Final Evaluation of the Project Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands/ILO Cooperation Programme 2006-10 (INT/06/61/NET)

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Acknowledgements

List of Acronyms

ACT/EMP	Bureau for Employers Activities
ACTRAV	Bureau for Worker's Activities
CTA	Chief Technical Advisor
DWCP	Decent Work Country Programme
EMP/ENTERPRISE	Job Creation and Enterprise Development Department
GEMS	Gender Equality Mainstreaming Strategy
GENDER	Bureau for Gender Equality
GFP	Gender Focal Point
ILC	International Labour Conference
ITC/ILO	International Training Centre of the International Labour Organization
IANWGE	Inter-Agency Network on Women and Gender Equality
LED	Local Economic Development
NCP	Netherlands Cooperation Programme
NICP	Netherlands ILO Cooperation Programme
NPP	Netherlands Partnership Programme
PARDEV	Partnership and Development Cooperation Department
PGA	Participatory Gender Audit
PROGRAM	Bureau of Programming and Management
RO	Regional Office
SMART	Specific Measurable Attainable Relevant Timebound
UNCT	UN Country Team
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNDP	United Nations Development Programme

Executive Summary

Background & Context

The project Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands/ILO Cooperation Programme 2006-10 (INT/06/61/NET) (Gender Mainstreaming Project) was established to support an integrated and consistent way of mainstreaming gender in the Netherlands/ILO Cooperation Programme (NICP).

The 'Gender Mainstreaming Project' was built upon and benefited from previous Netherlands/ILO collaboration under the project Technical Coordination and Knowledge Sharing on the theme 'Gender equality in the world of work' (INT/04/53/NET) which was implemented from March 2004 to December 2005.

The project is managed by the Bureau for Gender Equality (GENDER) at ILO Headquarters, Geneva. Under the management of GENDER, the project has worked to build the gender mainstreaming capacity of ILO staff in Headquarters and in the field, as well as of ILO constituents and other implementing partners involved in NICP projects.

At ILO Headquarters the project strategy has involved particularly close collaboration with three Headquarters units, namely the Partnerships and Development Cooperation Department (PARDEV), the Bureau of Employers' Activities (ACT/EMP) and the Bureau of Workers' Activities (ACTRAV) which also receive funding from the Netherlands under this partnership.

In addition the Gender Mainstreaming Project also provided technical assistance to eleven field-based NICP projects across Africa, Asia and the Pacific, the Arab States and Latin America. This support is aimed at the development and implementation of gender mainstreaming strategies within individual field projects and to knowledge-sharing between them.

The field-based projects address specific priorities within ILO's Decent Work Country Programmes (DWCPs), namely employment-creation, youth employment, local economic development, and bonded labour. The aim is therefore that the gender mainstreaming activities undertaken in these eleven projects will be carried into the respective DWCPs in those countries.

The Gender Mainstreaming Project is also expected to strengthen tripartism and social dialogue aspects of the DWCPs by involving ILO's constituents (government, employers, workers) in capacity-building, training and knowledge-sharing activities.

The main activities of the Gender Mainstreaming Project included offering technical guidance and providing tools for gender mainstreaming, organizing targeted training, and participatory gender auditing (PGA), and supporting knowledge-sharing on gender equality mainstreaming through events, publications, communication campaigns and the establishment of easily accessible and user-friendly data-bases.

The Chief Technical Advisor (CTA) of the project and other GENDER staff who have provided specific technical assistance worked with and through ILO's Gender Specialists and other members of the global Network of Gender Focal Points (GFP); and with project CTAs and staff of individual projects in reaching out to ILO's constituents and other partners in-country (e.g. national institutions, UN and other donors).

Two main outcomes were proposed for the project:

Outcome 1: ILO staff, constituents and other partners involved in the implementation of NICP have increased capacity to support poverty alleviation through designing and implementing gender-sensitive Decent Work Country Programmes.

Outcome 2: ILO staff and constituents have access to and apply an expanded knowledge- base of gender equality strategies thereby contributing to the organization's mainstreamed strategy on gender equality.

Present situation of project

The project closes in April 2010.

Purpose, scope and clients of the evaluation

The Final Evaluation addressed:

- The project's effectiveness in contributing to the planned outcomes, bearing in mind the difficulties of isolating the effects of activities aimed at mainstreaming

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

The clients of the Evaluation are the donor and the ILO.

Methodology of evaluation

The Evaluator reviewed progress reports, reports from consultants, and evaluations available from Headquarters sources. Important sources were the Progress Reports provided by GENDER (2006/2007/2008) and the Integrated Progress Report of PARDEV (2008).

Valuable additional information and comments were obtained through face-to-face or telephone interviews with key persons in GENDER and related ILO Headquarters Units; with members of the ILO global Gender Network including staff of ITC/ILO Turin, and Gender Specialists in Regional and Sub-Regional Offices; with project CTAs and project staff and with ILO constituents (government, employers, and trades unions). A telephone interview also took place between the Evaluator and the responsible official in the Netherlands Ministry of Foreign Affairs.

In addition, a brief questionnaire survey was prepared, translated and circulated to constituents involved in projects in Indonesia, Mozambique and Bolivia, to try to obtain additional feedback as to their reaction to and utilization of tools, and their participation in training, knowledge-sharing and other activities under the project. No field visits were scheduled.

The eleven field-based projects are conducting their own final evaluations whose findings will complement the findings of the present evaluation by providing more detailed information from the 'demand' or beneficiary side as to the extent to which the project achieved planned outcomes.

Main Findings & Conclusions

1. The project has good achievements under Outcome 1, namely, that 'ILO staff, constituents and other partners involved in the implementation of NICP have increased capacity to support poverty alleviation through designing and implementing gender-sensitive Decent Work Country Programmes'. It appears indeed that in some aspects such as the in the collaboration with the UN Country Teams, individual UN agencies, as well as with national partners outside the project borders (e.g. parliamentarians in Kyrgyzstan) the original expectations have been exceeded. With regard to Outcome 2, that 'ILO staff and constituents have access to and apply an expanded knowledge base of gender equality strategies thereby contributing to the organization's mainstreamed strategy on gender equality', it is also clear that many useful tools and approaches have been supplied by the project through distribution of bibliographies, through capacity-building and training, the Participatory Gender Audit, knowledge-sharing events, study tours etc, it is less clear that knowledge generated through application of these tools and approaches at field project level is tracked, captured stored and disseminated efficiently.

2. The project has made good use of previous experience, is clearly in line with ILO's organizational gender equality goals and has contributed to achieving them through mainstreaming gender in DWCPs in the project countries. Experience derived from the project has also contributed to ILO's evolving policies and strengthened the organization's profile with respect to gender equality.

3. The Gender Mainstreaming Project has been very effective in compiling and distributing tried and tested 'tools', in developing new sector or sub-sector specific mainstreaming guidelines, and in translating effective materials into other languages.

4. The tools compiled have been validated by the global Gender Network and it would be important now to have more data on their utilization and adaptation at field level.

5. The project has supported a large number of training and capacity-building events under various rubrics such as knowledge-sharing and Participatory Gender Audit. It appears that whilst the "knowledge-sharing" events were highly appreciated and could be transformational on a personal basis, the work plans generated at these events could not always be implemented as implementation required resources other than the informed enthusiasm of individual participants. Implementation of individual work plans required at a minimum that supervisors and other senior staff were also 'on board' and often also pointed to the need for additional financial resources.

6. Whilst there is a lot of knowledge being disseminated and shared, there appears to be considerable scope for more strategic thinking in order to develop a systematic knowledge-sharing strategy. A knowledge-sharing strategy is built on the same principles which underlie a communication strategy, being built upon the answers to the basic questions who needs what information, from whom, through what media and materials and in what sequence in order to achieve the goals of the project. The emphasis in a knowledge-sharing strategy, as in a communication strategy, is on two-way communication, which is to say real sharing as opposed to dissemination or distribution. Such an approach would, inter alia, result in the optimal use of knowledge being generated within the system particularly coming from the field level. More attention needs to be given to between project knowledge-sharing which is not just event based through, for example, better use of Internet capacity.

7. Financial resources have been concentrated where they could be best used. The human resources for technical assistance available to the project have also been used efficiently to the extent that they are also modest in number but high in quality and therefore a great deal has been achieved. There are several areas where additional staff resources would appear to have been required notably in the areas of knowledge sharing and information management. As concerns resources of information and knowledge generated by the project this could be optimized by a more strategic and systematic approach to monitoring, recording and sharing information generated within the project.

8. It seems to be clear that as the project is totally aligned with this organizational policy and has also contributed to its evolution its effects and effectiveness will be sustained.

Recommendations & Lessons Learned

1. Design of evaluations of similar service-delivery projects in the future should give equal emphasis to input from the demand or beneficiary side as from the service-provider.

2. In this type of project, a relatively broad brush-stroke approach to planning needs to be complemented by more detailed monitoring and evaluation mechanisms. It is recommended that in future projects a more comprehensive Logical Framework, which is more in line with Results-Based Management, is used.

3. Information needs be obtained either from the final NICP evaluations or through special surveys from project staff and constituents on utilization of tools and their adaptation. Tools which have been effectively used and/or adapted and new tools developed either at HQ or field level need to be recorded and shared with potential users in-country, as well as added to the organization's data-base at HQ and field levels.

4. More thought needs to be given as to how to handle the action plans developed during the training which at the very least require, for their implementation management approval and perhaps other resources which lie outside the remit of the Gender Mainstreaming Project.

5. It would also be essential to keep a data-base of those trained which is disaggregated not only by sex but also by job function and other categories (ILO/non-ILO; region/country; constituent; NGO; UN or other donor etc.). This would not only provide a concrete demonstration of project activities relevant to both project Outcomes but would also enable ILO staff in other projects and in different countries and regions to identify trained people in order to put that training to use,

or to provide follow-up and refresher training if necessary. And of course to avoid training the same people in the same courses. This data should be available at HQ and field levels.

6. Whilst a lot of knowledge and information is disseminated and shared, it is less clear that this is done in a strategic way which would for example prevent opportunities such as that presented by the project progress reports being missed as currently seems to be the case. In terms of real knowledge-sharing, there are lessons to be learned from the communication campaign of 2008-09 for which the Gender Mainstreaming Project made an allocation.

7. Case studies and examples of good practice, as well as more routine information on numbers trained etc. needs to be captured and shared, including being shared amongst the projects themselves.

8. The existing web-sites need to be used in a more interactive way as has been done by the communication campaign.

9. In order to make optimize the activities of such a project, sufficient human resources need to be made available particularly in the area of monitoring, analyzing, recording and sharing in a strategic manner knowledge and information generated by the project.

10. Whilst it is understandable that in this relatively short time-frame more attention has been given to acting, rather than to recording the effects and impact of those actions this is an important dimension of sustainability, and will ensure that the project's good experiences are of lasting benefit. It is understood by the Evaluator that in addition to the Final Evaluations of NICP projects which are now underway, a study is now being conducted by PARDEV of lessons learned and good practices which could form the basis for the NICP data-base.

1. Background

The project Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands/ILO Cooperation Programme 2006-10 (INT/06/61/NET) (Gender Mainstreaming Project) was established to support an integrated and consistent way of mainstreaming gender in the Netherlands/ILO Cooperation Programme (NICP).

The 'Gender Mainstreaming Project' was built upon and benefited from previous Netherlands/ILO collaboration under the project Technical Coordination and Knowledge Sharing on the theme 'Gender equality in the world of work' (INT/04/53/NET) which was implemented from March 2004 to December 2005.

The project is managed by the Bureau for Gender Equality (GENDER) at ILO Headquarters, Geneva. GENDER was established in its current form and function in 1999 and is charged with the overall implementation of ILO's policy and strategy on gender mainstreaming as operationalised by the ILO Action Plan for Gender Equality (2008-09) which defines the parameters of the Bureau's work plan. The ILO promotes gender equality, not only as a basic human right, but also as intrinsic to the goals of decent work and poverty alleviation and as an instrument for a more inclusive globalisation.

The Gender Mainstreaming Project under review both complements and benefits from GENDER's overall mainstreaming activities supported by both regular and other donor funding.

Under the management of GENDER, the project has worked to build the gender mainstreaming capacity of ILO staff in Headquarters and in the field, as well as of ILO constituents and other implementing partners involved in NICP projects.

At ILO Headquarters the project strategy has involved particularly close collaboration with three Headquarters units, namely the Partnerships and Development Cooperation Department (PARDEV), the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV) which also receive funding from the Netherlands under this partnership.

In addition the Gender Mainstreaming Project also provides technical assistance to eleven field-based NICP projects across Africa, Asia and the Pacific, the Arab States and Latin America[1]. This support is aimed at the development and implementation of gender mainstreaming strategies within individual field projects and at knowledge-sharing between them.

The field-based projects address specific priorities within the ILO's Decent Work Country Programmes (DWCPs), namely employment-creation, youth employment, local economic development, and bonded labour. The aim is therefore that the gender mainstreaming activities undertaken in these eleven projects will be carried into the respective DWCPs in those countries. This complements the collaboration at ILO HQ level between GENDER and the Bureau of Programming and Management (PROGRAM) to mainstream gender in ILO guidelines for development and monitoring of DWCPs. The fact, therefore, that the GENDER is able to work on the same issues at both policy and project levels is a major contributor to its success and has positive implications for sustainability.

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[1] See Annex 5 for a full list of the NICP projects receiving technical assistance from the Gender Mainstreaming Project

The Gender Mainstreaming Project is also expected to strengthen tripartism and social dialogue aspects of the DWCPs by involving ILO's constituents (government, employers, workers) in capacity-building, training and knowledge-sharing activities. This also has important implications for the sustainability of the project.

The main activities of the Gender Mainstreaming Project, which was launched in November 2006 and ends in April 2010, include offering technical guidance and providing tools for gender mainstreaming, organizing targeted training, and participatory gender auditing, and supporting knowledge-sharing on gender equality mainstreaming through events, publications, communication campaigns and the establishment of easily accessible and user-friendly data-bases.

The Gender Mainstreaming Project has been both reactive and proactive in the support it provided responding to needs expressed by the field as well as initiating advice and support where deemed necessary, starting from the bridging phase of the current project (July-October 2006). The Chief Technical Advisor (CTA) of the project and other GENDER staff who have provided specific technical assistance worked with and through ILO's Gender Specialists and other members of the global Network of Gender Focal Points (GFP), with project CTAs and staff of individual projects in reaching out to ILO's constituents and other partners in-country (e.g. national institutions, UN and other donors).

Two main outcomes were proposed for the project under which specific outputs were designed and activities implemented:

Outcome 1: ILO staff, constituents and other partners involved in the implementation of NICP have increased capacity to support poverty alleviation through designing and implementing gender-sensitive Decent Work Country Programmes.

Outcome 2: ILO staff and constituents have access to and apply an expanded knowledge base of gender equality strategies thereby contributing to the Organization's mainstreamed strategy on gender equality.

2. Scope and Methodology of the Final Evaluation

Overall the Final Evaluation addresses:

- The project's effectiveness in contributing to the planned outcomes, bearing in mind the difficulties of isolating the effects of activities aimed at mainstreaming; and

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

2.1 Scope and 'Evaluability'

Since the Gender Mainstreaming Project is conceived of primarily as a 'service-provider' to the other NICP projects, it was necessary, in order to comment on the project's effectiveness and its likelihood to have an impact beyond the current phase of implementation, to have as good an understanding as was possible in the time available of the 'beneficiary' projects, particularly the eleven field projects.

However, detailed examination of all documentation of the eleven projects was neither possible nor required given the fact that they are currently undertaking their own final evaluations. These will complement the findings of the current evaluation by providing more detailed information from the 'demand' or beneficiary side as to the extent to which the project achieved planned outcomes. In an ideal world, the final evaluations of

projects serviced by the Gender Mainstreaming Project would have been available to consult during the current exercise[2]. As it is, some of the detailed 'evidence' required lies outside the scope of this Evaluation.

Other factors impacting on evaluability may be mentioned.

First, it must be noted that projects which deal with mainstreaming pose special challenges in terms of measuring effects or impact of the mainstreaming activities as it is self-evidently difficult to isolate effects of a successfully mainstreamed input or component. These particular aspects of the evaluability of mainstreaming actions make it even more important than usual to establish as good a baseline as possible in qualitative as well as quantitative terms, and to establish a monitoring system which enables the project to take frequent proximate measurements towards the overall goal.

The fact that the Gender Mainstreaming Project is a service-delivery project functioning as a type of Help Desk towards other NICP projects means that although some activities can be planned ahead of time there is also a priority on the project's being flexible and responsive to the evolving needs of the other projects it is serving.

The 'beneficiaries' of mainstreaming actions, particularly at the level of constituents, are unlikely to be able – and indeed have no need – to attribute activities to a particular funding source or even to a particular agency in the case of collaborative actions with other donors and government institutions. It is therefore sometimes difficult to judge the weight of information from these beneficiary sources.

Other factors impinging on evaluability of the Gender Mainstreaming Project relate to conditions and qualities of the beneficiary projects themselves.

These can be briefly summarized as follows: projects began at very different dates, preceding or succeeding the establishment of a DWCP in their respective countries; not all projects began with a clear baseline on which to build the gender mainstreaming strategy; projects were established in very different country and sectoral settings with different factors promoting or hindering the implementation of gender mainstreaming actions[3]. Some projects also experienced delays in recruitment of staff, or in receipt of funds from the donor.

2.2 Methodology

The Evaluator has relied in the main on progress reports, reports from consultants, and evaluations available from Headquarters sources. Important sources were the Progress Reports provided by GENDER (2006/2007/2008) and the Integrated Progress Report of PARDEV (2008). PARDEV is responsible for compiling the annual integrated Progress Report on the basis of reports from individual projects, including the Gender Mainstreaming Project, for forwarding to the donor. The Evaluator also reviewed project documents from beneficiary projects.

However, extremely valuable additional information and comments were obtained through face-to-face or telephone interviews with key persons in GENDER and related ILO Headquarters units; with members of the ILO global Gender Network including staff

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[2] This was the case for the Final Evaluation of the previous Netherlands- funded gender mainstreaming activities under INT/04/M53/NET . See Final Report for the period 01/03/2004 -31/12/2005 by Mandy MacDonald.

[3] The Integrated Progress Report of PARDEV 2008 details the relationship between the projects and their respective DWCP, and the fact that all projects have undertaken gender mainstreaming actions though it is less clear that all have established a comprehensive mainstreaming strategy.

of International Training Centre of the International Labour Organization (ITC/ILO) in Turin, and Gender Specialists in Regional and Sub-Regional Offices; with project CTAs and project staff and with ILO constituents (government, employers, and trades unions). A telephone interview also took place between the Evaluator and the responsible official in the Netherlands Ministry of Foreign Affairs. The material from these interviews, whilst not presented in detail in this report, was extremely valuable in rounding out the picture gained from the desk review of documents.

In addition, a brief questionnaire survey was prepared, translated and circulated to constituents involved in projects in Indonesia, Mozambique and Bolivia, to try to obtain additional feedback as to their reaction to and utilization of tools, and their participation in training, knowledge-sharing and other activities under the project. No field visits were scheduled[4].

3. Design of the Gender Mainstreaming Project

3.1 Selection process

As noted above, the Gender Mainstreaming Project was developed on the basis of the knowledge-sharing project on gender equality implemented under the Netherlands/ILO Partnership Programme 2004-2006 (ILO/NPP) which provided through the *Gender Equality Theme* an opportunity for ILO to develop and implement innovative mechanisms for systematically mainstreaming gender in its technical cooperation activities. Under the ILO/NPP, ILO implemented five gender-specific projects as well as providing a gender equality allocation to eight additional projects implemented under other major ILO/NPP themes such as social security, employment creation, child labour and bonded labour.

With regard to the NICP, the donor specified the number of countries per region to benefit from projects. The final selection of projects, representing a range of DWCP themes, was made by a peer review committee convened by PARDEV and consisting of representatives of PARDEV, ACT/EMP, ACTRAV, PROGRAM, GENDER and other relevant technical units.

The only gender-specific project to be included in NICP was the Yemen-based project "Strengthening the National Machinery for the Advancement of Women's Employment" which had been launched under the ILO/NPP and benefited from a bridging phase and a second phase. The Yemen project is regarded as one of the most successful and has been a source of good practice to be shared with projects in other countries.

During the selection process, which took place in the period July to October 2006, GENDER worked with Gender Specialists and other members of the global Gender Network to promote gender mainstreaming in the individual field project documents, and provided technical support towards achieving it. Several of the project documents originally submitted had paid little attention to this aspect.

During the process of selection, GENDER also advised on human and financial resources needed to implement the gender mainstreaming strategy. Therefore, although no specific gender-mainstreaming criteria were employed during the selection of

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[4] Full details of documentation reviewed, persons interviewed, and a copy of the questionnaire circulated are attached at Annexes 2 and 3 and 4 respectively.

projects, actions by GENDER already allowed for this element to be strengthened in some of the projects eventually selected.

Whilst some of the projects have been able to integrate elements of a gender mainstreaming strategy from the outset, others have been through a more gradual and still ongoing process. In this they have been supported and assisted by technical assistance missions and advice from GENDER and other sources of technical expertise available in ILO at Regional, Sub-Regional, country office and project levels. Specific methodologies such as that of the Participatory Gender Audit (PGA), and various knowledge-sharing events have been instrumental in enabling projects to progressively mainstream gender.

3.2 Role of Gender Focal Point Network

In providing support to the NICP HQ and field projects, the CTA, and other technical specialists of GENDER, none of whom work full-time on the project, work with and through the Gender Specialists and other members of the global Network of GFPs. Although the need for an Implementation Plan, and for 'the establishment of intersecting work plans and information-sharing mechanisms between GENDER and the various project staff of the ILO field offices and units involved' is mentioned in the Project Document[5] this does not appear to have taken place, and contacts and collaboration are assured through informal, though regular, exchanges (Skype, e-mail), missions, and meetings.

The Gender Specialists and other members of the global Gender Network, in addition to providing technical support in collaboration with GENDER, also act as a sounding board through responding to surveys such as those designed to determine the most effective mainstreaming tools, and the knowledge-sharing needs of the Network.

3.3 Logical Framework presentation

In the light of the intentionally fluid, reactive as well as proactive nature of the Gender Mainstreaming Project, it would have been helpful to have in the Project Document and in subsequent annual progress reports a classic Logical Framework[6] demonstrating an intervention logic with a full sequence of presumed cause and effect relationships among the different levels (Activities, Outputs, Outcomes and Goal). These cause and effect relationships between different levels should also be mediated by possible risks and assumptions which can explain shortfalls, changes of direction or indeed excess of success.

A more nuanced Logframe would have also enabled the project's management to monitor and demonstrate more clearly the relationship between, for example, inputs and activities, outputs and outcomes.

As the monitoring and evaluation strategies of individual projects are outside the responsibilities of the Gender Mainstreaming Project, it would have been helpful had the project's Logframe detailed more carefully processes which fall within the remit of the Gender Mainstreaming Project, as well as indicating their assumptions for the success of those activities under individual project control. Such a presentation would have made

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[5] Project Document (INT/06/61/NET), page 10.
[6] A model is available in the ILO Technical Cooperation Manual, and also included in the package 'Gender Mainstreaming – A Management tool for promoting gender equality in Technical Cooperation projects within the ILO/Netherlands Partnership Programme 2004-2006'. See also TC-RAM guidelines for the Preparation of Summary Project Outlines.

more explicit the extent and limitations of the responsibilities of the Gender Mainstreaming Project with regard for example to providing beneficiary projects with monitoring and evaluation mechanisms, or knowledge-sharing strategies, or to supporting action plans generated by the PGA process or knowledge-sharing events. Many of the Gender Mainstreaming Projects' actions in capacity-building for example are at the level of Inputs and Activities; whereas tool development is an Output of which the Outcome beyond dissemination is not within their remit.

Equally importantly, the more conventional Logframe also allows for the inclusion of policy level information which would have been an excellent opportunity in the case of the Gender Mainstreaming Project to demonstrate the coherence of project with ILO's policy on gender equality and gender mainstreaming, and the contribution of the project to the evolving gender policy of the Organization.

In addition, for such components as the PGA, input from the project has proved to be the entry point for gender mainstreaming not only into DWCPs, but also into the UNDAF process in certain countries due to the involvement of other UN agencies in PGA training, and into national policy-making and institution-building.

As was noted also in the Final Evaluation Report of INT/04/53/NET[7] there is not always total clarity in the usage of the terms Outputs and Outcomes on the one hand, nor Targets and Indicators on the other. It may be difficult for this type of service-delivery project to ensuring that Indicators are objectively verifiable and SMART (Specific, Measurable, Attainable, Relevant and Timebound) other than perhaps at the level of activities and outputs when so much of the responsibility for outcomes and recording outcomes is out of their hands.

Some of the field projects appear to have developed more comprehensive Logical Frameworks, and also present the data in a sex-disaggregated fashion with respect for example to facilitators trained, or participants attending capacity-building events.

It is understood by the Evaluator that a new project document template is being developed by the PARDEV that will address these issues and will result in a project design more consistent with the Results Based Management Approach pursued by the Organization[8].

4. Relevance and strategic fit

4.1 Relevance to ILO's organizational policy on gender mainstreaming

The Gender Mainstreaming Project's objectives and outcomes are quite consistent with ILO's policy on gender equality as expressed through its Action Plan for Gender Equality (2008-2009) and the Joint Immediate Outcome on gender equality reflected in the Programme and Budget 2006-07 and 2008-09. The Gender Mainstreaming Project also illustrates and implements the ILO Governing Body's decision of March 2005 which calls for systematic integration of gender equality in all ILO's technical cooperation projects[9].

The project has contributed to a number of important global events which have enhanced ILO's profile as a leader in gender equality mainstreaming. Notable amongst these events was the 98th Session of the International Labour Conference (ILC) in 2009

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[7] See above Footnote 2
[8] Results-Based Management in the ILO – a Guidebook, ILO July 2008
[9] Project Document (INT/06/61/NET), page 2.

on "Gender Equality at the Heart of Decent Work" which was preceded by a twelve-month Communication Campaign on the major gender equality issues in the world of work. The CTA of the Gender Mainstreaming Project collaborated with other GENDER officials in the planning and implementation of aspects of the campaign and project funds were also allocated to this process. The successes of two NICP field projects, namely those in Yemen and Kyrgyzstan, were highlighted through the campaign materials, in the Report prepared for the ILC and in the reporting of the event.

4.2 Consistent with previous donor support to gender mainstreaming in the ILO

The Government of the Netherlands has indeed been one of the most supportive donors to ILO's efforts to advance gender equality in the world of work amongst its constituents and the current project is quite consistent with the thrust of previous cooperation.

Specifically, the Gender Mainstreaming Project continues and expands upon experience gained through the knowledge-sharing project on gender equality implemented under the ILO/NPP 2004-2006 under which the overall approach to mainstreaming gender in priority technical areas throughout the project cycle has been developed. The current project has placed special emphasis on gender mainstreaming into country-specific DWCPs. Tools and mechanisms of proven effectiveness have been applied and developed further.

4.3 Consistent with the work of GENDER overall

The CTA and other GENDER staff periodically involved in the NICP projects are all involved in the overall work of GENDER. It is clear that the NICP project is integrated in and consistent with GENDER's work within ILO as it is charged with implementing the overall ILO gender equality policy, and specifically with its work at policy level on gender mainstreaming in DWCPs. GENDER is involved in quality control of DWCP drafts with respect to integration of gender concerns as well as in providing technical support along with other elements of the global Gender Network through PGAs and other mechanisms at the field level.

The Gender Mainstreaming Project is consistent with the work of GENDER funded by other donors (Denmark, Sweden, UK/DFID) and there is considerable exchange between the projects in terms of informal sharing of knowledge and experience.

4.4 Relevance at country level

The Integrated Progress Report (2008), issued by PARDEV, showed that all the NICP beneficiary projects had contributed to gender mainstreaming in DWCPs, and to tripartism and social dialogue to varying degrees in the respective countries, as a result of support received from the Gender Mainstreaming Project.[10] As is explored further under the section on Sustainability, gender mainstreaming actions through the NICP projects have resulted in actions at policy, institutional and beneficiary level in several countries.

4.5 ILO collaboration with the UN system

In several countries, the NICP projects, particularly through the PGA, have enhanced ILO's presence and collaboration within the UN system. The UN Inter-Agency Network on Women and Gender Equality (2008) proposed that ILO's PGA could strengthen overall UN programming on gender equality at country level particularly by introducing PGAs to UN Country Teams (UNCTs) in select UN "Delivering as One" pilot countries

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[10] See Integrated Report PARDEV 2008

(e.g. Mozambique). The PGA is seen as a complementary tool to the UN Gender Scorecard already in use in some countries and has been a major factor in mainstreaming gender in NICP project activities.

5. Implementation

5.1 GENDER and global Gender Focal Point Network

The Gender Mainstreaming Project provides technical assistance to the four Headquarters and eleven field-based projects included under the NICP. The CTA manages the project under the supervision of the Director of GENDER and with the support of other specialists in the Bureau. None of these staff work full-time on this project but are also involved in other projects managed by GENDER. The CTA and other GENDER colleagues work with and through the Gender Specialists and other members of the global Network described as 'a major technical resource' which is 'cross-sectoral in nature and operates at many different levels'. In this way, support to NICP projects is mainstreamed across the Organization.

Although the need for an Implementation Plan, and for 'the establishment of intersecting work plans and information-sharing mechanisms between GENDER and the various project staff of the ILO field offices and units involved' is mentioned in the Project Document[11] this was subsequently not considered necessary or indeed possible given the reactive and evolving nature of the project.

Regular communication between the CTA of the project and the Gender Specialists and other members of the global Gender Network appears to be informal, and needs-based, primarily by internet or telephone. However, the global Gender Network meets annually to discuss achievements and challenges and to decide on strategies for the coming year. At these meetings, support to the Netherlands-funded projects have been discussed in the context of the Organization's gender mainstreaming efforts overall.

The ILO Gender Specialists and other members of the global Gender Network also act as a sounding-board for activities under the NICP and other projects managed by GENDER and have for example responded to two surveys concerning the usefulness of mainstreaming tools currently available in the ILO, and on Knowledge Management in the Gender Network.[12]

Whilst many requests from projects come directly to GENDER, the actual response to those requests may be provided by some other ILO expertise or by external consultants (national or international). When staff of GENDER provide direct services to the projects this is always done with the collaboration and knowledge of ILO Gender Specialists at regional, sub-regional, country office and project level.

The main elements of technical assistance support to gender mainstreaming in the beneficiary projects provided by the Gender Mainstreaming Project are tools development, capacity-building and training, PGA, knowledge-sharing, information and communication. There is of course some considerable degree of overlap between these categories but this report has tried to reflect the usage followed in the progress reports issued by GENDER.

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[11] Project Document (INT/06/61/NET) ,page 10
[12] See Report on a Survey of ILO Tools on Gender Mainstreaming March 29-April 20, 2007; Knowledge Management in the gender network (Mark Steinlin, 2007)

5.2 Tools, guidelines and publications

The Gender Mainstreaming Project has been proactive in providing tools, guidance and advice to the NICP projects both in Headquarters and the field beginning during the selection process which took place in 2006. During this phase, GENDER, working with the ILO Gender Specialists and other members of global Gender Network as necessary provided tools and technical support towards the incorporation of gender mainstreaming strategies for specific country and programme contexts.

Notable amongst these tools is "Gender Mainstreaming – A management tool for promoting gender equality in technical cooperation projects within the ILO/Netherlands Partnership Programme 2004-2006" which was disseminated to all NICP projects.

This 'tool' is a series of checklists and recommendations developed under the coordination project "Managing and Sharing Knowledge on Gender Equality in the World of Work" in an effort to promote a consistent way of mainstreaming gender issues in the ILO/NPP. The checklists were developed through a consultative process with ILO's Gender Network.

In its early stages, the Gender Mainstreaming Project took the initiative to conduct a survey of tools already available in ILO for mainstreaming gender, and an assessment of their effectiveness and accessibility.[13] The survey aimed to "map the usage of tools for gender mainstreaming amongst the Gender Network; gather information about their perceived accessibility and effectiveness, and identify future needs for tools development". The survey showed that there was a need for gender mainstreaming tools which demonstrate the mainstreaming process with respect to specific sectors and technical areas.

As a result of this exercise an annotated bibliography of 134 selected tools "Mainstreaming Gender – An Annotated Bibliography of Selected ILO Tools for Mainstreaming Gender in the World of Work" was published and disseminated to the NICP projects. Though not aiming to be exhaustive the bibliography presents a representative cross-section of gender mainstreaming tools that have been developed by the ILO since 2000.

In 2007, a compilation of Good Practices in Mainstreaming Gender in ILO Technical Cooperation Projects, which includes case studies from Netherlands-funded projects was prepared and distributed to ILO staff, tripartite constituents and other stakeholders associated with the implementation of ILO technical cooperation projects and programmes.

Whilst the Evaluator was not able to gather detailed information on utilization or adaptation of these tools at the project level, it seems clear that they have contributed to the gender mainstreaming reported in successive Progress Reports compiled by GENDER and PARDEV. It is to be expected that the Final Evaluations being conducted by individual field projects will comment further on the utilization of these tools and their adaptation to different sectoral and country contexts.

A number of other tools and guidelines have been produced under the Gender Mainstreaming Project in collaboration with other units and projects.

These include a sensitization module on mainstreaming gender in Local Economic Development (LED) which is an area of work of the Job Creation and Enterprise

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[13] Report on a Survey of ILO tools on Gender Mainstreaming March 29-April 20, 2007.

Development Department (EMP/ENTERPRISE). The project provided support to the LED gender specialist and to the field-testing of the guidelines in Kyrgyzstan and Nepal. The project also supported a study on Gender Dimensions of Youth Unemployment; co-funded a publication on "Domestic Workers: Towards an international labour standard", and also supported a Gender Equality Mainstreaming Strategy (GEMS) Tools for Asia and the Pacific in cooperation with the ILO Sub-Regional Office in Bangkok.

A series of guidelines for mainstreaming gender into actions targeting indigenous peoples was also produced in collaboration with the Netherlands-funded project in Cameroon.

The ILO Participatory Gender Audit Manual for facilitators, originally available in English, French and Spanish, has now been translated into Arabic, Bahasa Indonesia, Portuguese and Russian.

5.3 Capacity-building and training

The project has supported a large number of capacity-building and training events at global, inter-regional and regional levels. Other trainings have been conducted at the level of individual projects with constituents and stakeholders at national, provincial and local levels.

In 2007, two inter-regional 'knowledge-sharing' workshops on Decent Work, Gender Equality and Tripartism were hosted for NICP projects staff , the first being in Addis Ababa (July 2007) and the second in Jakarta (December 2007). The approach to 'knowledge-sharing' as used in the specific context of these training events has evolved over the life of the project. Knowledge-sharing events include a strong element of awareness-creation and attitude change at the individual level, training in gender mainstreaming techniques and approaches, and exchange of experience between the participants. At the close of the event individual action plans are developed.

In May 2008, a global workshop was held at ITC/ILO Turin for GFPs to which NICP project staff were also invited. An objective of the workshop was to raise participants' awareness about the ILO Action Plan for Gender Equality 2008-09 and to establish in a participatory way the responsibilities of individuals and units of the Organization for its implementation. This workshop was held in collaboration with a DFID-funded gender mainstreaming project managed by GENDER.

In December 2008, a global workshop on sustainability for NICP projects was hosted at ITC/ILO Turin. Gender mainstreaming was one of the topics covered during this event. The workshop was organized by PARDEV with the collaboration of GENDER, and was attended by NICP project CTAs and coordinators, as well as by concerned ILO staff, including representatives of ACT/EMP and ACTRAV. The meeting provided an opportunity to introduce ILO evaluation practices and guidelines, and to align monitoring and evaluation practices of NICP projects with the DWCP approach. The newly developed guideline for gender-sensitive evaluation of technical cooperation projects was distributed to participants.[14]

Other capacity-building events at the field level include collaboration between the Gender Mainstreaming Project, ITC/ILO Turin, and the ILO Regional Office for Africa in training of project staff and constituents for the NICP project in Liberia resulting in a concrete action plan for enhancing gender mainstreaming in NICP interventions in that

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[14] Considering Gender in Monitoring and Evaluation of Projects – Evaluation Guidance, Evaluation Unit ILO September, 2007.

country. Similar capacity-building events were organized with NICP projects in Cameroon, Mozambique and the Pacific Islands in 2009.

In December 2008, GENDER through the Gender Mainstreaming Project supported and gave input to a training activity organized with ACT/EMP for ILO Employers' Specialists from Headquarters and the field in strengthening gender mainstreaming through employers' associations.

5.4 Participatory Gender Audit

'A Gender Audit enhances the collective capacity of the Organization and its constituent units to examine its activities from a gender perspective and to identify strengths and weaknesses in promoting gender equality issues.'[15] PGAs can thus establish the gender equality baseline conditions at the time of the audit and provide the basis for a gender mainstreaming strategy.

The PGA has been included as a Global Product in the 2008-09 ILO Programme and Budget in support of the Joint Immediate Outcomes on gender equality and a number of PGAs have previously been conducted with ILO field offices and HQ units.

The PGAs appear to have been one of the overwhelming success stories of the Gender Mainstreaming Project. PGA facilitators have been trained amongst ILO constituents in Yemen (May 2007), Mozambique (January 2008), Kyrgyzstan (February 2008) and Indonesia (April 2008). Trained facilitators have subsequently conducted gender audits with ILO constituents in those countries.

In 2007, following extensive consultations with the NICP projects in Yemen and Mozambique, it was agreed that it would be particularly beneficial to conduct PGAs whilst constituents were actively engaged in the consultations on the emerging DWCPs. GENDER, through the NICP project, with support from the PGA Coordinator based in GENDER, initiated a three-step process including (i) translation and adaptation of material, including translation of the ILO Participatory Gender Audit Manual for Facilitators into Arabic (for Yemen and other Arabic–speaking countries) and into Portuguese for Mozambique and other Lusophone countries; (ii) training of gender audit facilitators with ILO constituents; (iii) the implementation of participatory gender audits amongst ILO constituents conducted by trained facilitators.

In some other countries, the PGA approach has been adopted by other national institutions beyond the immediate group of ILO constituents. In Kyrgyzstan for example, collaboration with the United Nations Development Programme (UNDP) on the PGA led to the signing of a Memorandum of Understanding (MOU) for conducting the PGA within national parliamentary structures.

In addition to the training received by constituents in the various countries where PGAs have taken place, an annual open course on PGA hosted at the ITC/ILO Turin has also been attended by some participants funded through NICP.

The UN Inter-Agency Network on Women and Gender Equality (IANWGE) has recognized the PGA 'as a potent tool for strengthening gender mainstreaming in joint UN programming'. As concerns the NICP countries, this initiative has progressed furthest in Mozambique which is a UN "Delivering as One" pilot country where an ILO-led training of UN PGA facilitators took place in November 2008. The project also received a request

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[15] A Manual for Gender Audit Facilitators – the ILO Participatory Gender Audit Methodology ILO, Geneva 2007

from the United Nations Development Programme (UNFPA) in Yemen to produce an ILO/UNFPA gender audit tool.

ILO good practices in PGA were shared at a high-level UN retreat in Hanoi, Viet Nam, in November 2008, on experiences in mainstreaming gender in the "Delivering as One" setting.

5.5 Knowledge-sharing and knowledge management

Knowledge-sharing, whilst the most all-pervasive of the projects' activities, is perhaps the hardest to assess. In such a complex project, knowledge needs to be shared along many different dimensions between different stakeholders and through different media.

Knowledge-sharing strategy development

For the Gender Mainstreaming Project, knowledge-sharing remains a specific project output as well as a strategy for implementing project activities. Knowledge-sharing in its broadest sense is the essence of the project. It is noted in the Progress Report prepared by the Bureau in 2006 that GENDER will finalize a strategy for knowledge-sharing and knowledge management amongst the Netherlands-funded projects although it is not clear to what extent this component has been systematized. Individual projects are also said to have developed their own knowledge-sharing strategies though the Evaluator was not able to verify this and this lies outside the remit of the Gender Mainstreaming Project. An organizational strategy for knowledge-sharing was presented at the November 2007 session of the ILO Governing Body. This organizational knowledge-sharing strategy was based inter alia on experiences under the previous and current Netherlands-funded gender-mainstreaming projects.

Knowledge-sharing with field projects

The Gender Mainstreaming Project shares knowledge and information about gender mainstreaming in DWCPs with the other NICP projects, their constituents and partners through providing tools and capacity-building through various media such as the PGA and so-called 'knowledge-sharing' events. At the country level, other donors particularly those concerned with the UNDAF in some countries, and other national institutions, are also beneficiaries of this knowledge-sharing.

Knowledge-sharing in the Organization

The CTA and other staff involved in the NICP project also share knowledge, information and tools on gender mainstreaming approaches in the DWCPs with other units in ILO Headquarters notably with ACT/EMP and ACTRAV and with other members of the global Gender Network through a variety of media – meetings, e-mails, regular interaction. To what extent compilation of best practices is systematically recorded and disseminated is less clear.

The CTA and other GENDER staff involved in the NICP project contributed to knowledge sharing about project activities through their collaboration in the preparation of and participation in global events notably the 98th Session of the ILC in June 2009. Good practices and achievements of some NICP projects were highlighted in the year-long campaign leading up to the event and in the conference report.

Knowledge-sharing with the donor

Knowledge about the progress of the projects is shared with the donor on a yearly basis. GENDER produces annual reports on progress for the Gender Mainstreaming Project and contributes to the Integrated Progress Reports prepared by PARDEV for

presentation to the donor annually. With support from GENDER, a gender-mainstreaming field has been inserted in progress report template although some projects still group gender mainstreaming activities in the same paragraph with tripartism and social dialogue which are also mainstreamed. GENDER participates in the annual review meeting between ILO and the Government of the Netherlands.

Data-bases

Important platforms for knowledge-sharing in this field, though not specific to the NICP projects, are the ILO's 'online gender equality tool' and knowledge base of good practices www.ilo.org/gender, and the online resource guide set up by GENDER and ILO's Library[16]. The tools included in the bibliography compiled under the project are available on these websites, along with other information and links to other important sources on gender mainstreaming.

GENDER is also said to contribute information and resources to the NICP online community portal (Plone) administered by PARDEV, which whilst in principle "accessible to all NICP projects for sharing relevant project information, including strategies for mainstreaming gender"[17] in practice seems to be visited by very few people either at Headquarters or in the field. The Evaluator has not had access but it was reported that there is a complex system of passwords to protect the integrity of the site and that individual users cannot upload information to the site directly. This online community portal appears already to have been problematic in the previous Netherlands-funded Gender Mainstreaming Project (under ILO/NPP) and possibly requires re-thinking[18].

5.6 Communication[19]

In June 2008, ILO launched a twelve-month, multi-media advocacy and awareness-raising campaign on Gender Equality at the Heart of Decent Work leading up to the 2009 ILC discussion on the same theme. Some funds were allocated to this campaign from the Gender Mainstreaming Project. The campaign was carefully designed to address twelve different gender equality issues in the world of work. These campaign themes corresponded to gender equality issues at different points in the individual life cycle from maternity protection to pension schemes and were timed to ensure maximum impact by 'hooking onto' different global events and international days of celebration.

A large number of high quality communication materials were produced and distributed through a variety of global, regional and country events as well as through the extensive mailing list compiled for the campaign which has global outreach.

The campaign web-site was very attractively designed and interactive. The volume of demand and the reactions of different consumers were gauged through the measurement of traffic on the website and the demands for information and materials received at the dedicated e-mail address for the campaign.

The campaign and the ILC discussion are considered to have contributed greatly to the establishment of ILO's profile as a gender equality actor on the global stage and highlighted in a very effective way through adopting the life cycle approach the totality of gender equality issues in the world of work. Several of the campaign's themes are

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[16] http://www.ilo.org/public/English/support/lib/resource/subject/gender.htm#more
[17] Integrated NICP Progress Report 2008, page 15.
[18] See Report cited at Footnote 2 page 13.
[19] Report (draft) of the Final and Independent Evaluation of the project Gender Equality at the Heart of Decent Work: Harnessing the full potential of the 2009 ILO Conference (GLO/07/17/NOR).

central to the projects implemented under the NICP and the Gender Mainstreaming Project collaborated with the advocacy campaign thanks to the additional resources allocated by the donor. Two of the NICP projects (Yemen and Kyrgyzstan) featured in the campaign materials as examples of good practice. GENDER's involvement in the communication campaign as well as in preparing the Report the ILC discussion ensured that all their mainstreaming activities including those under the NICP were discussed and recognized during the Conference and in the Conference Report.

6. Efficiency of resource use

The original budget of USD 850,000 appears to be relatively modest for the range of project activities envisaged at the outset, and with project activities attracting more demand by their visibility and success this has placed a strain on the budget and on human resources. GENDER had in fact raised concern that original budget was insufficient to sustain activities; however they have been very effective in establishing cost-sharing arrangements for activities with other ILO units and projects, with field offices and with other donors, such as DFID, for capacity-building and training events.

The Integrated Progress Report of 2007 showed that for a variety of reasons the start-up phase of most projects had taken longer than had been anticipated. Consequently, PARDEV with other backstopping units in headquarters and with ILO field offices has been monitoring more closely results-based project delivery of all projects. In 2008, five projects were asked to conduct a mid-term evaluation that would lead to a re-designed project strategy, and revised work plan and budget. As a result of the information generated through these Mid-Term Evaluations, the budgets of four of the projects were reduced and the budgets of better performing projects have been increased.

The CTA of the Gender Mainstreaming Project has the authority to reallocate resources between budget lines and between projects in order to optimize use of funds. In order to further maximize resource utilization, some efforts have been concentrated in 'One-UN' pilot countries where there was scope for cost-sharing with other initiatives.

As a result of its consistently high delivery rate, the Gender Mainstreaming project has twice (March and September 2008) requested and received additional funding under the NICP umbrella in the sums of USD 200,000 and USD 250,000 respectively[20].

7. Effectiveness of management arrangements

7.1 CTA in GENDER

As noted earlier, the project is managed by the CTA under the supervision of the Director of GENDER. The CTA receives support as need arises from other staff of GENDER and Headquarters units and from consultants. The success of the project is due in a large measure not only to the technical strength of the CTA and other GENDER, Gender Specialist and GFP colleagues but also due to the CTA's ability to identify strategic entry points for networking and to manage the human and financial resources to address those opportunities.

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[20] See MINUTE SHEETs (REF :TF 42-01-2-A-1-12-Z) of 16.04.2008 and 15.10.2008 signed by the Director, Bureau of Gender Equality.

7.2 Monitoring and evaluation

According to the arrangement of June 2006 between the Netherlands Ministry for Development Cooperation and ILO, the NICP projects follow the normal monitoring and evaluation mechanisms of ILO. In the annual Programme Review Meetings, the Ministry or the ILO may make proposals for independent evaluations to be carried out either mid-term, final or ex-post, covering one or more of the technical components. As we have seen from the preceding paragraph, in 2007 PARDEV required five of the projects to undertake mid-term evaluations which resulted in reprogramming of funds by four of those projects to better performing projects.

Although the newly developed guideline for gender-sensitive evaluation of technical cooperation projects was distributed to projects in 2008 it is not clear to what extent individual projects have developed internal monitoring and evaluation plans or what kind of data is routinely recorded at project level. This is important with respect to evaluating outputs and outcomes of the variety of inputs (capacity-building and training, tools development, PGAs etc.) provided by the Gender Mainstreaming Project.

7.3 Reporting

In order to improve recording of progress on gender mainstreaming, GENDER has worked with PARDEV to build a specific gender mainstreaming field into the standard monitoring and reporting templates. Individual projects, including the project managed by GENDER, submit annual reports to PARDEV which in turn submits them to the donor. Only the Integrated Progress Report of 2008 was available to the Evaluator but as they seem to be quite analytical, they represent a valuable source of data.

8. Sustainability

The sustainability of project effects and impact with respect to the two main outcomes depends upon a number of factors which have already been noted throughout the evaluation report and will be briefly summarized again here. In general, the sustainability of a project beyond its life-time depends on the extent to which it has embedded itself in other institutions and ongoing processes at global, organizational and country levels – the essence of 'mainstreaming'; and perhaps also to its visibility and identity which may be the antithesis of mainstreaming.

Amongst those factors which enable the effects of the project to be sustained beyond its life-time are:

8.1 Strategic fit

The strategic fit of the project with the overall policy and programme of gender mainstreaming being pursued by ILO and its contribution to the evolving policy.

8.2 Compatibility with donor approach

The compatibility of the project with the approach to gender equality pursued by the donor.

8.3 Success in enhancing capacity of key stakeholders

The enhancement of the capacity to mainstream gender of ILO staff, constituents, other national partners and the ultimate project beneficiaries, particularly with respect to mainstreaming gender in the respective DWCPs.

8.4 Contribution of new tools and approaches

The testing and dissemination of effective existing gender mainstreaming tools to the project level in sub-sectoral and country environments, the production of new engendered tools and guidelines and the translation of these and existing tools into other languages.

8.5 Engendering of national policies and institutions at the field level; empowering beneficiaries

Engendering of national policies and institutions as a result of gender mainstreaming activities in the NICP projects.

8.6 Development of strategic partnerships

The development of strategic partnerships for gender mainstreaming with UN agencies under the UNDAF Framework in "Delivering as One" pilot countries, and with other donors at Headquarters and field level.

8.7 Project visibility and identity

The visibility of the project through its gender mainstreaming efforts.

9. Conclusions and Recommendations

9.1 Conclusions: Scope and methodology of the evaluation

This Final Evaluation is biased towards information on activities initiated by the supply end of the spectrum represented by the CTA and other technical resources based in GENDER and in the global Gender Network, and will be complemented by final evaluations ongoing in the NICP 'beneficiary' projects which received services and support from the Gender Mainstreaming Project. However, some analysis of project progress reports and interviews with project staff and constituents clearly indicate that the project has good achievements under Outcome 1, namely, that 'ILO staff, constituents and other partners involved in the implementation of NICP have increased capacity to support poverty alleviation through designing and implementing gender-sensitive Decent Work Country Programmes'. It appears indeed that in some aspects such as the collaboration with the UNCTs, individual UN agencies, as well as with national partners outside the project borders (e.g. parliamentarians in Kyrgyzstan) the original expectations have been exceeded.

With regard to Outcome 2, that 'ILO staff and constituents have access to and apply an expanded knowledge base of gender equality strategies thereby contributing to the Organization's mainstreamed strategy on gender equality', it is also clear that many useful tools and approaches have been supplied by the project through distribution of bibliographies, through capacity-building and training, the PGA, knowledge-sharing events, study tours etc, it is less clear that knowledge generated through application of these tools and approaches at field project level is tracked, captured stored and disseminated efficiently. Project progress reports which are sent to PARDEV for compilation and forwarding to the donor contain information on achievements which needs to be developed into case studies and best practices and shared not only with the donor but with other projects. Some project reports (Cameroon, Kyrgyzstan, Liberia) already contain good practices and case studies but it is not clear how these are recorded and disseminated. The online platform (Plone) which was intended for this purpose appears for a variety of reasons not to function and is not being accessed even by HQ staff interviewed.

Recommendation

Design of evaluations of similar service-delivery projects in the future should give equal emphasis to input from the demand or beneficiary side and to input from the service-provider. Whilst the constraints of the relatively short time-frame of the project are considerable, this could be achieved, as was done for the previous Netherlands-funded Gender Mainstreaming Project, by ensuring that final evaluations of 'beneficiary' projects are available to the Evaluator of the 'service-provider'. A second and perhaps less viable option would be to have all the projects evaluated in one exercise. The TORs of all evaluations must be designed to ensure that the scope of the evaluations is complementary.

9.2 Conclusions: Design of project

Through the Gender Mainstreaming Project, GENDER has provided a wide range of services and support to very different projects in a wide range of countries which is an excellent achievement.

Whilst not intending to deify the Logical Framework – a good logframe is not an infallible indication of a good project – nevertheless, a more developed Logical Framework would do greater justice to the complexity of the project, and make its undoubted achievements easier to demonstrate. It would also assist in defining those activities and events which fall outside the direct remit and responsibilities of the Gender Mainstreaming Project such as the implementation of the Action Plans generated by the PGAs or through major "knowledge-sharing" events; or the development of a monitoring and evaluation plan or a knowledge-sharing strategy at the level of individual field projects.

In terms of analyzing successes and also recording and reporting on why plans have changed (e.g. the Technical Implementation Plan not developed) or why things have not happened as intended (e.g. the Plone online communication portal set up for the NICP projects to be used for mapping strategies and good practices not utilized) it would have been helpful to have a more analytical presentation of the project initially as would have been possible using the classic Logical Framework.

It could be argued that in order to give full reign to responsiveness and innovation, which, as this project has demonstrated, is necessary for effective mainstreaming, it is also essential to record and analyze that which can be recorded.

A more analytical presentation would also have facilitated a clearer demonstration of the linkages between the activities and achievements at field level and ILO's overall policy and its growing leadership on gender equality. This would be helpful in ensuring that gender equality continues to be given its due weight in the organizational scheme of things.

Recommendation

In this type of project, a relatively broad brush-stroke approach to planning needs to be complemented by more detailed monitoring and evaluation mechanisms. It is recommended that in future projects a more comprehensive Logical Framework, which is more in line with Results-Based Management, is used. The Evaluator understands that work on a new project template is already ongoing in PARDEV.

9.3 Conclusions: Relevance and strategic fit

The project has made good use of previous experience and is clearly in line with ILO's organizational gender equality goals and has contributed to achieving them through mainstreaming gender in DWCPs in the project countries. Experience derived from the project has also contributed to ILO's evolving policies and strengthened the Organization's profile with respect to gender equality.

The project will continue to drive the project forward beyond its life-time through capacity-building of constituents and other partners and through embedding the approaches used, particularly the PGA, into the wider UN system.

Recommendation

There are no particular recommendations under this item.

9.4 Conclusions: Implementation modalities overall

The need to remain fluid and responsive to demand from field-based projects is well-taken and indeed militates against the establishment of a very detailed overall technical implementation plan and work plans. However, the more detailed initial presentation of the project through a comprehensive Logframe noted above, and subsequent more analytical reporting through the Progress Reports, would have to some extent fulfilled the function of an overall implementation plan.

The majority of requests come from projects directly to the CTA, which is obviously very time-consuming for someone who is also engaged in other projects. Some field projects appear to relate more directly to the ILO field office in which case the burden of coordination on the CTA may be somewhat decentralized, though remains considerable.

Some members of the global Gender Network expressed the view that more planning and advance notice would be helpful in providing full support to these activities. This perhaps indicates a need for a better system of routine networking and information-sharing amongst the members of the network in addition to the interpersonal contacts and the annual planning meetings. This request was also made during the survey conducted in 2007 of available tools, i.e. that some GFPs would like more systematic and routine-information-sharing on current events, tools available, good practices etc.

It was noted in the evaluation report of the previous Netherlands-funded gender mainstreaming project that the capacity and effectiveness of the Gender Network varied very much across regions which would clearly be an important factor in assessing the quality of support provided to individual field projects.

Collaboration between the Gender Mainstreaming Project, PARDEV, ACT/EMP, ACTRAV, EMP/ENTERPRISE and other HQ units seems to be effective and appreciated.

Recommendations

This type of service-providing project is very time-consuming and, as is frequently noted in GENDER's progress reports, can be 'a victim 'of its own success' which is to say that the more effective its services the greater the demand generated. It can be noted here that the recommendations for strengthening certain aspects of the project contained in this Final Evaluation could not have been achieved in this project time-frame without additional human resources.

There is some scope for developing a regular system of information-sharing amongst the Gender Network, in addition to the annual planning meetings and more ad hoc contacts which may be considerable but hard to evaluate. This might be particularly important in the light of the different capacities of the network in different regions. There are models available from other donors which could be adapted such as the GenderNet of the UNDP which appears to be an effective way of routinely sharing information as well as being used to conduct in-depth e-discussions on topics of interest.

9.5 Conclusions: Tools, guidelines and publications

As noted above, the Gender Mainstreaming Project has been very effective in compiling and distributing tried and tested 'tools', in developing new sector or sub-sector specific mainstreaming guidelines, and in translating effective materials into other languages.

The tools compiled have been validated by the global Gender Network and it would be important now to have more data on their utilization and adaptation at field level. The bibliography for example seems more attuned to the need for specialists and facilitators to have a comprehensive resource (although all or most are also found on the websites) than to hands-on practical use. It will therefore be very interesting to see from Final Evaluations of individual projects how the tools have been used and adapted in the field.

Recommendations

A tendency is noted to call everything a 'tool'. It would be helpful to the user as well as to the Evaluator to distinguish between practical checklists for gender-mainstreaming, i.e. 'tools' for gender mainstreaming, and other resources such as studies, bibliographies, conventions and declarations etc., which are only instrumental in a very broad sense.

Information needs be obtained either from the final NICP evaluations or through special surveys from project staff and constituents on utilization of tools and their adaptation. Tools which have been effectively used and/or adapted and new tools developed either at HQ or field level need to be recorded and shared with potential users in-country, as well as added to the Organization's data-base at HQ and field levels.

Information from interviews suggests that what may be needed now by some projects and in some countries is 'tools' and good practices addressed to some particular aspect of gender mainstreaming in the DWCP. Several interviewees for example spoke of the need to know about strategies which had worked in persuading Chambers of Commerce that gender equality and equal opportunities actions were workable and beneficial for them as well as for the workers. Others mentioned that Trades Unions which were predominantly male had special difficulty in appreciating initially how 'gender mainstreaming', often understood as "women's affairs", concerned them. Some interviewees said that they would like more 'tools' to explain and promote the relatively abstract notion of DWCP. There is perhaps scope for some special attention to be paid to these and other issues if existing materials do not already address them.

9.6 Conclusions: Capacity-building and training

The project has supported a large number of training and capacity-building events under various rubrics such as knowledge-sharing and PGA (also addressed separately below). As an outside observer who has not participated in any of these exercises, the Evaluator would like to make two minor observations initially relating to the conceptualization of these events.

First, whilst it has become something of a 'brand' image and therefore perhaps important to the project's identity and visibility, the use of the generic term 'knowledge-sharing' to describe a particular event or approach may create confusion. Surely all capacity-building events result ideally in sharing of knowledge, and conversely knowledge is also shared by other means and media. Knowledge-sharing is also a specific project outcome as well as an implementation strategy so perhaps a new rubric could be found to describe these events? Or perhaps the Evaluator is the only person confused in which case no change is indicated.

Second, and again as an outside observer, some of the special features of knowledge-sharing, i.e. individual awareness-creation and attitude change, as well as drawing up of action plans to implement knowledge and information gained, appear to be very similar to the special features of the PGA approach. It is understood also that in both cases the awareness-creation and attitude change is followed by technical instruction on gender mainstreaming. Perhaps through the PGA there is more application of that technical knowledge through base-line setting etc. There may indeed be a continuum from personal transformation (knowledge-sharing and PGA) through technical instruction (knowledge-sharing and PGA) to application of that knowledge by establishing a gender mainstreaming strategy (primarily PGA). This is a question.

Several of those interviewed stated that whilst the "knowledge-sharing" events were exhilarating and could be transformational on a personal basis, the work plans generated at these events could not always be implemented as implementation required resources other than the informed enthusiasm of individual participants. Implementation of individual work plans required at a minimum that supervisors and other senior staff were also 'on board' and often also pointed to the need for additional financial resources.

Recommendations

There may be scope for a re-conceptualization of the various training and capacity-building approaches promoted through the project.

More thought needs to be given as to how to handle the action plans developed during the training which at the very least require, for their implementation, management approval and perhaps other resources which lie outside the remit of the Gender Mainstreaming Project.

It would also be essential to keep a data-base of those trained which is disaggregated not only by sex but also by job function and other categories (ILO/non-ILO; region/country; constituent; NGO; UN or other donor etc.). This would not only provide a concrete demonstration of project activities relevant to both project Outcomes but would also enable ILO staff in other projects and in different countries and regions to identify trained people in order to put that training to use, or to provide follow-up and refresher training if necessary. And of course to avoid training the same people in the same courses. This data should be available at HQ and field levels.

9.7 Conclusions: Participatory Gender Audits

The PGA methodology seems generally to have been very effective in promoting gender-mainstreaming within individual projects, as an entry point to mainstream gender into the DWCP, and in promoting collaboration with UNCTs and with national partners beyond the project.

Some people interviewed stated that there was sometimes confusion between training of gender audit facilitators and actually conducting a gender audit through trained facilitators, stressing that all of the steps need to be followed.

A number of interviewees also noted that whilst the PGA was a 'feel-good' process it also created demands which could not necessarily be met. Individual or group action plans emerging from the PGA process required resources and sometimes supervisor's approval before they could be implemented and where either or both of these were not forthcoming that led to frustration. Whilst it is clearly beyond the brief of the Gender Mainstreaming Project to resource all action plans arising out of PGA exercises some thought needs to be given to this issue prior to the conduct of PGAs in the future.

Recommendations

It is important that all involved fully understand the entire PGA process.

It would also be essential to keep a data-base of PGA facilitators trained which is disaggregated not only by sex but also by job function and other categories (region/country; constituent; NGO; UN agency etc.). This would not only provide a concrete demonstration of project activities relevant to both project Outcomes but would also enable ILO staff in other projects and in different countries and regions to identify trained people in order to put that training to use, or to provide follow-up and refresher training if necessary. This data should be available at HQ and field levels.

Some more consideration needs to be given to ensuring that action plans can be implemented and that awareness- and demand-creation do not give rise to frustration.

9.8 Conclusions: Knowledge-sharing and knowledge management

Knowledge-sharing, whilst a generic term, seems to have assumed a specific meaning under this project. As noted above, when interviewed about "knowledge-sharing" most interviewees mentioned their participation in one of the knowledge-sharing events where they had been able to share their achievements with participants from other projects.

However, 'knowledge-sharing' is a much broader activity and is the essence of the programme as aspects of information and knowledge on gender mainstreaming are being shared between different stakeholders through many different media.

It is clear that a lot of information is being transferred by the Gender Mainstreaming Project through providing tools and training events to and through the global Gender Network to the field projects and ILO's constituents, as well as other development partners and HQ units.

Project activities and achievements are reported upon annually to PARDEV and through them to the donor. For the most part, however, this reporting though quite analytical is administrative rather than technical. Information presented to the donor about gender mainstreaming in individual projects does not appear to be shared amongst the projects, and several interviewees said that they would like to have more information about what other projects were doing and about the Gender Mainstreaming Project overall. Whilst some good practices and successful events are noted in progress reports, these do not appear to be systematically recorded and shared.

Whilst there is a lot of knowledge being disseminated and shared, there appears to be considerable scope for more strategic thinking in order to develop a systematic knowledge-sharing strategy. A knowledge-sharing strategy is built on the same principles which underlie a communication strategy, being built upon the answers to the basic questions who needs what information from whom, through what media and

materials and in what sequence in order to achieve the goals of the project. The emphasis in a knowledge-sharing strategy, as in a communication strategy, is on two way communication, which is to say real sharing as opposed to dissemination or distribution. Such an approach would, inter alia, result in the optimal use of knowledge being generated within the system particularly coming from the field level.

More attention needs to be given to between project knowledge-sharing which is not just event based through, for example, better use of Internet capacity.

A lot of information is available from the websites www.ilo.org/gender and the online resource guide set up by GENDER and the ILO Library http://www.ilo.org/public/English/support/lib/resource/subject/gender.htm#more. For the most part, this information relates to organizational policies, events, tools and publications and provides links to other organizations and resources. These two sites do not appear to contain information on good practices and lessons learned from the NICP, which in principle should also be recorded on the Plone platform.

Overall, it could be said that these sites provide information to those who actively seek it. There does not appear to be a mechanism for actively alerting potential users to new information available. It is not known to what extent visits are monitored in order to provide a picture of use, or whether any informal user surveys are conducted.

Several people interviewed in the field were aware of these web-sites but had not accessed them. A number were, however, familiar with and appreciative of the web-sites of their respective ILO offices. The Sub-Regional Office in Bangkok rated particularly highly.

Recommendations

Whilst a lot of knowledge and information are disseminated and shared, it is less clear that this is done in a strategic way which would for example prevent opportunities such as that presented by the project progress reports being missed as it currently seems to be. In terms of real knowledge-sharing, there are lessons to be learned from the communication campaign of 2008-09 for which the Gender Mainstreaming Project made an allocation.

Case studies and examples of good practice, as well as more routine information on numbers trained etc., needs to be captured and shared, including being shared amongst the projects themselves.

The existing web-sites need to be used in a more interactive way as has been done by the communication campaign noted below.

Overall more thought needs to be given to tracking, monitoring and evaluating the numerous and high quality inputs of knowledge and information provided by the Gender Mainstreaming Project.

9.9 Conclusions: Communication

From the perspective of this Final Evaluation, the communication campaign has a number of important things to share which could enrich GENDER's knowledge and information-sharing activities – in their broadest sense, i.e. beyond the knowledge-sharing events exemplified by the meetings in Addis Ababa and Jakarta.

As indicated above, a knowledge-sharing strategy is based on the same principles as a communication strategy and needs to be designed around providing answers to the

questions – who needs what information, from whom, through what medium or media, at what time and in what sequence, and with what results?

An important asset to the campaign and to evaluating its impact was the fact that the web-site was interactive, not passive, and that a dedicated e-mail address enabled the campaign staff to respond quickly to requests for information and materials. Visits to the web-site could also be monitored. Effective knowledge-sharing seems unlikely to be achieved unless information available on web-sites is offered and monitored in a proactive way which does involve dedicated staff time.

Recommendations

The methodology of communication with its emphasis on a two-way process between the origins of the message and the audience should be an essential part of a knowledge-sharing strategy. Other features such as selecting the messages, materials and media for particular audiences should also be incorporated.

The interactive rather than passive use of existing web-sites for sharing information with the Gender Network and with field projects who have easy access to Internet should also be emulated.

Conclusions: Efficiency of resource use

In the Netherlands/ILO partnership agreement the donor has given PARDEV the right to re-programme funds between projects. Projects that would have been unable to spend their funds before the end of the partnership agreement had their budgets reduced and funds were given to projects in need of additional resources. PARDEV has on two occasions granted the project INT/06/61/NET additional resources totaling USD 450,000.

It seems therefore that financial resources have been used very efficiently as resources have been concentrated where they can be best used. However some interviewees noted that financial management should be more decentralized.

The human resources for technical assistance available to the project have also been used efficiently to the extent that they are also modest in number but high in quality and therefore a great deal has been achieved. There are several areas where additional staff resources would appear to have been required notably in the areas of knowledge sharing and information management.

As concerns resources of information and knowledge generated by the project this could be optimized by a more strategic and systematic approach to monitoring, recording and sharing information generated within the project. Monitoring, reporting and knowledge sharing and communication should be conceived of as a single loop and part of the same process.

Recommendation

In order to make optimize the activities of such a project, sufficient human resources need to be made available particularly in the area of monitoring, analyzing, recording and sharing in a strategic manner knowledge and information generated by the project.

9.11 Conclusions: Effectiveness of management arrangements

A general observation would be that the project appears to have performed very well and has been seen by ILO Headquarters staff and by the donor, as well as by beneficiary projects, to be an effective project despite a relatively modest budget. The success of the project seems to depend to a great extent on the capacity of the CTA not only to provide technical assistance but also to identify and coordinate inputs from other

members of the global Gender Network. The CTA's ability to identify strategic entry points for mainstreaming at project level and between different sectoral or technical areas has also been a critical factor in project success.

The global Gender Network appears to be very competent and motivated both at the levels of Gender Specialists and country office GFPs.

Although guidelines on gender-sensitive monitoring of these inputs and activities has been provided to beneficiary projects by the Gender Mainstreaming Project it is not clear to what extent these were implemented.

Recommendations

More attention needs to be given to ensure that the inputs provided are monitored at the project level in a systematic way. There is a need to develop a rigorous mechanism for tracking and analyzing the use of different gender tools and to reporting on events with a view to identifying good practices.

It would perhaps facilitate the work of recording best practices if annual reports from the eleven field projects were to go through GENDER as well as to PARDEV.

9.12 Conclusions: Sustainability

The strategic fit of the project with the overall policy and programme of gender mainstreaming being pursued by ILO. *It seems to be clear that the project is totally aligned with this organizational policy and has also contributed to its evolution through GENDER's input to high-level global events which confirm and enhance ILO's profile on gender equality in the world of work. For example, and as was noted earlier, the NICP experience was highlighted in the communication campaign leading up to the 2009 ILC as well as in the ILC report.*

The compatibility of the project with the approach to gender equality pursued by the donor, i.e. the Government of the Netherlands. *As noted earlier, the current project built upon a previous Netherlands-funded gender mainstreaming project. As additional resources have twice been allocated to the current project, this appears to indicate that the activities being pursued are still in line with the donor's policy and interests. There has also been cost-sharing with other donors to GENDER (UK/DFID, Norway) which indicates a broader strategic relevance. The project has also helped attract new funding at field level (e.g. Liberia).*

The enhancement of the capacity to mainstream gender of ILO staff and ILO constituents and other national partners particularly with regard to mainstreaming gender in the respective DWCPs. *Many training and capacity-building events have taken place under a variety of rubrics 'knowledge-sharing', PGAs etc. Whilst the Evaluator has relied mostly on the reports of facilitators and consultants for evidence of the effectiveness of these events, it would also appear from the interviews conducted with project staff and constituents that these events have been widely appreciated. Further confirmation of this will be available from the final evaluation of individual projects.*

The testing and dissemination of effective existing gender mainstreaming tools to the project level in sub-sectoral and country environments, and their translation into other languages; the production of new engendered tools and guidelines and the translation of existing tools into other languages. *The project has been responsible for providing a bibliography of 134 selected tools and a further compilation of tools and case studies. New engendered tools and guidelines such as those produced*

on LED in collaboration with EMP/ENTREPRISE have been developed and field tested, and the Participatory Gender Audit Manual has been translated into Arabic, Bahasa Indonesia, Portuguese, and Russian.

Development of new policies, legislation, action plans and structures as a result of gender mainstreaming activities in the NICP projects, and empowerment of beneficiaries. *Amongst other achievements with regard to this aspect of sustainability: National GFPs Network in Liberia, a Women's Employment Policy in Yemen, and a Model Policy for Gender Equality in the Work Place developed in Vanuatu. Many also spoke of the ways in which these projects have changed the lives of women entrepreneurs, unemployed youth and others which is the ultimate test of sustainability.*

Development of strategic partnerships

The development of strategic partnerships for gender mainstreaming with UN – integrated into the UNDAF Framework in "Delivering as One" pilot countries – and with other donors at Headquarters and field level. The project, primarily through the PGA, has had considerable success in strengthening collaboration with UN agencies and other donors.

Project visibility

The visibility of the project through its mainstreaming efforts is naturally more problematic particularly at the level of beneficiaries, though that level is perhaps less important when considering the continuity of this approach. The project appears at the organizational level to have good visibility due to its support to global events such as the communication campaign leading up to the 2009 ILC, and also due to its association with successful 'brands' such as the PGA and knowledge-sharing events.

Recommendation

It seems clear that many conditions for sustainability have been met by the Gender Mainstreaming Project.

Whilst it is understandable that in this relatively short time-frame more attention has been given to acting, rather than to recording the effects and impact of those actions this is an important dimension of sustainability, and would ensure that the project's good experiences are of lasting benefit.

It is understood by the Evaluator that in addition to the Final Evaluations of NICP projects which are now underway, a study is now being conducted by PARDEV of lessons learned and good practices which could form the basis for the NICP data-base.

Annex 1: Terms of Reference for the Final Evaluation

Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands / ILO Cooperation Programme, 2006-10

I.   Final evaluation

Background

The project INT/06/61/NET Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands/ILO Cooperation Programme 2006-10 (henceforth referred to as the Gender mainstreaming project) was established to contribute to, and support, an integrated and consistent way of mainstreaming gender in the ILO/Netherlands Cooperation Programme (NICP).

The project has been managed by the Bureau for Gender Equality (GENDER) and has worked to build the gender mainstreaming capacity of ILO staff, constituents and other implementing partners involved in NICP. The project strategy has involved close collaboration with 11 field-based NICP projects across Africa, Asia and the Pacific, the Arab States and Latin America to support development and implementation of gender mainstreaming strategies within them. The field-based projects address specific priorities within Decent Work Country Programmes, such as employment creation, youth employment, local economic development, and bonded labour.

The main activities of the Gender mainstreaming project, which was launched in November 2006 and ends in April 2010, include offering technical guidance on gender mainstreaming, targeted training, gender auditing, and tools development. Activities have been carried out in close collaboration with the ILO global Gender Network, as well as the ILO International Training Centre based in Turin.

Two outcomes were proposed for the project under which specific outputs were designed and activities implemented:

Outcome 1: ILO staff, constituents and other partners involved in the implementation of NICP have increased capacity to support poverty alleviation through designing and implementing gender-sensitive Decent Work Country Programmes.

> Output 1.1: ILO staff members, constituents and other partners involved in the implementation of projects under NICP have increased their capacity on gender mainstreaming and systematically integrate gender concerns in the planning, implementation and monitoring of the different project activities under NICP.

Outcome 2: ILO staff and constituents have access to and apply an expanded knowledge base of gender equality strategies thereby contributing to the organisation's mainstreamed strategy on gender equality.

> Output 2.1: The ILO knowledge base on gender equality has proven to be an effective tool for mainstreaming gender in NICP through promoting the integration of the gender dimension in decent work country programming on areas related to youth employment; fighting bonded labour and exploitative child labour; promoting basic education; and advancing social dialogue.

<u>Output 2.2:</u> Propose and set up a collaboration mechanism on gender equality for the headquarters-based projects under the NICP and the field structure to promote an integrated and gender sensitive way of supporting the field-based projects.

Evaluation

In line with 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 planned outcomes; 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 extend the project corresponds to the Joint Immediate Outcome on gender equality (Programme and Budget 2006-07 and 2008-09) and its indicators.

- Implementation

a) Describe how planned and unplanned activities have been carried out;
b) Assess the project's efforts in contributing to the planned outcomes.

- Effectiveness

a) In general, present the main project outputs. Assess what have been the most successful and least successful outputs. Justify the assessment.
b) Assess 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 project:

c) How effective have project efforts been to increase the gender mainstreaming capacity of ILO staff members, constituents and other partners involved in the implementation of projects under NICP?
d) How effective have project efforts been to use ILO's knowledge base on gender equality as a tool for mainstreaming gender in NICP through promoting the integration of the gender dimension in decent work country programming?

- 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 project, 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 18 January 2010.

The external collaborator will undertake the initial desk review and interviews in the period 18 January to 22 January 2010. The external collaborator is expected to travel to Geneva for initial consultations with the Bureau for Gender Equality and to conduct individual interviews.

A first draft of the evaluation report shall be submitted by the external collaborator to the Evaluation Manager no later than 26 February 2010. The Evaluation Manager, in consultation with the Bureau for Gender Equality and relevant stakeholders, will review the draft and submit any comments to the external evaluator by 9 March 2010. The final report, with comments integrated will be submitted to the Evaluation Manager no later than 19 March 2010.

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. Including an evaluability assessment of the logical framework and M&E plan.
- 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.

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 an Evaluation summary (as outlined in the Word-file template "ILO Summary evaluation") and communicates information on:
- Methodological approach developed by the external collaborator for the evaluation;
- Results of the evaluability assessment;
- 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:
- Executive summary[21]
- 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, list of persons interviewed, list of documents reviewed

Qualifications of external collaborator
The external collaborator is expected to meet the obligations laid out in the UNEG Code of Conducts for evaluation in the UN system [22] and have the following qualifications:

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[21] Evaluation summary template.

- 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;
- Familiarity with knowledge management and knowledge sharing as strategies for organisational learning and improvement;
- 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 project 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.

Conditions of contract
The external collaborator shall be paid a lump sum of USD 19'250 in two instalments:

70% of the amount (i.e. USD 13'475) upon satisfactory completion of the draft evaluation report (to be submitted to the Evaluation Manager no later than 26 February 2010).

30% of the amount (i.e. USD 5'775) upon satisfactory submission of final report with comments integrated (to be submitted to the Evaluation Manager no later than 19 March 2010).

Payment of travel costs in relation to a mission to Geneva (economy air fare, DSA and visa fees) will be settled separately. The Bureau for Gender Equality will make travel reservations through ILO's travel agency.

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[22] Code of Conduct for Evaluation in the UN System (19 July 2007).

Annex 2: Documents Reviewed

Policy Documents

ILO Action Plan for Gender Equality (2008-09)

Programme and Budget for the Biennium 2010-11

Report VI: Gender Equality at the Heart of Decent Work - Report to the International Labour Conference, 98th Session, June 2009

Project Progress Reports

Progress Report for INT/06/61/NET (2006, 2007, 2008)

Integrated NICP Progress Reports (Overall Coordination and Knowledge-sharing) (2008)

Reports from knowledge-sharing workshops on Decent Work, Gender Equality and Tripartism Addis Ababa (July 2007) and Jakarta (December 2007)

Evaluations

Final Evaluation Report (INT/04/53/NET) Technical coordination and knowledge sharing of the theme "Gender Equality in the world of work" (2005, Mandy Macdonald)

Final Evaluation Report (GLO/08/53/UKM) Gender Mainstreaming in DFID/ILO Partnership Framework Agreement 2006-09 (2009, Una Murray)

Strategy Evaluation: Performance and Progress in Gender Mainstreaming through the ILO Action Plan for Gender Equality 2008-09 (2009, Una Murray and Tony Beck)

Knowledge Management in the Gender Network December 2007 (Mark Steinlin)

Final and Independent Evaluation – Gender Equality at the Heart of Decent Work; Harnessing the full potential of the 2009 International Labour Conference GLO/07/17/NOR

Tools

ILO Gender Network Handbook – A Gender Equality Tool

Mainstreaming Gender – An Anotated Bibliography of Selected ILO Tools for Mainstreaming Gender in the World of Work

Gender Mainstreaming Strategies in Decent Work Promotion – GEMS Toolkit

Good Practices in Promoting Gender Equality in ILO Technical Cooperation Projects

Gender Equality and Gender Mainstreaming through Local Economic Development Strategies: A sensitisation module

A Sensitizing Package on Local Economic Development for Policy Makers

A Manual for Gender Audit Facilitators: the ILO Participatory Gender Audit Methodology

Report on "Survey of ILO tools on Gender Mainstreaming"

Others

Project Document (INT/06/61/NET)

Annex 3: List of Persons Interviewed

ILO HQ staff (Geneva)

Akpokavie, Claude (Mr)	Senior Specialist on Workers' Activities ILO Bureau for Workers' Activities
Crowe, Raphael (Mr)	Senior Gender Specialist ILO Bureau for Gender Equality
Cruz, Adrienne (Ms)	Gender Specialist ILO Bureau for Gender Equality
Germans, Esther (Ms)	Former Desk Officer, Netherlands ILO Industrial and Employment Relations Department
Gregersen, Inger (Ms)	Desk Officer, Netherlands ILO Partnerships and Development Cooperation Department
Guzman, Francisco (Mr)	Senior Evaluation Officer ILO Evaluation Unit
Hodges, Jane (Ms)	Director ILO Bureau for Gender Equality
Maybud, Susan (Ms)	Senior Gender Specialist ILO Bureau for Gender Equality
Roelans, Githa (Ms)	Senior Communication & Information Officer ILO Bureau for Gender Equality
Schoellmann, Ilka (Ms)	Technical and Operations Officer ILO Bureau of Employers' Activities
Tonstol, Geir (Mr)	Chief Technical Advisor ILO Bureau for Gender Equality
Tuladhar, Jyoti (Ms)	Senior Technical Specialist ILO Bureau for Gender Equality
Van Klaveren, Annie (Ms)	Technical Officer ILO Job Creation and Enterprise Development Department
Wubs, Erlien (Ms)	Development Cooperation Specialist ILO Partnerships and Development Cooperation Department

ILO International Training Center (Turin)

Lortie, Johanne (Ms)	Technical Officer ILO International Training Centre
Marques, Carolina (Ms)	Technical Officer ILO International Training Centre

Gender Specialists, Chief Technical Advisors and project staff in ILO Regional, Subregional and Country Offices

Alcocer, Marcela (Ms) [23]	National Project Coordinator, Gender Focal Point, NICP Bolivia ILO – Bolivia
Anderson, Patrick (Mr)	Gender Focal Point, NICP Liberia ILO – Liberia
Chigaga, Mwila (Ms)	Gender Specialist ILO Subregional Office for East Afria, Addis Ababa
Eugenio, Ofelia (Ms)	Chief Technical Advisor, NICP Pacific Islands ILO Office for Fiji, Papua New Guinea, Solomon Islands, Kiribati & South Pacific Islands, Suva
Julia, Lusiani (Ms)	Programme Officer ILO Office in Indonesia, Jakarta
Ksaifi, Najwa (Ms)	Former Chief Technical Adviser, NICP Yemen ILO Regional Office for the Arab States, Beirut
Ly, El Housseynou (Mr)	Chief Technical Advisor, NICP Cameroon ILO Subregional Office for Central Africa, Yaoundé
Merique, Salmina Marta (Ms)	National Project Coordinator, NICP Mozambique ILO – Mozambique
Ndipondjou, Evelyne (Ms)	Gender Focal Point, NICP Cameroon ILO Subregional Office for Central Africa, Yaoundé
Valenzuela, Maria Elena (Ms)	Gender Specialist ILO Subregional Office for the Andean Countries, Santiago
Vansteenkiste, Marc (Mr)	Chief Technical Adviser, NICP Liberia ILO – Liberia
Verhoeve, Walter (Mr)	Chief Technical Advisor, NICP Kyrgyzstan and Azerbaijan ILO Subregional Office for Eastern Europe and Central Asia, Moscow

ILO constituents

Al-Hamadan, Rashida (Ms)	Head National Women Committee, Yemen
Fisher, Benetta J. (Ms)	Gender Focal Point Ministry of Labour, Liberia
Lansanah, Massa R. (Ms)	Secretary General Chamber of Commerce, Liberia
Manning, Aletha (Ms)	Vice President Liberia Labour Congress, Liberia

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[23] written questionnaire was used

Mara, Hannah (Ms)	Training Officer Chamber of Commerce and Industry, Vanuatu
Tavoa, Simeon (Mr)	District Labour Officer District Labour Department, Ministry of Internal Affairs, Vanuatu
Wahyudi, Joko (Mr)[24]	Gender Focal Point FSPMI (Indonesian Metal Federation Union)

Donor organization

Francken, Ferdinand (Mr)	Senior Policy Adviser Ministry of Foreign Affairs, Netherlands

Other

Steinlin, Marc (Mr)	Consultant

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[24] written questionnaire was used

Annex 4: Questionnaire for Constituents

Final Evaluation of the Project Technical Support and Knowledge Sharing on Gender Mainstreaming in the Netherlands/ILO Cooperation Programme, 2006-10

Introduction: Dear Colleague, I have been engaged to conduct the final evaluation of the above- mentioned Netherlands-funded programme of which the project you have participated in forms a part. Your responses to the following brief questionnaire will make an important contribution to the Final Evaluation & will be treated as confidential.
IF any of the questions posed are not relevant to your situation, please just indicate 'Not Applicable'.

Many thanks in advance for your collaboration.

Jane Hailé
Independent Evaluator

Title of project:

Name of Respondent:

Function & Organization:

1. Is your involvement with this project your first contact with ILO's gender mainstreaming approach & activities?

2. What gender mainstreaming activities have you been involved with under this project (tools development, training & capacity-building, gender audit, knowledge sharing, information/communication, other).

3. Have you been involved in other gender mainstreaming activities of other donors and institutions

4. If you were involved in **capacity-building & training** can let us know:

    (a) who were the participants?

    (b) who were the trainers?

    (c) was a needs analysis done prior to the training?

    (d) what evaluation was conducted at the close of the training?

(e) how were the results of the training implemented through the project & has implementation been evaluated?

5. If you have been involved in a **gender audit** can you tell us:

   (a) who were the participants in the activity?

   (b) who conducted the activity?

   (c) did the gender audit involve both training gender audit facilitators & conducting a gender audit?

   (d) what were the outputs of the gender audit & how was it implemented through the project?

   (e) how was the implementation of audit results monitored & evaluated, and reported?

   (f) what has been the impact of the gender audit in terms of interest created, requests for additional training from outside the project etc.

6. What **knowledge–sharing activities (training & communication tools, meetings, reports,newsletters,access to virtual platforms & online data-bases)** have you benefited from through this project?

7. Has the NICP project enhanced mainstreaming activities in the DWCP and other ILO and non-ILO funded activities?

8. Can you share any other observations as to how activities under this project have resulted in gender mainstreaming at policy or institutional level in your country.

9. What have been for you the most positive aspects of this project & what would you like to have seen done differently?

Many thanks for your responses.

Annex 5: List of NICP Projects

INT/06/63/NET: Mainstreaming Tripartism across the Netherlands / ILO cooperation programme and product development for employers and workers organizations

INT/06/62/NET: Strengthening the Capacity of Employers' and Workers' organizations to be Effective Partners in Social Dialogue

INT/06/61/NET: Technical support and knowledge sharing on gender mainstreaming in Netherlands/ILO Cooperation Programme

GLO/06/60/NET: Decent Work Country Programmes and Results-Based Management: Strengthening ILO Capacity

BOL/06/50/NET: Programa de Apoyo al Trabajo Decente en Bolivia

CMR/06/50NET: Poverty reduction within communities vulnerable to child trafficking through the promotion of decent work in Cameroon

ETH/06/50/NET: Poverty Reduction through Employment Creation in Ethiopia

LIR/06/50M/NET: Poverty Reduction through Decent Employment Creation in Liberia

MOZ/06/50/NET: Working Out of Poverty (WOOP) Mozambique

NEP/06/51M/NET: Employment Creation & Peace Building based on Local Economic Development (EMPLED)

INS/06/50/NET: Employment –intensive growth for Indonesia: Job opportunities for young women and men (JOY)

RAS/06/50/NET: Sub-regional Programme on Education, Employability and Decent Work for Youth in the Pacific Island Countries

PAK/06/50/NET: Promoting the Elimination of Bonded Labour in Pakistan (PEBLIP)

RER/06/52/NET: Boosting Youth Employment using an integrated approach in the framework of DWCPs in Azerbaijan and Kyrgyzstan

YEM/06/50/NET: Promoting Decent Work and Gender Equality in Yemen