Gender Bureau did not end up undertaking the task themselves, (to fit inside the project timeframe). For example the Gender Bureau translated and paid for the ILO Evaluation Unit's Guidelines on *mainstreaming gender in project evaluations*.

It is important to highlight that the Gender Bureau was to provide support to other ILO units/offices to implement activities in the Action Plan that were within the individual units/office realm. Providing such support required intensive consultation and collaboration with key catalysts within ILO, which is more costly in terms of time rather than funds. In particular the work involved in setting baselines and indicators for enabling institutional mechanisms for gender equality in ILO was labour and time intensive. For instance, considerable efforts were required to collaborate with and support HRD on staffing aspects of the Action Plan.

Without the funding from the *gender mainstreaming project*, the Bureau for Gender Equality would not have been able to answer the demand on the ground, i.e. train UN facilitators on the PGA methodology in seven countries or support the Action Plan implementation. In terms of impact, the workshops provided value for money, as many subsequent PGAs were organized and resourced independently afterwards (without gender mainstreaming project support) and the *knowledge sharing workshops* renewed efforts for gender mainstreaming amongst some attendees as well as clarified responsibility for the Gender Equality Action Plan implementation.

The key resources required for the PGA training was the cost of sending the PGA trainers; opportunity costs for ILO headquarters-based staff (as preparations for country-level PGA events were considerable) and in-kind costs of ILO staff working locally, along with workshop venue costs. Linking to the UN Gender Groups and networking considerably, it can be said that financial and human resources were allocated strategically for the ILO's contribution to the UN *Delivering as One* output.

The cost of hiring the consultant for the *knowledge sharing workshops* was considered high, but the results would appear to justify the expenditure.

Many interviewed for this evaluation commented that engagement with ITC-Turin is expensive. Working with personnel from ITC to provide training in partner countries is more costly than, for example, hiring an international consultant to prepare and conduct a training of facilitators. Sometimes the added value is unclear. ITC on the other hand must cover their staff salary costs, because they only get 20% covered by regular budget funds and are expected to operate in a business-like manner. However, in terms of allocating resources strategically, using staff from ITC helped to develop their capacity on how the PGA methodology can be used in new UN delivery mechanisms. ITC currently offers a five-day training of PGA facilitators. Following the practical experiences of training facilitators to implement a gender audit of UN Joint Programmes (as opposed to a gender audit of an organisation), ITC could probably offer such a training course in the future.

5.8.2 Effectiveness of management arrangements

An overall project coordinator managed the *gender mainstreaming project*. The position was partly paid through the *project*. A Gender Specialist, paid through the regular budget oversaw the RBM component. A Senior Gender Specialist supported the PGA component. Given the number of activities that took place in the short implementation time, the *project* must have been logistically difficult to arrange and implement. The *project* was reported by many involved to have been effectively managed by the project manager, who was quick to respond to requests for support and follow up on activities. Institutional, technical and human resources were used strategically to implement the project, with many cost sharing mechanisms put in place. The project manager liaised regularly with the Bureau for Programming in ILO and the DFID PFA Project Steering Committee. GENDER's component was administratively independent.

The *project* also included a self-evaluation element. Those directly involved prepared reports on their own performance and the project performance within their areas of responsibility.

Monitoring of the RBM outcome was extremely systematically undertaken by the coordinator of the Action Plan for Gender Equality in the Bureau for Gender Equality.

Tracking of progress around the implementation of the PGA was not so effective. Monitoring and evaluation is of particular importance in pilot initiatives such as training UN teams on the ILO PGA to strengthen gender mainstreaming in Joint UN Programmes. Results and the subsequent learning process will form the basis for replication. The monitoring and evaluation process was not given enough attention by the project, probably due to the range of gender audit activities taking place during the short *project* timeframe. In some cases, gender focal points and the Regional Gender Specialists helped to follow-up and monitor progress. However gender focal points are stretched in terms of time they can devote to monitoring and follow-up and Regional Gender Specialists are stretched in terms of the range of countries they must cover.

Four of the seven countries of PGA focus were non-ILO resident countries. This meant that there was no-one in particular from ILO to follow-up on the process on the ground, attend UN Inter-agency meetings and push the agenda further and report back. In countries where ILO is non-resident, technical cooperation staff feel overloaded in terms of reporting on their own project, and do not have time to attend meetings or report on the implementation of PGA activities. A concrete attempt was made by the Bureau for Gender Equality to document the process in adapting the PGA to the JPs in Mozambique and Tanzania. Unfortunately due to a personal tragedy, the international consultant involved was unable to complete this monitoring process.

5.9 Sustainability

5.9.1 ILO contribution to UNDAF, PRS, JAFs, “Delivering as One”

All those interviewed in Malawi and URT who participated in the PGA training of facilitators reported that their capacity has been strengthened, and they felt they could probably continue to implement the PGA if requested (beyond the project phase). Some ILO constituents in URT and Zanzibar (and two General Services staff in Malawi) reported that they may require refresher training at a later point. However, without exception, all interviewed for this evaluation highly praised the training of facilitators workshops and the approach taken by the PGA facilitators. The Malawi UN Gender Group reported that they felt more confident providing comments on the UNDAF.

Although immediately after PGAs are conducted, a ‘buzz’ around gender is created, it is important to question how long such a ‘buzz’ will last with full workloads of many staff, and the time they feel they can dedicate to gender equality priorities often fading. Monitoring systems set up to ensure proper follow-up of gender components in projects and programmes are not always enforced. Key gender supporters from UN Agencies or on UNCTs finish contracts or are promoted to other offices. Systems must be put in place to institutionalise memory around a PGA so that UNCTs continue to use results as a baseline. Setting up such an institutional ‘memory’ system for the UNCTs can probably only be organised through the United Nations Development Group (UNDG).

Partnership with UNIFEM and UNFPA helped to sustain and follow through on plans. However, inter-agency rivalry sometimes exists on the ground and leads to under-reporting. One criticism of the new UN aid delivery mechanisms is that the modalities and principles adopted by the *Delivering as One* pilots can increase barriers to effective participation of national partners working on gender equality. During the training of facilitators, the *gender mainstreaming project* strongly encouraged UN Agencies to invite their national counterparts, who would subsequently be involved in gender auditing or organise an audit of their own organisation. National women’s machineries and ministries of labour were invited in many countries. In Malawi, representatives of the Ministry of Agriculture were invited by FAO, and a representative of the National Red Cross was invited by UNHCR. Involving more national partners will help to sustain capacity for gender audits at the country level.

A PGA takes, more or less, two weeks full time for the audit facilitator including team meetings to plan. This is a lot of time and a big commitment for inter-agency gender groups to coordinate. Individuals who already have a full-time job (either UN staff or constituents) are often not able to put in the work to conduct gender audits. Nor have they time to consolidate findings so that they can be presented in a way that feeds into policymaking and future programming (and ultimately into the UNDAF, PRS and JAFs). In most countries, some national trainers (freelance or from training institutes) were invited to the PGA training. Although the responsibility for gender mainstreaming lies with the UNCT, UN Agencies themselves and partners, in reality, an increased utilisation of national consultants for gender audit work would relieve the pressure on permanent staff who have limited time and must work on other core areas. Gender specialists, or the UNCT could oversee such work.

There is huge potential for the PGA methodology to be replicated amongst national partners in future work in many of the seven countries and sustained. Many partners of UN Agencies have been introduced to the PGA methodology. For example, in Malawi the Chair of the UN Gender Group reported that the *Centre for Alternatives for Victimised Women and Children* in Blantyre are conducting a gender audit focused on gender-based violence in the workplace. In Zanzibar,

the Ministry of Labour, Youth, Women and Children with UNFPA support are conducting gender audits at the ministries of Finance and the Ministry of Health and Social Welfare. If adequate resources (including time and funds), were available for ILO Senior Gender Specialists in the field, field office gender focal points, the Gender Bureau and perhaps ITC gender experts to follow-up, the process could be monitored and ILO could remain an active player in the process. Gender focal points would also require management support from their ILO country office.

The PGA methodology was revised to align better with the joint programmes and/or the UNCT as the primary level of analysis rather than individual agencies or units. To sustain these modifications it would be important to publish a 'modified' version of the PGA manual.

The "Gender at the heart of decent work" campaign was strengthened through the "*Gender dimensions of agricultural and rural employment: differentiated pathways out of poverty*" (Rome, 31 March–2 April 2009) workshop. The workshop resulted in a stronger ILO-FAO link. The follow-up process is institutionalized with a range of inter-agency documents in process. Reference to decent work in rural youth employment has been noted in various documents produced by FAO (terms of reference, reviews) since the workshop. The workshop also was an important step in getting gender dimensions and the *Decent Work Agenda* accepted by the wider academic audience.

5.9.2 Gender dimensions integrated in ILO's core RBM systems through Action Plan

Through the *knowledge sharing workshops* organised through this DFID *gender mainstreaming project*, the capacity of about 80-90 ILO staff/constituents has been strengthened, which should help ensure they continue to mainstream gender beyond the gender mainstreaming project phase. Although some ILO staff would have preferred more technically-oriented discussions at the *knowledge sharing workshops*, many ILO staff who attended the *workshops* returned to their offices with a determination to mainstream gender in their programmes. The main problem in doing so lies with the priority of senior managers and their support for gender equality as an essential component of other development goals.

Regardless of whether all the work undertaken for the 'Staffing' results area have been taken on board by ILO, the recommendations and suggestions produced through the *gender mainstreaming project* remain very relevant for a continued focus on enabling institutional mechanisms for gender equality within ILO.

6. Conclusions

The *gender mainstreaming project* contributed and built upon progress made by the Bureau for Gender Equality in mainstreaming gender over the past 15 years. The Bureau for Gender Equality was well placed and ready to implement a range of activities relating to both outcomes in the revised DFID/ILO PFA, namely:

- Outcome A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One*
- Outcome B: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

ILO's resources are relatively limited compared with the need and demand for gender related support. The DFID *gender mainstreaming project* contributed tremendously to the efforts of the Bureau for Gender Equality in mainstreaming gender both in the ILO and in the UN reform process in seven countries. The number of UN entities who have requested ILO assistance for gender audits, but are willing to bring their own funding, is a clear indication of the demand for the Gender Bureau's services and tools²². The DFID *gender mainstreaming project* focused on Africa, but many countries in Asia are also requesting support from the Bureau of Gender Equality. Funding for *Delivering as One* is now available through the MDG Fund, and there is likely to be more requests for ILO gender mainstreaming support from other pilot and "self-starter" *Delivering as One* countries.

At the IANWGE annual meeting in February 2009, it is noteworthy that three out of ten items on the agenda related to the ILO and gender mainstreaming efforts. It is evident that the profile of ILO (as having something to contribute and share in relation to gender in the UN and UNDAFs) has increased due to the practical on-the-ground contribution of ILO via the PGAs. The gender audit was reported by many to have filled a gap on how to practically and effectively establish a collective baseline at the UN country level; or at the UN agency level; identify challenges and recommend ways of addressing these challenges; as well as helping to document good practices towards gender equality. The increase in requests to the Gender Bureau for trainings of gender audit facilitators provides evidence of ILO's gender profile.

The Gender Bureau has competence in supporting PGAs. The PGA training of facilitators is highly appreciated by many of the stakeholders interviewed for this evaluation. While the training of facilitators to undertake a PGA was considered excellent overall, there is still room for improvement. For instance, some participants in URT indicated that an extra (fifth) day for planning should be included in the training workshops. There was general agreement that the PGA gave individuals with a background in gender a framework to pursue gender equality concerns and mainstreaming within their agencies. Those individuals with less of a background in gender analysis, require further mentoring.

Different structural approaches can be pursued for the PGA. For instance, in URT audits of joint programmes took place, whereas in Malawi, audits of UN Agencies took place. Outcomes from PGAs of joint programmes are mixed within different countries, and could reflect leadership

²² During the FAO/IFAD/ILO workshop on the gender dimensions of agriculture and rural employment, the FAO and the gender coordinator at World Food Programme (WFP) formally requested assistance for FAO/WFP in African to undertake gender audits. Both agencies are prepared to use their own funds, if they have access to ILO's expertise in PGA.

support issues in conducting the audits, and the experience and seniority of gender audit facilitators. Whilst the outcomes to date were greater in Malawi, it is most likely that this is not due to 'what' was audited. Nevertheless, conducting PGAs of joint programmes faces different challenges to audits conducted in UN Agencies. Adapting the PGA methodology to JP modalities can be time consuming and requires that the facilitators have a solid knowledge of the various elements of the joint programmes. During the *project*, the Gender Bureau and ITC developed their own capacity on how the JP processes works in various countries. ILO could usefully develop a compendium with lessons learned so far, to help other countries with JPs implement PGAs.

A wide range of positive outcomes (e.g. trained facilitators, improved skills, inter-agency understanding, self-directed follow-up plans) can be identified as a result of the gender audit – this was particularly the case in Malawi. At the UN Agency level, the gender audit process led some Agencies to identify novel and useful mechanisms to advance gender equality. These included establishment of gender mainstreaming committees/taskforces, on-line resources, new positions dedicated to gender, and conducting gender audits with/of their partners. It was indicated that there may be a scale issue in terms of the office size and their ability to implement the recommendations from PGAs. However, small offices can contribute to gender mainstreaming if there is senior management commitment, as evidenced by dedicated budget lines and resource commitments.

The PGA can contribute to broader UN efforts to mainstream gender jointly – this was evident in Malawi where the entire UN system has moved significantly forward in terms of gender. The PGA training and audits can have indirect positive effects of strengthening relationships between the UN Agencies and reducing the level of fragmentation. As a result of working together on the gender audit, a UN gender group can feel more empowered to contribute to mainstreaming gender in the UNDAF. The consolidated gender audit reports can help UNCTs become more systematic in terms of working together, and provides baselines for progress monitoring.

The ILO's visibility has increased considerably because of the *gender mainstreaming project*. Clearly projects such as the *gender mainstreaming project* can facilitate ILO's broader objectives even when ILO is a non-resident agency in a country.

Whilst many UN staff have developed their capacity through gender audits, the capacity of 'partners' who implement programmes remains weak. The gender audit exercise amongst constituents in Tanzania and Zanzibar was partly successful. Some constituents still require support to conduct a gender audit following the training of gender audit facilitators. Generally more capacity development for partners is required. It would be important to ensure that gender audits amongst constituents are demand driven so that the audits build organisational ownership for gender equality initiatives.

The timing when gender audits take place is critical. Reports from gender audit exercises must be ready in ample time for discussion with UN staff and their partners so that subsequent changes can be integrated into the next workplan cycle. More focus on gender sensitive targets and indicators is required. Many individuals face problems in developing gender sensitive indicators. Having gender equality concerns as a standing agenda item for every joint programme is a good practice. In URT there was a recommendation that the gender audit become a regular event for joint programmes and the results used as a baseline.

A joint programme on gender is planned in Ethiopia and Malawi. In some countries it was recognised that having a joint programme on gender mainstreaming can ensure that a budget is in place to implement future coordinated actions. In other countries, it was thought that a joint UN programme on gender will allow other JPs to ignore gender and leave it to the JP on gender.

There is potential for learning between UN Agencies and countries regarding good and useful practices for follow up to the gender audit. There is potential to further stress the complementarity between the UN *Scorecard* and the ILO PGA methodology.

Sustainability around implementation of the gender audit recommendations is not guaranteed because of the other work commitments of gender focal points. The high turn over of international staff based in UN country offices also results in institutional memory loss. Champions of the PGA methodology are required at the country level, and a strong group (either through strong support from the UNCT or through an effective inter-agency gender group) who will see the process through is necessary. UNIFEM, UNFPA and UNICEF have been very supportive in many countries. Collaboration on gender equality issues is more likely in countries with effective inter-agency gender groups exist and meet regularly. Interagency gender groups can ensure gender is mainstreamed in the UNDAF.

It is important to stress that ILO also has its own strategies for placing gender issues on the national agenda through the *Decent Work Country Programmes (DWCP)* - the main vehicle for delivery of ILO direct support to countries. ILO's Guidebook for *Developing and Implementing Decent Work Country Programmes* stresses that DWCPs are to be gender-responsive.²³

Through the *gender mainstreaming project*, the Bureau for Gender Equality made a considerable attempt to highlight the *Decent Work Agenda* during a major international workshop on gender and rural employment issues organised jointly by FAO, ILO and IFAD. The *Decent Work Agenda* was a major theme during the workshop, with many facilitators from FAO referring to the pillars of decent work. The workshop resulted in a commitment between FAO and ILO to work together to address the outcomes of the workshop. A range of inter-agency policy briefs are being prepared on priority areas identified during the workshop. The workshop also resulted in a strong commitment between FAO and ILO to work more closely and systematically at the field and operation level on gender and rural employment related issues. This process contributed towards discussions and outlining a division of labour regarding gender and rural employment issues between FAO and ILO, which should help to avoid duplication of work in the future.

For the implementation of the Action Plan on Gender Equality, the Gender Bureau supported the establishment of procedures for strengthened enabling arrangements and supporting the ILO gender network and others to realise gender related results, whilst also developing capacity of those with assigned responsibility for gender mainstreaming and encouraging them to develop guidelines and tools for their area of responsibility. For example the Gender Bureau supported the translation into Spanish and French of a 14 page guidance note on how to consider gender in monitoring and evaluation of projects. Over 90 ILO staff/Constituents attended innovative *knowledge sharing workshops* on the Action Plan for Gender Equality. Novel workshop approaches were used, including creating space for issues to emerge without imposing agendas; peer-to-peer learning: and conversation and exchange. There was generally a positive response to the *knowledge sharing workshops* particularly amongst younger ILO staff, with many follow-up activities. The French workshop was the least successful because of the small numbers. However the workshops in Beirut, San José and the English workshop in Turin made considerable impact on participants who attended with many follow-up initiatives planned and implemented.

The four *knowledge sharing workshops* organised through the *gender mainstreaming project* were an effective mechanism to convey RBM messages. From discussion with some workshop attendees it is evident that their managers' support is one of the critical issues for them, when attempting to implement their follow-up plans. More emphasis must be placed on the support from ILO senior managers, who may often subtly or inadvertently keep the Action Plan for

²³ <http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf>

Gender Equality off the agenda. More efforts are required to continuously stress the importance of gender equality concerns in reaching wider ILO outcomes.

RBM is a process and its implementation is an ongoing effort and will not happen overnight. In this respect, the Bureau for Gender Equality has made progress. The Bureau has introduced a gender mainstreaming strategy within a results-based framework. This is a positive step and is part of the process towards accountability and responsibility for gender mainstreaming. Evidently indicators will improve in the next planning framework.

The *knowledge sharing workshop* in Costa Rica brought together some of ILO's tripartite constituents around the topic of gender mainstreaming. The respective roles on implementing labour aspects of national action plans on gender equality were clarified. The *knowledge sharing workshop* in Beirut was reported to have initiated a vigorous response amongst younger technical cooperation staff, with many organising subsequent gender training in their areas of work. In many ways the workshop also served as an orientation for such staff. Ownership around mainstreaming gender, and team building for younger technical cooperation staff were clear outcomes of the Beirut workshop.

Work on implementing the "staffing" results area of the ILO Action Plan was initiated by the Gender Bureau in collaboration with the Human Resources Department. A very thorough consultancy report was prepared. It is unknown which recommendations HRD have implemented to date. Much work was also done around establishing baselines and indicators for the other Action Plan enabling mechanism. The Action Plan is considered by many to have too many indicators and this should be borne in mind when developing the next Action Plan. Nevertheless progress has been made on targets in the first half of the ILO Action Plan for Gender Equality (enabling institutional mechanisms for gender equality in the Organization). A more detailed picture will emerge by the end of 2009, with the strategic evaluation report on the performance and progress in gender mainstreaming through the ILO Action Plan for Gender Equality.

The *gender mainstreaming project* was effectively managed by the project manager. Institutional, technical and human resources were used strategically to implement the project, with many cost sharing mechanisms put in place. Monitoring of the RBM output was extremely systematically. There was less systematic monitoring on progress in conducting Gender Audits in the seven countries. This was particularly the case in four out of seven of the countries involved, where ILO does not have a resident office. Senior gender specialists and gender focal points in country offices require more time and resources if they are to follow-up on the PGA activities.

There are still many structural issues within ILO that hinder the implementation of gender mainstreaming as a strategy towards gender equality in the world of work. Management support is still lacking in some ILO units; partner's capacities to mainstream gender are often weak; and the pressures of day-to-day work often leave little time for gender issues to be incorporated particularly when gender mainstreaming is seen as an 'add-on' activity and no budget is allocated.

7. Recommendations

Mainstream gender in PFA from the start

The optimal way to integrate gender into donor partnership agreements is to have gender integrated into the partnership from the beginning. In the DFID-ILO Partnership Framework Agreement, gender only became part of the framework agreement half way through the PFA cycle. For future partnerships, it would be best to integrate gender into all outcomes from the very outset, including the planning phases.

Recommendations on the UN *Delivering as One*, UNDAF, Joint Programming outcome

Keep the focus on Decent Work and gender

Currently the PGA manual includes examples that are ILO-focused. If a separate PGA manual is being developed for conducting a gender audit of joint programmes, try to keep a subtle focus on decent work, so that decent work remains on the agenda during the audit. This would help to ensure that the focus is on gender equality concerns as they relate to decent work. Mainstreaming *Decent Work* is now a UN system-wide goal, so it may be appropriate to allocate funding to adapt the PGA methodology and materials for training of facilitators on gender and decent work for the wider UN.

Institutionalise PGAs with UNCTs

PGAs should become a central component of UN self-monitoring work. They should take place periodically, rather than as a one-off events. The process should be institutionalised within the UNCT. This should be done by making the PGA a complementary tool to the UN *Scorecard* and officially endorsed by the UNDG. ILO Directors can advocate on the role of the PGA at high-level interagency UN meetings.

Ensure ILO gender specialists are involved in the UNDAF drafting and revision processes

Even if ILO does not have a presence in a country, advocate for gender specialists to be included in the design of UNDAFs and if possible ensure ILO gender specialists participate more frequently in the UNDAF process.

Involve more national partners

Involving more national partners in gender audit exercises will help to sustain capacity for gender audits at the country level. More national partners should be invited to future gender audit training of facilitator exercises. Mixing UN staff attendees with partners at training events proved effective. If partners are part of an 'auditing' team of a UN Agency, they also learn much about the workings of their UN counterpart and vice versa. National partners contribution should be supported by different agencies and should not cost the ILO significant funds.

Involve more national trainers

Invite more national trainers or national consultants to gender audit training of facilitator workshops. Consultants are required to write the gender audit reports and pull together recommendations. Permanent staff (from UN Agencies and from ILO Constituent bodies) find it difficult to allocate time to undertake this work. Investing in developing the capacity of national consultants is important, particularly for those who have been working regularly with particular UN Agencies. Such UN Agencies can pay a stipend or a reduced fee to consultants who attend the PGA training of facilitators, arguing that it is also an investment for the consultants.

Provide more financial support when conducting a gender audit

Because ILO introduces the PGA manual to many UN entities, many UN Agencies believe that ILO should also provide some financial support for some type of follow-up. The evaluation found that many gender audit trainees required further support and encouragement as they lost momentum in conducting and finalizing their audits. Others required mentoring to undertake aspects of the gender audits. Because gender focal points in individual joint programmes or in individual UN Agencies already have sufficient tasks in their day-to-day activities, support is required in particular to hire national trainers or freelance consultants to help undertake the audits, write the recommendations, and consolidate findings. One trainer/consultant per audit team is recommended. Such a move indicates the professionalism required to consolidate findings and make recommendations. It is probably not the ILO that should provide this support, but individual agencies²⁴. Nevertheless it is useful if ILO has additional funding to support certain aspects of conducting a gender audit, such as monitoring and mentoring. Continue to fund such initiatives.

Provide support to the field gender network for monitoring the PGA

Provide resources to ILO Senior Gender Specialists in the field, field office gender focal points and perhaps ITC gender experts to follow-up on the PGA process. This will help to ensure that ILO can monitor and remain an active player in the PGA implementation process. Gender focal points would also require management support from their ILO country office to allow them to undertake PGA follow-up tasks in lieu of their other duties. Communicate from time to time with directors and managers at both field and headquarters on the strategic importance of the PGA so that managers will allow the release of PGA facilitators to conduct audits elsewhere if requested. Learning about other organisations through a PGA also broadens and enriches ILO staff.

Improve monitoring systems to track PGA facilitators and audits undertaken

At the national level there is a high staff turnover in UN Agencies (changes in programme officers every 2-4 years). There is a need for better institutional memory and 'handing-over' mechanisms, including with respect to gender mainstreaming. It is imperative to set up an information database and monitoring system to track facilitators trained in the PGA methodology by the Gender Bureau. Encourage inter-agency gender groups to do so at the country level. Try to improve ILO knowledge sharing across units and within units. Ensure that field level gender focal points are fully on board with any PGA activities. Their managers should be encouraged to acknowledge their important contributions to the process. Constituents should see how ILO is following up on previous training²⁵. With funding, the ILO Gender Bureau could develop a platform for information sharing and maintain better rosters regarding constituent capacity development around gender.

Whilst the PGA methodology itself implies that the main responsibility for subsequent gender audits lies with the UNCT, or the UN inter-agency gender group, and it can be argued that ILO does not have a mandate to 'check-up' on the audits of UN entities, it is important for ILO to monitor the process itself. The monitoring process should in principle give the information necessary to validate the effectiveness of the PGA methodology regarding gender mainstreaming in the UN *Delivering as One* process through follow-up of key indicators in each country (e.g. how many audits were subsequently conducted; how well written was the 'consolidated report' on the country audits; or what significant changes could be attributed to or could have been 'sparked' by the audit process).

²⁴ E.g. in Malawi, UNICEF paid for 4 consultants to undertake this task

²⁵ For example, the on-line gender mainstreaming graduates from ITCILO in Tanzania and Zanzibar in 2003-04 should have been acknowledged as being suitable for training of facilitators for the PGA. It was only by coincidence that some of the same staff were involved in the gender audit process.

Synthesise experiences to date and develop a gender audit manual for JPs

There is huge potential to continue to roll out the PGA methodology in UN *Delivering One* countries and others. Further support should be provided to roll out the PGA to UN country teams to strengthen gender mainstreaming in JPs, and to provide a synthesis of experiences to date. Plans for producing a PGA manual with the relevant adaptation to UN *Delivering as One* should be implemented as soon as possible. Clearly identify and quantify for each type of UN *Delivering as One* delivery mechanism and each particular UN coordination mechanism, how the PGA can strengthen efforts to mainstreaming gender. Include a section on ‘*what should happen next*’ after an audit has taken place. The ILO should also produce a short document that outlines lessons learned to date. Publish a short summary brochure on how the PGA and the gender equality *Scorecard* reinforce and complement each other. Update the current PGA brochure to reflect its’ application for JPs and One UN reform processes.

Develop a ‘quality control system’ for master PGA trainers

Along with monitoring the PGA, it would be useful to have funding available to develop a quality control system for implementing the PGA. The idea of accrediting master PGA trainers has been discussed by some ILO staff (along the lines of how the ILO Start Your Own Business accredits master trainers), and it might be useful to explore this further in collaboration with the ITC.

Investigate whether the PGA can become part of the CEB toolkit

ILO should maintain the credit it deserves for initiating and testing the gender audit tool. Ensure ILO logo and visibility in a modified PGA manual. However the ILO may wish to investigate the feasibility of getting the PGA included as a Chief Executive Board for Coordination (CEB) tool for the entire UN system. When a tool becomes part of the CEB toolkit, it loses its UN Agency origin, thus the PGA manual will lose its ILO identify. It would be useful if the PGA were presented to the UNDG to be listed as a gender equality tool under the Gender Equality UN Country Programming Principles²⁶. However ownership of the ‘tool’ will have to be sorted out if this route is followed. In order to sustain the PGA as a UN reform tool, there is a need to consider whether the focus should be at this level.

Market the PGA as a tool that contributes to the UN reform process

A recent UN resolution is set to create a new UN gender entity. The PGA should be presented to the UN’s new institutional gender architecture as a proven tool that helps UN bodies and the UN reform process. The gender audit methodology can be ‘marketed’ as a tool that helps to monitor progress made in gender mainstreaming. However, it is important to ensure that ILO is not seen as a ‘consultant’ in conducting gender audits, but that ILO sees the tool as part of the UN reform process. Stress how the PGA methodology often serves as an entry point for discussion on wider substantive and operational concerns, such as the lack of structures for sharing, learning and adapting within the UN system.

Continue to follow up on the ILO/FAO/IFAD collaboration

There is a need to sustain the follow-up from the “*Gender dimensions of agricultural and rural employment: differentiated pathways out of poverty*”, and build upon the increased commitment of FAO and ILO to work together at the field level (though linkages between the ILO Employment Sector and the Gender Bureau). Collaboration may often occur at the operational level, but it is difficult for ILO headquarter staff to track such collaboration. Information-

²⁶ <http://www.undg.org/index.cfm?P=222>

sharing mechanisms across ILO units and sectors require improvement, which of course also contributes to gender related information sharing.

Recommendations on gender support for RBM in the Action Plan for Gender Equality:

Use the HRD management training as an entry point to ensure managers support gender equality

More emphasis must be placed on ensuring ILO senior managers support gender equality as an essential component of other development goals. For many individuals in the ILO, their own management is a stumbling block in terms of support for gender mainstreaming.

Many gender focal points had designed elaborate action plans following the *knowledge sharing workshops*, but were unable to obtain full support from their managers. More energy is required in the area of focused messages to management on the ‘missing link’ in ILO related debates and the world of work. Additionally, a clear message must stress that regardless of individual managers’ own beliefs and priorities, a focus on gender equality in their programmes is mandatory and they must support such a focus and report on their efforts in a results based manner.

Summarise how ILO can ensure that there is a high-level commitment to gender mainstreaming and how senior management can and should support gender focal points to implement actions around the ILO Action Plan for Gender Equality. The *Performance Management Framework* for managers, the *Management and Leadership Development Programme* are important entry points for reaching senior management.

Continue to focus on results based gender mainstreaming

Coupling RBM with gender equality goals is a long-term process and it will take time before ILO becomes competent in defining and reporting on gender mainstreaming. Continue to link gender mainstreaming to RBM. Continue to provide support so work can be done with the relevant ILO units/office on how to mainstream gender in RBM work.

8. Lessons learned

Section 5.4.6 outlined good practices and challenges of the PGA implementation during the *gender mainstreaming project*. An additional number of lessons learned from the *project* are outlined below.

Lessons learned from PGA (particularly from Malawi and United Republic of Tanzania)

A range of issues and ideas around the PGA arose through discussions with individuals in both URT and Malawi during the course of this evaluation. Although many of these may already be known, they are summarised below.

- It would be helpful if the ILO prepared standard Terms of Reference for consultants and their role in Training of Facilitators, to make it easier for UN staff to invite national consultants to attend, spearhead the follow-up audit exercise and consolidate results in a succinct report. It is important to invest in gender audit training for freelance national consultants so that they will be able to support gender audits in various organisations in the future.
- Inviting the government counterpart partners of the UN Agencies proved effective in terms of capacity building, particularly as the UN is attempting to develop the capacity of government counterparts. Although government counterparts in some cases may not be at the same level in terms of gender related knowledge and skills, they can improve with practice on the job. Although patience is sometimes required in terms of waiting for gender audit reports from some government staff, in the long run, and with help, staff can be facilitated to improve their analytical ability and application of gender mainstreaming as a strategy.
- Releasing staff to conduct audits in other organisations or in another unit within their own organisation can be problematic for many staff (both UN staff and government staff). High-level buy-in by management is required before embarking on the audit process.
- The timing was right in Malawi as a fresh energetic UN Gender Group was in place. The Tanzanian Inter-Agency Gender Group was also committed to the audit process. However, as mentioned in the point above, the UNCT must be committed to allow staff members attend and to ensure all staff are available for the audit.
- High-level representation at individual UN agency audits or training of facilitator workshops was important to indicate support. For example the Director of the ILO Office for Zambia, Malawi and Mozambique attended the opening of the training of facilitators workshop in Malawi. The WHO country representative was present throughout the audit workshop in Malawi. The UN Team Leader in Zanzibar reported that he was very involved in discussing the recommendations with JP5 team members and believes that if the Team Leader champions the issue, others will follow.
- The importance of including local consultants or freelance gender trainers is key for follow-up, linking and sharing knowledge across agencies. In Malawi, the same consultant who worked with the Gender *Scorecard*, was later involved in one UN Agency's PGA. In Zanzibar, the Ministry of Youth, Women and Children Development is conducting a gender audit of two other ministries and only wishes to use a national consultant who has been trained by the ILO PGA. However, it is important to include national consultants' names in reports, so that linkages can be made, and agencies can see who was actually involved in various stages of the audit.

- After gender audits have taken place, it is critical that those involved in the audit return to present their results. This did not happen in one of eight UN agencies in Malawi.
- Some individual staff in UN Agencies did state that they did not fully understand the purpose of the audits. Thus it is necessary in the future to repeatedly and consistently inform staff of the purpose of a PGA, and remind them about the UN mandate on gender. It would be important to develop a short clear message outlining the reason for audits.
- Many who attended the training of facilitators in Tanzania and Malawi had never had hands-on experiences in gender mainstreaming let alone conducting an audit. The PGA training of facilitators was rushed for some individuals. Some individuals may require extra coaching or a follow-up refreshed audit training action planning day. This was requested by the Ministry of Labour, Youth, Women and Children Development in Zanzibar. Many ‘graduates’ from the training of facilitators indicated that they would like more time for planning the audits they were subsequently going to implement.
- Some UN Agencies are extremely hierarchical. There was a problem of confidentiality and trusting auditors with information on the situation as it actually stands. Even though the gender audit itself is supposed to be confidential, many are still reluctant to be truthful. Further guidance on anonymity or emphasis on the self-assessment nature of the tool may be required.
- The training of facilitators should emphasise that any recommendations arising from the audit process should be concrete and practical. At times in Malawi and URT some of the recommendations were too general e.g. “gender should be mainstreamed in programme x...” rather than “following a disaggregation of beneficiaries, and an analysis of such, a review of the findings will take place to ensure how to proceed in order to ensure that the target group actually benefit from xx activities”.
- The ILO PGA manual and training could usefully develop further suggestions for follow-up after audits have taken place. What should agencies expect after the audits is an important question. Some individuals recommended that a forum to share the experiences is set up.

Lessons learned from PGAs with constituents in Tanzania

- The timing of the gender audit for constituents is important and should be planned to ensure that subsequent audits can be implemented as soon as possible after the training of facilitators workshop.
- Using PGA facilitators from one type of constituent organisation in practically conducting the audit of another type of constituents organisation facilitates mutual understanding of each others’ work, knowledge of constraints the other constituents faces and learnings on the constituents priorities.
- Incremental changes to mainstreaming gender may only be possible with some constituents. It is important to realise that gender mainstreaming takes time and may requires patience before long-term change occurs.
- Consultants trained as gender audit facilitators are in high demand amongst constituents who wish to undertake a gender audit.

Lessons learned from URT and Zanzibar joint programmes

- Baseline studies for joint programmes should ensure in-depth attention to gender equality.
- A quota with a certain percentage of females to work on committees at the local level can be effective for getting gender equality messages across.

- Training on gender equality and gender mainstreaming is useful for local government agencies involved in implementing joint programmes on the ground. However such training should be gradual with time given for all concerned to digest new information.
- The collection of sex-disaggregated data is important for all joint programme initiatives.
- The timing of gender audit activities must be given sufficient thought to ensure that results are available long before joint programme planning deadlines.
- Sometimes support is required to ‘buy-in’ specific gender expertise for analytical work that is required to effectively plan and implement a joint programme
- All joint programme evaluation and reporting mechanisms and forms should have space for incorporating gender variables
- Gender equality concerns could be included as a standing item on all joint working group meetings.
- If the Team Leader champions gender equality issues, others are likely to follow

Lessons learned from knowledge sharing workshops

The following were issues highlighted during the course of the evaluation around support for gender dimensions integrated in ILO’s core RBM systems through strengthened implementation of the Action Plan for Gender Equality:

- The innovative methods utilised in the knowledge sharing workshops could be considered a good practice, as was the fact that all who attended left with their own individual action plan to follow-up. Empowering younger staff through the knowledge sharing workshops was a good practice.
- Reporting mechanisms, such as mission report formats, ensure that officers report on how their activities linked to the immediate outcomes of the Programme and Budget. It would be important to highlight or allocate space on how gender was approached.
- A critical mass of participants is required to conduct a *knowledge sharing workshop*. The Francophone *workshop* had only 12 participants, which was inadequate in terms of the methodology being effective.
- Some participants felt that there was too much emphasis on the theory of *knowledge sharing*. Ensure there is a balance in terms of technical inputs provided and other issues.
- Not everyone who attended the workshops were at the same level in terms of their knowledge on gender, and would have preferred that more emphasis was placed on background ‘gender’ information at the beginning of the *workshop*.
- Some participants would have favoured more contemporaries to ‘knowledge share’ with, in lieu of those who did not understand their day-to-day work and their specific work related constraints. The balance between clustering ‘gender-focal points’ at a workshop with others is delicate. On the one hand, if there are only GFPs, there is a sharing of interests and challenges as a GFP. On the other hand, GFPs sharing issues together alone reinforce their isolation within the ILO. The responsibility for the implementation of the Action Plan does not rest solely with GFPs.
- In Beirut, although considerable and sustained effort was made to invite senior staff to the *knowledge sharing workshop*, it was difficult to get such staff to attend the workshop.

Annex 1: Terms of reference

Terms of Reference: Final evaluation

Gender mainstreaming in DFID/ILO Partnership Framework Agreement (2008-09)

I. Final evaluation

Background

In the context of the DFID/ILO Partnership Framework Arrangement (PFA) 2006-09, the Bureau for Gender Equality manages an allocation of USD 917'160 to promote gender mainstreaming in the PFA's component on "Core support to the ILO to strengthen results-based management and accelerate transition to DWCPs" – henceforth referred to as the RBM component.

This allocation was made available to the Bureau for Gender Equality in May 2008 following an independent mid-term review of the PFA which recommended more attention to gender equality (see Annex IV). The Bureau subsequently established the project Gender mainstreaming in the DFID/ILO PFA (GLO/08/53/UKM) – henceforth referred to as the Gender mainstreaming project.

A revised logical framework was developed for the second half of the PFA proposing eight outcomes for the RBM component (see Annex V). The Gender mainstreaming project contributed to two of these outcomes which were formulated as:

- Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"; and
- Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

Project strategy

Activities under the Gender mainstreaming project were designed under the two outcomes listed above as follows:

- *Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"*
 - a) UN country teams trained on the ILO Participatory Gender Audit (PGA) and the PGA implemented by UN country teams to strengthen gender mainstreaming in Joint UN Programmes;
 - b) Gender equality at the heart of decent work promoted and integrated in joint UN technical meetings/initiatives.

Participatory Gender Audit (PGA)

At the Seventh Session of the UN Inter-Agency Network on Women and Gender Equality, in New York, 19-21 February 2008, in the context of developing system-wide standards for gender mainstreaming as an accountability framework, it was proposed that ILO's PGA tool could constitute a valuable intervention for a more holistic assessment of performance on gender equality. Moreover, the PGA was highlighted as a strategic complement to the roll-out of the

UNCT Performance Indicators for Gender Equality (Scorecard) as endorsed by the UN Development Group's Working Group on Programmes and Policies.

Against this background, the Bureau for Gender Equality, through the ILO's field structure and Gender Network, has consulted with the UN Country Teams in several countries – including a number of UN “Delivering as One” pilot countries – on the possibility of adopting the PGA as a tool for strengthening gender mainstreaming in joint UN programming processes at country level. This has led to a two-tier process involving a training of UN staff on the PGA methodology and subsequent implementation of PGAs with individual UN Agencies or Joint UN Programmes. The outcomes of this process ultimately feed into the country's revised UNDAF or Joint UN Programmes.

- *Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality*
- a) Guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan and named as having “primary responsibility” for achieving the three results in the areas of: staffing, substance and institutional arrangements.

ILO Action Plan for Gender Equality 2008-09

The ILO Action Plan for Gender Equality is an instrument for delivering gender equality in the Decent Work Agenda. It is the mandated implementation tool for the policy on “Gender equality and mainstreaming in the ILO”, issued by the Director-General in 1999. The policy: assigned responsibility for gender mainstreaming to all ILO staff; called for strengthened institutional arrangements; introduced accountability and monitoring mechanisms and committed to ensuring adequate resource allocation and capacity building, as well as improving staff gender balance.

The immediate purpose of the Action Plan is to guide and support gender mainstreaming across the Organization, and as such the target group is all ILO staff. The beneficiaries, however, are the tripartite constituents: governments, and employers' and workers' organisations. The Action Plan is used internally to advance gender equality and women's empowerment within ILO programmes and structure, so as to guide the Office to better support constituents. The mechanism for maximizing the effectiveness of these approaches, and for creating synergy between them, lies in social dialogue. The Action Plan takes into account these mechanisms and the need for effective social dialogue to promote gender equality.

The Action Plan contributes to the realisation of the Decent Work Agenda and thereby supports ILO constituents' efforts towards the goals of productive work for all women and men in conditions of freedom, equity, security and human dignity. It also serves a larger global development agenda due to many regional and national initiatives linking decent work with the global poverty reduction agenda and achievement of the Millennium Development Goals (MDGs).

Evaluation

In line with the ILO's policy for evaluation of technical cooperation projects, it is proposed that a final independent and external evaluation be conducted of the Gender mainstreaming project to consider:

- The project's effectiveness in contributing to the two outcomes listed above; and

- The project's likelihood to have an impact beyond the current phase of implementation.

More specifically, the final evaluation will consider the following aspects of the Gender mainstreaming project:

- Design

- a) Assess to what extent the project objectives/outcomes were realistic;
- b) Assess to what extent planned activities and outputs could logically and realistically be expected to meet desired objectives/outcomes (causality).

- Relevance and strategic fit

- a) Assess to what extent project objectives/outcomes correspond to ILO's policy on gender equality and gender mainstreaming;
- b) Assess to what extent the project corresponds to the Joint Immediate Outcome on gender equality (Programme and Budget 2008-09) and its indicators.

- Implementation

- b) Describe how planned and unplanned activities have been carried out
- c) Assess the project's efforts in contributing to the outcomes on:
 - Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality; and
 - Stronger ILO contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One".

- Effectiveness

- a) In general, present the main project outputs. Assess what have been the most successful and least successful outputs. Justify the assessment.
- b) What contributed to/curtailed project effectiveness?

More specifically, on the basis of the project's strategy, the following questions need to be given particular emphasis with close reference to the indicators developed in the overall logical framework for the RBM component:

- c) How effective has the project's promotion of the PGA methodology been in strengthening ILO's contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"?
- d) How effective has the project's support to ILO participation in various UN technical meetings/*fora* been for advancing the ILO message of gender equality at the heart of decent work?
- e) How effective has the project been in mainstreaming gender in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality?

- Efficiency of resource use

- a) Assess the quality and timeliness of delivery on allocated resources.
- b) Consider to what extent resources (financial, human, institutional and technical) have been allocated strategically.
- c) Consider to what extent resources have been used efficiently and whether the obtained results justify the expenditure.

- Effectiveness of management arrangements

- a) Assess the effectiveness of work arrangements under the project.
- b) Assess the adequacy of project management and technical backstopping.
- c) Assess the effectiveness of project monitoring and tracking of progress.

d) Was there adequate technical, programmatic, administrative and financial backstopping from project management?

- Sustainability

- a) In view of the above, how likely are project achievements to be sustainable?
- b) To what extent were sustainability considerations taken into account in the execution of project activities?
- c) Has the capacity of implementing partners been sufficiently strengthened to ensure sustainability of achievements beyond the project phase?
- d) Is the involvement of implementing partners and national stakeholders sufficient to support the outcomes achieved during the project?
- e) Is there potential for project activities to be replicated in future work?
- f) Has the project made significant contributions to broader and longer-term development goals?
- g) Has project successfully built or strengthened an enabling environment for gender mainstreaming?

II. External collaborator

External collaborator

An external collaborator will be engaged to undertake the final independent evaluation of the above project. The final choice of external collaborator will be approved by the ILO's Evaluation Unit, along with the Terms of Reference for the evaluation. An Evaluation Manager, external to the Bureau for Gender Equality, will coordinate the evaluation and act as liaison with the external collaborator.

The external collaborator will be contracted for a total number of 35 days, commencing on 24 August 2009.

The external collaborator will undertake the initial desk review and interviews in the period 24 August to 4 September 2009. The external collaborator is expected to travel to Geneva for initial consultations with the Bureau for Gender Equality and to conduct individual interviews.

The external collaborator will undertake a field visit to two (*tbc*) countries where activities under the above project have been implemented in the period 7 to 18 September 2009.

A first draft of the evaluation report shall be submitted by the external collaborator to the Evaluation Manager no later than 2 October 2009. The Evaluation Manager, in consultation with the Bureau for Gender Equality, will review the draft and submit any comments to the external evaluator by 9 October 2009. The final report, with comments integrated will be submitted to the Evaluation Manager no later than 16 October 2009.

The external collaborator is expected to account for how comments are integrated in the final report.

Methodology

The evaluation methodology is expected to encompass, but will not be restricted to:

- Desk review of relevant project documentation
- Desk review of other relevant publications and documents
- Interviews with ILO staff, including project staff and technical specialists, at ILO headquarters and in field offices
- Interviews with key project stakeholders, including ILO constituents and staff of collaborating UN Agencies

To facilitate the above, the external collaborator is expected to undertake one mission to Geneva as well as missions to two (*tbc*) countries where project activities have been implemented.

Expected outputs

The external collaborator is expected to provide two outputs:

Output I

An inception report of maximum two (2) pages (A4) outlining the methodological framework that will be adopted for the evaluation exercise. This framework will be agreed with the Evaluation Manager in consultation with the Bureau for Gender Equality.

Output II

An evaluation report of maximum thirty (30) pages (A4), excluding annexes, which includes:

- Summary of the methodological approach developed by the external collaborator for the evaluation;
- Major findings of the evaluation on the key issues indicated above;
- Analysis of projects' potential impact (impact assessment);
- Conclusions based on findings from the desk review and interviews;
- Recommendations for future planning.
- Lessons learned, including good practices and challenges, which may guide similar future initiatives.

It is proposed that the final report is structured as follows:

- Cover page with key project and evaluation data
- Executive summary
- Brief background of project and its context
- Purpose, scope and clients of evaluation
- Methodology employed
- Review of implementation phase/"work done"
- Findings regarding project performance/impact assessment
- Conclusions
- Recommendations
- Lessons learned
- Annexes, including TORs, persons interviewed, documents reviewed

Qualifications of external collaborator

The external collaborator is expected to have the following qualifications:

- A minimum of eight years experience in evaluating development interventions, with particular experience in the field of gender and development;
- Experience in evaluating organisational strategies;
- Familiarity with UN reform processes (in particular "Delivering as One");
- Acquaintance with ILO's mandate on Decent Work;
- Fluent written and spoken English;
- Excellent drafting skills.

Management arrangements

The evaluation will be managed by an Evaluation Manager external to the Bureau for Gender Equality and in consultation with the ILO' Evaluation Unit. The evaluation will comply with the criteria set out in ILO's policy for project evaluations.

The external collaborator will report on a regular basis to the Evaluation Manager who will act as a liaison with the Bureau for Gender Equality and the Evaluation Unit.

The Project Manager, based in the Bureau for Gender Equality, will make available to the Evaluation Manager all information pertaining to the project and facilitate contact with persons to be interviewed.

Annex 2: Persons interviewed

ILO Geneva

1. **Jane Hodges** Director, Bureau for Gender Equality
2. **Geir Tonstol** Chief Technical Advisor, GENDER
3. **Jyoti Tuladhar** Senior Technical Specialist, Gender Audit Coordinator
4. **Adrienne Cruz** Gender Specialist (Action Plan Implementation)
5. **Raphael Crowe** Senior Gender Specialist, UN Relations
6. **Susan Maybud** Senior Gender Specialist
7. **Sriani Ameratunga Kring**, EMP/CEPOL
8. **Loretta de Luca** Senior Employment Specialist, ILO Employment Sector
9. **Alexia Delelinge** GFP ILO –CRISIS
10. **Patricia Richter** GFP ILO Social Finance, Employment Sector
11. **Angelika Muller** Gender Coordinator, Social Dialogue Sector
12. **Bojana Susic** Senior Sr. Organisational Change Officer, PROGRAM
13. **Julia Fäldt Wahengo** Evaluation Manager, ILO/AIDS
14. **Georgia Muresu** Resource Mobilisation Officer, PARDEV
15. **Casper Edmonds** Senior External Relations Officer, PARDEV
16. **Pawel Gmyrek** Resource Mobilisation Officer, Gender Focal Point, PARDEV
17. **Anita Amorim** Senior External Relations Officer, PARDEV
18. **Telma Viale** Director, HRD

Telephone interviews ILO staff or gender audit coordinators from other agencies

19. **ILO Simel Esim** Senior Gender Specialist, ILO RO Arab States
20. **ILO Maria-José Chamorro**, Senior Gender Specialist, ILO-SRO San José
21. **UNIFEM Adekemi Ndieli**, Abuja, Nigeria
22. **ILO Folasade Ayonrinde**, Programme officer, ex-Gender Focal Point, ILO Abuja
23. **ILO Mwila Chigaga** Senior Gender Specialist, Anglophone Africa, ILO RO Africa, Addis Ababa
24. **ILO Judica Makhetha**, Special Advisor on External Relations, ILO RO Africa, Addis Ababa
25. **UNIFEM Clara Barros** Member of UN Gender Task Force UNIFEM Praia Cape Verde
26. **ILO Fatime N'Diaye**, Senior Gender Specialist, Francophone Africa, RO Africa, based in ILO-SRO Dakar
27. **ILO Salima Merique** ILO WOOP Mozambique
28. **ITC Benedetta Magri** Trainer, ITC-Turin
29. **ITC Johanne Lortie** Trainer ITC-Turin

ILO Consultants

30. **Mandy Macdonald** Consultant for RBM & Action Plan for Gender Equality
31. **Marc Steinlin** *Knowledge Management* Consultant

Malawi

32. **FAO** Alick G. Nkhoma, Assistant FAO Representative (Programme)
33. **FAO** George Mvula, Acting Emergency Coordinator
34. **FAO** Michelle Remme Member of UN Gender Group Malawi
35. **FAO** Pinit Korsieporn, FAO Resident Representative
36. **ILO Gerry Finnegan** Director, ILO Office for Zambia, Malawi and Mozambique
37. **ILO** Miriam Gachago, Chief Technical Advisor, ILO/IPEC
38. **ILO** Chimwenje Simwaka, Programme Officer, ILO/IPEC
39. **UN Resident Coordinator** Richard Dictus
40. **UNAIDS** Lucy XX UNAIDS
41. **UNAIDS** Pamela Mkwamba, UNGG UNAIDS
42. **UNAIDS** Patrick J. Brenny, Country Coordinator
43. **UNAIDS** Roberto Brant Campos, Partnership Advisor
44. **UNDP** Agnes Mary Chimbiri, Assistant Resident Representative
45. **UNDP** Ernest Misomali, Capacity Development
46. **UNDP** Loveness Ndazona, Programme Administrator and focal point for facilitating the UNDP PGA
47. **UNDP** Solrun Maria Olafsdottir, GFP
48. **UNFPA** Athanase Nzokirishaka, Resident Representative in Malawi
49. **UNFPA** Dorothy Nyasyky, Deputy Representative – PGA consultant at time of gender audits
50. **UNFPA** Veronica Kamanga-Njikho, Chair Inter-agency Gender Group in Malawi
51. **WFP** Bozoaky Chamuntolo, Finance Assistant
52. **WFP** Khama Moyo, Prog assistant, procurement
53. **WHO** Dr. Felicitas Zawaira, Resident Representative
54. **Consultant** Esnath Kaliyati Consultant, also ex principle officer at the Ministry of Gender and Ex-UNDP
55. **Consultant** Shenard Mazengera, Consultant and author of consolidated PGA report in Malawi

Government of Malawi

56. **The Ministry of Gender, Child Welfare and Community Services** Joseph Kazima, responsible for gender mainstreaming.

United Republic of Tanzania

57. **ILO** Alexio Musindo, Director, ILO Area Office for Tanzania, Kenya, Uganda and Somalia
58. **ILO** Maxi Ussar, ILO, JPO (attended knowledge sharing workshop in Turin)
59. **ILO** Urszula Lonc, CTA, Social Protection & Social Security

Joint Programme 1, ILO Team

60. Kumbwaeli Safewi, ILO Programme Manager, JP1
61. Matruda Simfukwe, ILO programme Assitant, JP1

Inter-agency Gender Group Meeting Tanzania

62. **ILO** Eva Majurin, Associate Expert, COOP Africa
63. **ILO** Flora Nyambo-Minja, JP5

64. **ILO** Matrida Simfukwe, ILO Programme Assistant, JP1
65. **UN Information Centre** Usia Nkhoma Ledama, National Information Officer
66. **UNAIDS** Emebert Admassu, Advocacy & Partnership Advisor, JP3
67. **UNFPA** Christine Mwanukuzi Kwayu, Chair, Inter-Agency Gender Group, Dar es Salaam
68. **UNFPA** Khadija Alia Bah-Wakefield, UN Reform Specialist (Gender)

Zanzibar

69. **ILO** Fatma Rashid, ILO-Zanzibar Liaison officer and also ex-Zanzibar Ministry of Labour

UN Joint Programme 5

70. **UN** Karna Soro, Team Leader, UNDP Zanzibar
71. **UNDP** Nana Teiba Chinbuah, Co-ordination Specialist.
72. **UNFPA** Sussane Amsler, Gender Focal Point (JPO)

Zanzibar Ministry of Labour, Youth, Women and Children Development

73. Rahma Khamis, Senior Planning Officer, Director of Women and Children Dept & JP5 partner
74. Halima Abdulrahmah, Head of Gender Programme
75. Hafidh Abdulrab, Senior Planning Officer/Assistant Coordinator for JP5

Ministry of Labour, Employment & Youth Development, Tanzania mainland

76. Steven Laboa, Director, Administration and Personnel
77. Ghati Chacha, Human Resources,
78. Joyce B. Mwambungu, Human Resources, Occupational Safety and Health,
79. Sarah Daudi, Legal Officer, Employment Department (Ajira)
80. Dismas John, Economics Planning Department
81. Ester Riwe, Senior Youth Development Officer, Youth Department
82. Jean Mzena, Labour Department

Employers organizations

83. Zanzibar Employers Association (ZANEMA): Mr. Salahi S. Salahi, Executive Director
84. Association of Tanzania Employers (ATE): Gloria E. Mbiha

Trade Union

85. Trade Union Congress of Tanzania (TUCTA): Nicholas Ernest Mgaya, Deputy Secretary General
86. TUCTA: Siham Ahmed, Director, Women, Gender & Youth. +255 754 494 224
siasna@yahoo.com

Annex 3: Documents reviewed

General documentation	
	DFID UK/ILO PFA documentation (PRODOC and MoU)
	DFID UK/ILO PFA mid-term review (2007)
	Revised DFID/ILO PFA (2008)
	DFID UK/ILO PFA Light Review report (2008)
3	Revised DFID/ILO results matrix (2008)
4	Project progress report (2008)
5	Decision of Governing Body concerning gender mainstreaming in technical cooperation (292 nd session, March 2005)

Outcome on stronger ILO contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including “Delivering as One”	
1	ILO Manual for Gender Audit Facilitators
2	Mission reports (Malawi, Mozambique, Nigeria, United Republic of Tanzania, Rwanda, Viet Nam)
3	Report on role of PGA in Mozambique (Marni Pigott)
4	Report on complementarity of UNDG Scorecard and PGA (Marni Pigott)
5	Report on role of PGA for Joint UN Programmes (Marni Pigott)
6	Reports from trainings of PGA facilitators (United Republic of Tanzania)
7	Concept notes for implementation of PGAs with UN Agencies and Joint UN Programmes (United Republic of Tanzania)
8	Mission reports from ILO participation in, and contribution to, UN meetings on gender equality
9	Reports from joint UN meetings where ILO promoted gender equality at the heart of decent work

Outcome on gender dimension is integrated in ILO’s core RBM systems through strengthened implementation of the Action Plan for Gender Equality	
1	ILO Action Plan for Gender Equality 2008-09
2	Stocktaking report presented to Governing Body (304 th session, November 2008)
3	ILO guidelines for gender-sensitive evaluations
4	Mission reports (ITC-Turin, Beirut, San José)
5	Reports prepared for HRD (Mandy Macdonald)

Annex 4: Inception report

Final Evaluation: Gender Mainstreaming in DFID /ILO Partnership Framework Agreement (2008-09)

Inception Report 28th August 2009 (updated 8.09.09)

Submitted to the ILO Evaluation Office

by

Una Murray, Consultant

Purpose and scope of evaluation:

To evaluate two outcomes for the Results Based Management (RBM) component from the revised logical framework of the Strengthened RBM and Decent Work Country Programme (DWCP) project, that was developed for the second half of the DFID/ILO Partnership Framework Agreement (2008-09).

The two relevant outcomes are:

- A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One*
- B: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

With close reference to the indicators developed in the revised logical framework, the evaluation will verify the gender mainstreaming project's effectiveness in contributing to the two outcomes listed above since June 2008; and the project's likelihood to have an impact beyond the current phase of implementation.

A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including <i>Delivering as One</i>

The indicator in the revised logframe for this outcome is the number of *Delivery as One* pilots as well as new or renewed UNDAFs in UNDAF roll-out and innovative self-started countries that incorporated ILO's priorities. The target is that at least 6 pilot countries incorporate ILO priorities and that ILO priorities are incorporated in 50% of new/renewed UNDAFs. These specific indicators will be evaluated during an evaluation of the full DWCP-RBM project, which is jointly funded, by the UK and Netherlands. In this current evaluation, the consultant will evaluate the ILO gender mainstreaming contribution towards gender equality (as an ILO priority), and its subsequent incorporation into *Delivering as One* pilots, new or renewed UNDAFs, JAFs, with close reference to these indicators.

Specifically, the consultant will examine the ILO's training of the UN country teams staff using the ILO Participatory Gender Audit (PGA). Whether, as a consequence of such training, the PGA is being implemented by UN country teams, and is perceived by relevant UN staff and partners, to have contributed to strengthening gender mainstreaming in Joint UN Programmes and other joint initiatives will be examined. Secondly, the consultant will evaluate the extent to which the *gender equality at the heart of decent work* 'campaign' was promoted and integrated

in joint UN technical meetings/initiatives resulting in UN Agencies linking gender equality concerns with decent work concerns.

The evaluation methodology for this outcome will encompass:

- A desk review of relevant project documentation and other relevant publications *August 24th – August 30th*
- Geneva visit for headquarters briefings. Interviews with relevant ILO staff, including GENDER, EVAL, PARDEV, PROGRAM staff at ILO headquarters and ITCILO Turin. *August 31st to Sept 4th*
- Field visit to Malawi interviews in ILO staff²⁷, staff of collaborating UN Agencies, ILO constituents and other stakeholders. Focus group discussion with the UN Gender Group, the UN staff Association, and a possible meeting with a selected number of gender audit facilitators not in the UN Gender Group. Bilateral meetings with Heads of Agencies resident in Malawi, the Director of Women's Affairs at the Ministry of Gender, Children and Community Development, and the Director of Agricultural Extension Services at the Ministry of Agriculture (TBC). *21st 22nd & morning of 23rd Sept 09*
- Field visit to Tanzania interviews in ILO staff, staff of collaborating UN Agencies, ILO constituents and other stakeholders – full range of meetings TBC. *24th, 25th (& possibly 26th)*²⁸
- Telephone interviews with ILO field offices (Cape Verde, Senegal, RO Africa, Ethiopia, ILO Lusaka, Nigeria, Viet Nam?) and consultants involved in this outcome. *Sept 2009*

B: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

The indicator in the revised DFID project logframe is the extent to which targets for results areas are achieved within the Action Plan for Gender Equality's (2008-09) first and second sections: (i) enabling institutional mechanisms, including provisions for promoting greater gender balance in management and leadership positions are met; and (ii) targets are met for gender-related indicators in the ILO Programme and Budget for 2008-09. At least 50% of targets within the Action Plan's first section on enabling institutional mechanisms were to be achieved and 50% of targets within the Strategic Objectives of the ILO Programme and Budget 2008-09.

The consultant will appraise the ILO gender mainstreaming project's contribution (guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key Action Plan implementation role) to this outcome, rather than the aforementioned targets. However there will be close reference to these indicators, which will be evaluated in full later in 2009, during a strategy evaluation on the Action Plan for Gender Equality.

The evaluation methodology for this outcome will encompass:

- A desk review of relevant project documentation and other relevant publications *August 24th – August 30th*²⁹
- Geneva visit for headquarters briefings *August 31st to Sept 4th*. Interviews with key ILO staff at headquarters, including GENDER, HRD, EVAL, GENDER, PARDEV and ILO

²⁷ Incl Chimwenje Simwaka who trained as a GA facilitator.

²⁸ Find out if it is possible to also meet Helima Mengele Consultant Uni Dar es Salaam

²⁹ Note: Perhaps get a copy of the internal assessment of the implementation of ILO's 2003-05 Gender Equality Action Plan and report on gender-sensitive indicators in the implementation report for ILO's Programme and Budget for 2006-07, which provide a baseline.

consultants involved with this project output. Follow-up telephone interviews 5th Sept – 30th Sept.

The overall approach

The approach adopted during the evaluation, will be in line with the norms for evaluation in the UN System and the ILO policy and strategic framework for evaluation.³⁰ The methodological approach will focus on the outputs of the project activities and how the outputs led to impacts around the implementation of the Action Plan on gender equality and a stronger ILO contribution to UNDAFs, PRSs and JAFs, including *Delivering as One*. The approach will focus the project’s support to intra-organisational accountability for gender mainstreaming as well as the project’s contribution to inter-organisational cooperation on gender mainstreaming.

Key activities	Contributing to	Initial indicators	Key informants
<p>UNCTs training on PGA, and PGA implemented by UNCT to strengthen gender mainstreaming in Joint UN Programmes</p> <p>Gender equality at the heart of decent work promoted and integrated in joint UN technical meetings/initiatives</p>	<p>Stronger ILO contribution to UNDAFs, PRSs and JAFs, including <i>Delivering as One</i></p>	<ul style="list-style-type: none"> - #PGA facilitator workshops since June 2008 (input) - # of follow-up PGAs (output) - # requests for PGA training and/or manual for gender audit facilitators (output) - # of joint UN progs developed after June 08 where the prominence of gender could be attributed to PGA and or project activities (output) - Relative profile of ILO and reference to gender equality at the heart of decent work in reports from joint UN meetings where ILO promoted gender equality at heart of decent work (e.g. high, medium, low) (output) 	<p>ILO staff from GENDER, ITCILO, EVAL, PARDEV, PROGRAM UN Gender Groups in Malawi and Tanzania Heads /reps of UN Agencies in Tanzania/Malawi Gender focal points from UN Agencies in countries where PGA facilitator training took place ILO Consultants</p> <p>GENDER (and reports from joint UN meetings)</p>
<p>Guidance, support and capacity building provided to key head quarters based units/staff identified as accountable and having a key implementing role vis-à-vis the Action Plan</p>	<p>Gender dimensions is integrated in ILO’s core RBM systems through strengthened implementation of the Gender Equality Action Plan</p>	<ul style="list-style-type: none"> - # knowledge sharing workshops, # participants (inputs) - Extent to which plans implemented as result of knowledge sharing workshop were implemented or are likely to be implemented in the near future (outputs) - # of recommendations taken on by HRD as result of reports prepared through project (output) - Gender related recommendations taken on board by ILO technical units as result of project activities (output) 	<p>ILO staff from GENDER, EVAL, HRD, PARDEV, ILO Consultants</p>

³⁰ UNEG 29 April 2005 and ILO GB 294th Session, Nov 2005

Timeline/workplan

Tasks	Dates
Desk review of relevant documents Preparation of inception report	Aug 24 th –30 th
Interviews with ILO staff, project staff, at ILO Headquarters and telephone interviews with field staff	31 st Aug - Sept 4 th
Report writing and preparation for field visit. Follow-up calls from interviews, if necessary	Sept 7 th – Sept 18 th
Travel to Malawi, interviews	19 th –23 rd Sept
Travel to Tanzania, interviews	24 th - 26 th Sept
Preparation of evaluation report	Sept 28 th – 2 nd Oct
Submission of final evaluation report	11 th Oct

Questions that will be given emphasis for each outcome of the gender mainstreaming project

A: Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including <i>Delivering as One</i>

Building on the questions outlined in the TOR for this output, the following types of questions related to the gender mainstreaming project will be studied³¹:

- How effective was the gender mainstreaming project in contributing to a stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One*’

Design

- How realistic was the outcome ‘stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks, including *Delivering as One*’?
- To what extent did the planned activities logically and realistically expect to meet this outcome?
- Were the planned project activities consistent with the perception of the needs of those attempting to mainstream gender into the PRSs, JAFs UNDAFs?

³¹ The relevance and strategic fit questions in the TOR are inherent in the design of the project

Implementation

- How were the ILO activities around the PGA and the promotion of the gender equality at the heart of decent work carried out? Were unplanned activities also carried out?
- What were the main outputs related to the work done around the PGA for UN country teams? How many gender audits have subsequently taken place?
- Which activities for this outcome were the most successful and which were the least successful?

Effectiveness

- How effective has the project's promotion of the PGA methodology been in strengthening ILO's contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including *Delivering as One*? What else was required besides the PGA?
- *In Malawi*: how did the activities undertaken by the project contribute to gender equality being strengthened in the revised UNDAF?
- *In Tanzania*: How did the project contribute to the revision of UN Joint Programmes in terms of gender mainstreaming?
- In other countries where project activities took place and where revised UNDAFs or other joint programming instruments were underway, was there a stronger gender component that the gender mainstreaming project could have contributed to?
- What contributed to/curtailed the effectiveness of carrying out activities around the PGA implemented by UN country teams and gender equality at the heart of decent work campaign (in joint UN technical meetings/initiatives)?
- *How was the report on the complementarity between the PGA and the UN gender scorecard received by relevant stakeholders? How effective was the project in avoiding confusion between the gender scorecard and the PGA?*
- How effective has the project's support to ILO participation in various UN technical meetings/*fora* been for advancing the ILO message of gender equality at the heart of decent work? (e.g. the ILO-FAO-IFAD conference in Rome April 2009)
- How did the project respond to any relevant discussions at the IANWGE meeting in Feb 2009?

Sustainability

- To what extent have follow-up plans that arose from the PGA process been implemented?
- What is the potential for the PGA methodology to be replicated in future work? Was the PGA methodology revised in any way to align better with the UNCT as the primary level of analysis rather than individual agencies or units? Or to suit the needs of the UN *Delivering as One* ? i.e. was there progress in moving forward with modifications required in the PGA methodology when it is being applied to the UN joint programmes in Tanzania?
- Has the capacity of UN partners who participated been sufficiently strengthened to ensure they can implement the PGA beyond the project phase? E.g. were the next steps implemented in Cape Verde? Nigeria? Ethiopia etc.?
- Is the involvement of implementing partners and national stakeholders sufficient to support the strengthening of gender mainstreaming in the UNDAF, PRS, and JAFs including *Delivering as One*?
- Has the gender at the heart of decent work successfully built or strengthened an enabling environment for gender mainstreaming? How? What follow-up has there been?

B: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.

Building on the questions outlined in the TOR, for this output the following types of questions related to the gender mainstreaming project will be studied³²:

- How effective was the gender mainstreaming project in contributing to a gender dimension being integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality?

Design

- How realistic was the outcome *gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality*?
- To what extent did the activities planned have logically and realistically be expected to meet this outcome
- Were the project activities consistent with the needs of those working on the RBM systems?

Implementation

- How was guidance, support and capacity building to key headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan³³ carried out?

Effectiveness

- How effective was the project in providing guidance, support and capacity building to key headquarters-based units?
- How realistic was it to provide enough guidance, support and capacity building to key ILO staff (mentioned above) to achieve the specific targets in the revised logframe?
- What were the main project RBM outputs? Which planned and unplanned activities were most effective or successful? And why?
- How effective was the report submitted to HRD through the project concerning organisational and human resource gender issues? Which recommendations were accepted/ implemented? Why?
- How many staff were reached through the project's *knowledge sharing for gender mainstreaming* workshops? To what extent have participants followed up on their action plans developed through these workshops?
- As a result of project initiatives, to what extent is it likely that donor agreements will make specific provisions to support gender mainstreaming in the future?
- *What was the project's contribution to the Capacity Building Initiative learning modules for ILO staff and how effective was it?*
- *How did the project contribute to the Quality Assurance Mechanism for DWCPs? Was this effective?*
- What contributed to or hindered the project activities being effective in integrating a gender dimension in ILO's core RBM systems?

Sustainability

- Has the capacity of ILO staff been sufficiently strengthened to ensure sustainability of achievements beyond the gender mainstreaming project phase?
- What is the likelihood that the gender dimension continues to be integrated in ILO's core RBM systems because of the support provided through the gender mainstreaming project?
- Is there potential for guidance, support and capacity building to be replicated in the future?
- Has the project successfully contributed to strengthened an enabling environment for gender mainstreaming in ILO?

³² The relevance and strategic fit questions in the TOR are inherent in the design of the project

³³ and named as having "primary responsibility" for achieving the three results in the areas of: staffing, substance and institutional arrangements

For the gender mainstreaming project, questions to relevant ILO staff and partners around the efficiency of resource use and the effectiveness of management arrangements, and the review of relevant documentation will focus on:

- The quality and timeliness of delivery on allocated resources
- The extent resources (financial, human, institutional and technical) have been allocated strategically.
- The extent resources have been used efficiently, by the Bureau for Gender Equality, and whether the obtained results justify the expenditure.
- The effectiveness of work arrangements under the project
- The adequacy of project management and technical backstopping.
- The effectiveness of project monitoring and tracking of progress.
- Whether there was adequate technical, programmatic, administrative and financial backstopping from project management.