



INTERNATIONAL LABOUR ORGANIZATION

FINAL REPORT

**Independent Mid-term Evaluation of Project relating to
Women Entrepreneurship Development and Economic Empowerment
(Irish Aid Partnership Programme 2011 – 2013) (WED-EE)**

WED-EE MID TERM EVALUATION

P&B Outcome:	<i>Outcome 3: Sustainable Enterprises Create Productive and Decent Jobs</i>
Title:	<i>Women's entrepreneurship development and economic empowerment (WED-EE)</i>
Global product and CPOs:	<i>Global Product 3.2 – linked to KEN 130; TZA 102; UGA 128</i>
TC Code: RAF/12/50/IRL	
Administrative unit:	<i>ENTERPRISES</i>
Responsible ILO Official:	<i>Peter Poschen, Head, Job Creation and Enterprise Development, ILO Geneva</i>
Technical Backstopping Unit:	<i>EMP/SEED</i>
Collaborating ILO Units:	<i>ITCILO</i>
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Although the author made every effort to interpret and reflect as accurately as possible, the information and data provided by the various respondents, views expressed in this report are those of the author and **not** the WED-EE Team and the IrishAid. Any errors of omission or commission that may be found in the report are entirely the responsibility of the author.

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Evaluation and Knowledge Management Independent Consultant and author of this report.

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List of Acronyms

BDS	Business development service
CTA	Chief Technical Adviser
CPO	Country Program Outcome
DPO	Disabled person organisation
EMP/SEED	Employment through Small Enterprise Development
FAMOS Check	Service Quality Check for Supporting Female and Male Operated Small enterprises
GSVCA	Gender Sensitive Value Chain Analysis (WEDGE tool)
ILC	International Labour Conference
ILO	International Labour Organization
MOWE	Month of the Woman Entrepreneur (WEDGE tool)
MSEs	Micro and small enterprises
NAC	National Advisory Committee
NPC	National Project Coordinator
NGO	Non---government organisation
OBM	Outcome Based Management
RB	Regular Budget contributions from ILO member states
RC	Results Chain
RBSA	Regular Budget Supplementary Account (unearmarked voluntary contributions)
SCIFORMA	Information and Communication System in WED-EE
SEED	Small Enterprise Development Programme
SPF	Strategic Policy Framework 2010–15
SMEs	Small and medium enterprises
TC	Technical Committee
ToT	Training of Trainers
WED	Women’s Entrepreneurship Development
WED-EE	Women entrepreneurship development and economic empowerment programme (Irish Aid Partnership Programme 2011 – 2013)
WEDGE---I	Women’s Entrepreneurship-Development and Gender Equality programme (Phase 1): 2002---2005
WEDGE---II	Women’s Entrepreneurship Development and Gender Equality programme (Phase 2): 2005---2008
WEDGE---III	Women’s Entrepreneurship Development and Gender Equality programme (Phase 3): 2008---2011
XBTC	Extra-budgetary Technical Cooperation (earmarked voluntary contributions)
YEF	Youth Entrepreneurship Facility

Summary

This is the midterm evaluation of the *Women entrepreneurship development and economic empowerment programme* (Irish Aid Partnership Programme 2011 – 2013). This evaluation has a multi-project scope as there are other 4 projects from the Irish Partnership that has been evaluated simultaneously. The purpose and primary uses of the evaluation are related to accountability and learning. This evaluation is part of the input for the Irish Partnership, and at the same time is expected to improve the implementation of the WED-EE. The evaluation was conducted between September and October 2013, with visits to Geneva and Kenya.

The **areas of interest** of the ToR for the evaluation of the WED-EE were organised around Criteria and Evaluation Questions as stated in the ToR. The key evaluation clients are: (1) The Irish Aid as the donor of the projects; (2) ILO as the executor of the projects; (3) The Project management and staff; (4) The members of the national Project Advisory Committees.

CONCLUSIONS OF THE EVALUATION

Relevance

- ✓ High relevance of interventions like WED-EE working at macro, meso and micro level, especially in African contexts. Relevance is still effective even after more than 10 years of WEDGE/WED-EE implementation.
- ✓ Some of the key elements that make WEDEE relevant in relation to the country needs are part of its aims and strategies, and it has to do with: (1) the shift from a welfare to a business orientation, (2) the gender equality promotion and (3) the shift from focus on numbers (increasing business accounting skills of literate audiences) to priority on building a 'business mind' (of not necessarily literate audiences).
- ✓ Big commitment from the WED-EE management staff to increase relevance and coherency of the intervention
- ✓ There is a high demand for WED practical tools and resources from development partners, governments and other actors to better understand the challenges faced by businesswomen and the promotion of gender equality
- ✓ The WED EE bottom up and decentralised approach is a major strength

Coherency

- ✓ WED-EE builds on previous experience (WEDGE) and on the synergies with other interventions (YEF, UN, 3iE and others).
- ✓ The design of the WED-EE seems to have integrated the main recommendations from previous experiences and evaluations.
- ✓ The WED-EE interventions are aligned (1) with relevant Conventions and partners; (2) with ILO's core principles such as (i) tripartism, (ii) social dialogue and (iii) gender mainstreaming ; (3) with the P&B, SPF and the DWCPs.
- ✓ High effort to clarify and articulate the results chain and the macro/meso & micro levels but still an ongoing process for sequencing optimally activities, given the current resources.
- ✓ WED-EE has the challenge of dealing with very ambitious objectives with a small structure and capacity. There is a management dilemma in how to focus the work between the macro, meta, meso and micro level in a context of huge needs and an ILO structure of scarcity of resources
- ✓ Not so clear links with outcomes other than outcome 3 (outcomes 2, 5, 17 and 18).
- ✓ The completion of the Pre-audit of DCED Standards with suggestions for compliance is a proof of WED-EE's high commitment with the OBM
- ✓ Not enough Monitoring and Evaluation, Knowledge Management, and Communication capacities: the weakness of a WED-EE---wide monitoring and evaluation capacity can create a situation where the use of WED-EE outputs and the outcomes on the target beneficiaries will not be measurable.

- ✓ There is a tension between establishing good baselines and starting the implementation: establishing good enough baselines seems to be a challenge.

Efficiency

- ✓ The flexibility in programming the ILO/IA PP resources has allowed for shared management costs and building on the previous phase of the WEDGE (including benefitting from the created network of partners) and creating synergies with other donor funded interventions or ILO-funded work (as YEF). These are clear examples of cost effectiveness.
- ✓ Given the short timeframe the recruitment of the national coordinators and the start up of the WED-EE have implied delays. These delays can be considered normal.
- ✓ Adequate efficiency given (1) the time of real implementation (1 year), (2) the activities in place, and (3) the resources deployed.
- ✓ WED-EE has some Strategical, Operational, Knowledge, Relationship Management challenges, related to: (1) Strategically focusing the scarce capacities; (2) Linking and integrating the micro, meso and meta levels, (3) Increasing the quality of relationships with constituents and implementing partners so as to improve the capacity of the WED-EE policy influence.

Contribution to Effectiveness

- ✓ There is a high commitment and leadership for results based management.
- ✓ WED-EE's Irish Aid funding is contributing to achieving process/progress towards the selected Global Product and CPOs, the achievement of ILO Outcome 3.
- ✓ There has been good work done so far in clarifying the results chain, but it is still an ongoing process
- ✓ Adaptation of a new logical framework and a better WED-EE---wide monitoring and evaluation system is in progress so as to improve the results of the WED-EE programme that responds to clear needs. However the weakness of a WED-EE---wide monitoring and evaluation capacity can create a situation where the use of WED-EE outputs and the outcomes on the target beneficiaries will not be measurable.
- ✓ The expected changes at results and outcome level are out of the sphere of direct control of the WED-EE. At micro, meta and macro levels WED-EE can only contribute to achieving changes.
- ✓ Room for improvement of the learning capacity around the changes, and the difference between the intended and implemented intervention (M&E).
- ✓ Collecting Participants' baseline, exit and follow up information and doing training evaluation in a language which many participants do not know consumes more time and resources.

Contribution to Impact

- ✓ The impact assessment in Kenya has a huge potential to influence policies.
- ✓ Huge opportunity of use the impact assessment as a way to increase sustainability of WED-EE.

Alignment, harmonisation & Added Value

- ✓ The WED-EE programme is influencing ILO's tripartite constituents and these constituents have been involved in the implementation of the WED-EE. The success on increasing the WED-EE policy influence and the main challenges in relation to the WED-EE sustainability depend on the current commitment, leadership and capacity of the constituents.
- ✓ WED-EE has synergies with other ILO interventions and other UN projects
- ✓ While the demand for WED support is great, there are few programmes that offer the breadth and practicality of the services and tools WED-EE is providing.

Sustainability

- ✓ The added value of WED-EE is related to work the replication of its activities by the implementing partners. Sustainability depends to a large extent on the political commitment of constituents to introduce and sustain changes.
- ✓ The replication is the way WED-EE will achieve sustainability. At this stage there is no well defined sustainable strategy, nor an exit strategy.
- ✓ WED-EE is committed to work extensively with existing structures, and not ad-hoc initiatives, in order to increase the sustainability of its actions and (2) place key emphasis on (1) facilitating a sustainable

market exchange for (i) financial and (ii) non financial services and (2) developing the national capacity to perform such a facilitation role in the future. In order to ensure sustainability

Gender

- ✓ The WED-EE's strategy is aligned with ILO's core principles of gender mainstreaming
- ✓ While affirmative action is relevant it is pointed out in several trainings the need that future trainings should include men in some processes in order to make them more gender sensitive.

RECOMMENDATIONS OF THE EVALUATION

Relevance

1. Reflect at the ILO highest management and decision level around how (alternatives) to maximize the WED-EE relevance of the intervention model given the past and current conditions of WEDGE and WED-EE (short budget, small staff, and overambitious objectives). This should take into consideration: (1) the need of strategic partners, (2) the deeper/stronger commitment to the ILO Action Plan for Gender Equality (10-15) and ILO strategy on promoting women's entrepreneurship development. This deeper commitment would entail giving a bigger role to the Action Plan for Gender Equality in the form of (1) more financial and human resources, (2) more time devoted by senior managers thinking from a gender perspective; (3) enough leadership and clarity on why gender approaches are key for fighting against poverty.

There should be a reflection around: (1) The need to focus the WEDEE actions, (2) The reasons for under budgeting WED-EE. These limited resources in relation to ambitious objectives, mean that important choices will have to be made so as to focus and prioritize, and perhaps some activities/interventions will have to be dropped. Some alternatives for this could be: (1) To make use of funds from other agencies that intended to do the same; (2) To form strong links with other programmes.

Coherency

2. The WED-EE should continue: (1) working at macro, meta and micro level but focusing in fewer and streamline activities, being strategic so as not being overambitious; (2) seeking further evidence and research in policy making, putting special emphasis on knowledge generation and sharing (3) working jointly with the YEF.

3. The WED-EE information system and the outcome based management must be useful/used so as to maximize the impact/relevance. Need to focus strategically if there is still a lack of capacities. In this way it is important to link the Monitoring and evaluation system to the WED-EE organizational leadership and capacity: (1) M&E Leadership/Commitment: Focusing on utility and use of information for decision making at the highest decision/senior management level; and (2) M&E Capacity: Increasing the M&E capacity is suggested so as to increase the quality of outcome indicators and progress on gathering data and building baselines. This could be possible through internal M&E ILO capacities from HQ or other close projects (for example YEF).

4. Conduct and follow up the management response to the external DCE audit, will imply the need to increase the WED-EE monitoring and evaluation capacity.

5. Take advantage of the YEF association but also avoiding WED-EE being overshadowed by YEF.

6. Need to (1) design in detail a knowledge management strategy for the Global Products, to be customized in each one of the countries; (2) improve the WED-EE communication strategy at country/HQ level as a mean of lobby/advocacy.

7. Without a strategy for engaging men at multiple levels, efforts focused on women's economic empowerment alone will always be limited in their transformative impact.

Efficiency

8. In order to strengthen the WED-EE advocacy strategy (and the capacity of replication of the WED-EE) it is needed to (1) increase the coordination/joint work between: (i) implementing partners; (ii) between implementing partners and constituents; (iii) WED-EE ILO coordinators and key implementing partners/constituents; (2) Conduct self-assessments of the previous coordination/joint work processes

against the established road maps/targets/expectations (example: NAC and technical committees); (3) Focus and integrate the effort at macro/meta/micro levels given the short WED-EE current capacity:

9. It is key a correct coordination/division of labour between national, regional, Pretoria and Geneva levels. The correct distribution of roles of the WED EE regional coordination in connection to the role of Pretoria and Geneva HQ is key so as to maximize the efficiency of the WED EE management.

Contribution to effectiveness

10. On an ongoing basis: (1) track the changes at micro, meta and macro levels even if they are out of the sphere of influence of WED-EE. (2) Also at these three levels, need to develop appropriate baselines or other alternatives so as to make useful the measurements along the timeline.

11 Reinforce the capacity of M&E at all levels (including the implementing partners). Following the recommendations of the external audit would be a good guideline (please see these recommendations in the following pages).

12. Continue the knowledge management strategy: (1) The WED EE knowledge sharing strategy and events should be implemented as expected in the design. (2) The WED-EE GLO component should also work on how to promote women's entrepreneurship and gender equality and how to incorporate these approaches into national policy frameworks; (3) the WED assessments should be finished and used as soon as possible

Contribution to Impact

13. Use and take advantage of the impact assessment's process and results: (1). Link the impact assessment with the meso and macro level of WED-EE. (2). Explore at global level the channels of policy influence from the impact assessments (3ie¹ is a champion in taking advantage of policy windows and has a lot of experience in this direction).

Sustainability

14. Clarify the WEDEE exit strategy: (1) Focus on the replication of the WED-EE activities through the NAC and TC (The replication is the way WED-EE will achieve sustainability), (2) Reinforce and focus in the links between the micro-meso and macro levels. (3). Focus in the customization of the WED-EE in each implementing partner. (4). Develop and communicate a data base of WEDGE/WED-EE trainees and trainers. (5). the accreditation of the WED-EE trainers should be ensured.

Even if there is a WED-EE replication and policy incidence model, it needs to be clarified, articulated and sequenced so as to be correctly implemented. In order to ensure sustainability, the WED-EE should ensure the implementation of the exit strategy and of the already designed activities in the Concept Notes.

Gender

15. Maintaining the affirmative action approach, explore ways to integrate men in the processes in order to make them more gender sensitive.

¹ International Initiative for Impact Evaluation (3iE) the funder of the WED EE impact evaluation, has already developed action lines around policy influence from impact evaluations. See: <http://www.3ieimpact.org/en/inform-policy/>

1. Introduction

In December 2011, the ILO renewed its partnership agreement with Ireland covering a four-year period (Phase I 2012-13, and Phase II 2014-15). Funding under the agreement is no longer project but outcome-based and aligned with the ILO's Strategic Policy Framework 2010-15 and the Programme and Budget for 2012-13 and 2014-15.

The "Decent Work through Development" Partnership Programme 2012-15 builds on the experience and lessons learned from prior cooperation. This new partnership represents an important step forward in the long-standing cooperation between Irish Aid and the ILO. It relies on an innovative funding modality, which provides flexible resources, lightly earmarked at the level of select Decent Work Outcomes. It is aligned with principles of aid effectiveness, offering a good compromise between fully un-earmarked funding and the traditional, project-based cooperation.

The selection of Decent Work Outcomes supported by Irish Aid has been made based on the themes funded in the previous three phases of the Partnership and Irish Aid's latest priorities: Disability, Women's Entrepreneurship, Forced and Child Labour.

Table 1 Allocation of Irish Aid funding to P&B Outcomes

THEME	P&B OUTCOMES	EURO	
		Phase I (2012-13)	Phase II (2014-15)
A. Women's Entrepreneurship	Outcome 3: Sustainable Enterprises (with particular focus on women)	1,500,000	1,500,000
B. Disability	Outcome 2: Skills Development; and Outcome 17: Non-Discrimination in employment (for a thematic programme on people living with disability and their particular challenges in relation to employment and Decent Work)	2,100,000	2,100,000
C. Forced Labour	Outcome 15: Forced Labour is eliminated	1,800,000	1,800,000
D. Child Labour	Outcome 16: Child Labour is eliminated	600,000	600,000
TOTAL		6,000,000	6,000,000

The new Partnership Programme has been fully harmonized with the ILO's programming cycles, covering two ILO biennia: 2012-13 and 2014-15. For each biennium, Irish Aid will provide a total budget of €6 million, with the second phase conditional upon the findings of this mid-term review. Table 2 (p.5) presents the allocation of Irish Aid funding at the level of ILO Programme and Budget Outcomes.

The thematic programme relating to sustainable enterprises with a focus on women, which is implemented at global and country level, sets out to contribute to achievement of several ILO Programme and Budget (P&B) Outcomes, in particular those concerning sustainable enterprises (Outcome 3 - *sustainable enterprises create productive and decent jobs*), women and men have access to employment, decent work and income (Outcome 1 – *More women and men have access to productive employment, decent work and income opportunities*), world of work responds to HIV/AIDS (Outcome 8 – *The world of work responds effectively to the HIV/AIDS epidemic*), Employers have strong organizations (Outcome 9 – *Employers have strong, independent and representative organizations*) and the elimination of discrimination (Outcome 17 *Discrimination in employment and occupation is eliminated*). Internally, this component has been entitled "Women's Entrepreneurship Development and Economic Empowerment (WED-EE)".

2. Background and Context

2.1 Context of the WED-EE

The ILO works to enhance economic opportunities for women by carrying out affirmative action in support of women starting, formalizing and growing their enterprises, and by mainstreaming gender equality issues into the ILO's work in enterprise development.

Women Entrepreneurship Development (WED) is a set of packages developed to help and support ILO constituents and other national stakeholders for enterprise development (BDS providers, NGOs, Associations, chambers etc) to respond to women entrepreneurs' needs and help break gender-based barriers for the WE to start, maintain and/or grow their businesses. These packages tackle issues, challenges or needs at different levels – from the meta/macro level all the way to the micro level and need for skills development of women entrepreneurs. This package has now been adapted and translated in some 25 member countries, leading to use of the package by some 60,000 women entrepreneurs. There is clear evidence of impact on increased sales and profits in some countries. A recent impact study done in Laos showed that monthly profits of women led enterprises increased by 50% and their sales multiplied by four after the training (ILO Evaluation in Outcome 3, 2013: 30).

The WED-EE project builds on earlier work carried out under the ILO/Irish Aid Partnership Programme in contributing to the achievement of P&B Outcome 3, with a view to contributing to the promotion of employment opportunities (Outcome 1 - More women and men have access to productive employment, decent work and income opportunities).

Women Enterprises are important drivers of job creation and economic development in Kenya, Tanzania and Uganda. However, the majority have stagnant growth or die early within the first years time mainly due to inadequate entrepreneurship knowledge and skills to run them such as inability to produce high quality products, misuse of business funds and lack of creativity. These are often caused by historical factors of gender segregation which alienate the Women in terms of education, access to capital, properties, markets and information as a result they engage in family survival strategies for alternative livelihood. Many operate informally and are excluded from the services that are ordinarily available to formal sector organisations.

As stated in the WED-EE project “the employment challenge for women in Africa has been sufficiently analysed”² and can be summarised as follows:

- The female labour market participation rate in sub-Saharan Africa is relatively high (63%), but has been stagnating for the last three decades and is still considerably lower than for men (85%);
- A larger share of women's employment and enterprise is in the informal economy, especially in agricultural self-employment; good quality jobs in the small formal sector are predominantly held by men.

Women face considerable challenges in entrepreneurship development. Some of these challenges are. (1) Socio cultural norms (family expectations regarding roles of single and married women, mobility constraints, acceptable and unacceptable jobs, hours available for work outside the home), (2) Lower access to resources (land ownership, productive equipment, cash and savings), finance (constrained access to credit due to lack of collateral), information (less access to information/power spaces or education) and opportunities (training, job openings, business partnerships), (3) Decision making authority (the status of women leads to compromised decision making authority, contributing to difficulties faced in starting, growing and formalizing businesses), (4) Skills development (women have fewer options than men to start and run a successful business), (5) Enabling environment (gender neutral can be gender blind as pre

² See for example Danish Africa Commission, Note on Women and Employment, Marty Chen, Women and Employment in Africa: A Framework for Action, Harvard, October 2008, ILO, Global Employment Trends for Women, Geneva 2009

requisites may be appropriate for men but not for women), (6) Workload /Unpaid care economy (women are typically responsible for caring the family, and have less time to be involved in paid employment unless support systems are in place); (6) Connection to networks (as a consequence of sociocultural norms and workloads that reduce support and opportunities (Jones & Everdene, 2013: 11).

Taking into account the limited absorptive capacity of existing formal labour markets in Africa³, promotion of women's entrepreneurship is one of the few feasible options (1) to stimulate the demand side of the labour market and (2) to create employment opportunities for women both in the informal and formal economy. That is why WED-EE focuses on women entrepreneurship development being one of the most important active labour market programmes to overcome gender inequality.

WED-EE Life Cycle

Date	Milestone
2002-2005	WEDGE-I Women's Entrepreneurship Development and Gender Equality programme (Phase 1)
2005-2008	WEDGE-II Women's Entrepreneurship Development and Gender Equality programme (Phase 2)
2008-2011	WEDGE-III Women's Entrepreneurship Development and Gender Equality programme (Phase 3)
2011-2012	Gap of a year without any joint work with constituents and implementing partners
2012	WEDGE III external final evaluation
2012-2013	WED-EE
2012	1 st May. WED-EE starting point
2012	July. WED-EE Budget
2012	July. National Coordinators recruited and in place
2012	September. Planning meeting: work plans
2012	October. Meeting partners and constituents after several months of break
2012	November. MOWE and MOWE country reports
2013	WED-EE strategy map (requested by Pretoria) and SCI format in progress
2013	Some changes and adaptations on the initial Concept Note (boxes 22, 23 and 24 in the results chain)
2013	August. External DCED Audit of WEDEE

2.2 Structure: Capacity and Implementation Organization of the WED-EE

The ILO's Women's Entrepreneurship Development programme (ILO-WED) is part of the Small Enterprise Development Programme (SEED). ILO-WED works on enhancing economic opportunities for women by carrying out affirmative actions in support of women starting, formalizing and growing their enterprises, and by mainstreaming gender equality issues into the ILO's work in enterprise development. This approach to WED is highlighted in the ILO WED Strategy that was adopted by the Governing Body in March, 2008.

³ One example in 2010, it was estimated that almost 37 per cent of people employed in Tanzania are still below the poverty line³. This can be attributed to under-employment and low productivity, a common characteristic of the labour market in Tanzania, especially in the rural areas and informal sector, and among women and youth. (Tanzanian DWCP, 2013:9)

The ILO-WED approach is threefold, working with governments, employers' organizations, trade unions, and local community-based organizations to: create an enabling environment for WED that generates quality jobs; build institutional capacity in WED; and development of tools and support services for women entrepreneurs. It does so both through targeted approaches and gender mainstreaming, with a clear objective to contribute towards gender equality and women's economic empowerment.

ILO WED Strategy was built from the expertise developed under WEDGE, (Women's Entrepreneurship Development and Gender Equality). WEDGE is comprised of technical cooperation projects that are funded by donors such as Irish Aid and NORAD and enable the WED strategy to be operationalised. Building on local partnerships, WEDGE projects have developed a series of tools and approaches, based on the research and experience from pilot projects organized with local partners and country offices. WED has been working with the ILO's SKILLS department to mainstream disability into women's entrepreneurship development, targeting women with disabilities and HIV/AIDS within WEDGE projects. The WED Strategy provides a flexible and innovative response to promote women's entrepreneurship development based on local needs and circumstances. Gender Equality is and will remain at the forefront of the WED strategy.⁴

1. At country level:

Country level activities are managed by country offices and decentralized from ILO headquarters. The sub-regional office in Dar es Salaam is responsible for the project's implementation. Technical support and backstopping is being provided (1) by the Decent Work team based in Pretoria as well as (2) by headquarter-based specialists.

National Project Coordinators (NPC) have been hired for implementing the project's objectives in each country. The project manager (or CTA) is the same manager for the Youth Entrepreneurship Facility. The purpose is enabling stronger synergies between the projects, while increasing investments to the activities in the countries and increasing links to other partners (UN, international and local partners).

2. At global level

The GLO component is being managed by EMP/SEED in order to provide ongoing technical contributions for the monitoring and ongoing accreditation and re-accreditation of trainers' competencies in ILO tools.

2.3. Processes and Results expected from the WED-EE

The WED-EE works on three main levels:

- (1) Micro level: Strengthening and advising financial and non financial service providers on how to better serve women entrepreneurs and women entrepreneurs' associations. This second element aims to supporting women entrepreneurs' associations to better represent and serve their members;
- (2) Meta level: Increasing acceptance of entrepreneurship as a career option for women.
- (3) Macro level: Contributing to a more business-friendly environment for women entrepreneurs as society seeds and appreciates the role they play both socially and economically.

WED-EE contributions to overall ILO strategies are:

- ✓ The Global Product aims to contribute to the ILO P&B outcomes through:
 - Development of knowledge products supporting country work and ILO entrepreneurship development work
 - Assessment of existing practical tools and guidelines
 - Assessment of the business environment for women entrepreneurs
 - Research on lessons learned and enabling factors from case studies
 - Knowledge development and sharing
 - Capacity Building
 - Support to the country-based outcomes and the implementation Decent Work Country Programmes.

⁴ <http://www.ilo.org/empent/areas/womens-entrepreneurship-development-wed/lang--en/index.htm>

The WED-EE global component based and managed from ILO headquarters, also aims to carry out country assessments of the environment for women's entrepreneurship development in the three target countries, as well as identify and capture best practice in WED by the ILO and others as a means of improving the knowledge base of what works and identify possible areas for improvement or strengthening of the ILO's WED programme.

At country level, WED-EE contributes to the achievement of P & B outcomes through country programme outcomes (CPOs). These CPOs were selected because of their explicit reference to young women's and men's entrepreneurial skills for self employment, productivity and SME activities increased.

Table 2. Country Programme Outcomes supported by the ILO/Irish Aid WED-EE project

Country	Country Programme Outcome
Kenya	KEN 130 Young women's and men's entrepreneurial skills for self employment and SME activities enhanced/increased
Tanzania	TZA 102 Young women's and men's entrepreneurial and SME activities enhanced
Uganda	UGA 128 Young women's and men's entrepreneurship for self employment and productivity increased

The three areas under the country component are (1) **technically support** financial and non-financial service providers to better serve women entrepreneurs; (2) **build the capacity of women entrepreneurs' associations** to represent and serve women entrepreneurs as they remain an important main channel through which women entrepreneurs can have their voice heard and receive support services and (3) **support the roll out of national campaigns** to help raise the profile of women entrepreneurs showing how they successfully contribute to the well-being of their businesses, their families and their communities.

3. Methodology of Evaluation

3.1 Purpose, Scope and Clients of the Evaluation

Purpose: The purpose and primary uses of the evaluation are related to accountability and learning. This evaluation is part of the input for the Irish Partnership, and at the same time is expected to improve the implementation of the WED-EE.

The **areas of interest** of the ToR for the evaluation of the WED-EE are organised around Criteria and Evaluation Questions as stated in the ToR. Following ILO evaluation requirements, the evaluation will be based on the Development Assistance Committee (DAC) criteria of relevance, and evidence of impact and sustainability through contributions of ILO support. The evaluation identifies how donor funding contributes to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators. The evaluation identifies how donor funding contributes to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators.

Project phase: This is a midterm evaluation and has a multi-project scope as there are other 4 projects from the Irish Partnership being evaluated simultaneously.

Clients of the evaluation and the main audience of the report: The key evaluation clients will be: (1) The Irish Aid as the donor of the projects; (2) ILO as the executor of the projects; (3) The Project management and staff; (4) The members of the national Project Advisory Committees.

3.2 Key Evaluation Questions

The key evaluation questions, adapted from the ToR (see Annex 1) and agreed with the evaluation management, are the following ones:

1. Relevance:

1.1 Was the best approach taken? Was the modality of intervention relevant?

1.2 Why were these countries selected? Why were these outcomes selected? Why these target groups?

2. Coherency

- 2.1. How the current efforts build on: (1) Previous experience (other projects or regions, previous phases funded by the donor), and/or (2) The synergies realized with other ILO interventions and sources of funding
- 2.2 How is the intervention modality design/implementation/monitoring?
- 2.3. Assess to what extent the interventions are aligned with (a) relevant Conventions, (b) ILO's core principles such as (1) tripartism, (2) social dialogue and (3) gender mainstreaming (c) the P&B, SPF and the DWCPs, (d) to other outcomes of the SPF especially those to which Outcome 3 contributes (8, 9 and 17)?
- 2.4. Assess to what extent project objectives/outcomes have been (a) realistic and (b) modified over time
- 2.5 The challenges of the WED-EE Monitoring and Evaluation system: some modifications suggested to the (a) outcome indicators, (b) progress on (i) gathering data and (ii) building baselines?
- 2.6. Assess the progress made to (1) establish baselines, (2) design a sustainability strategy, (3) manage risks, (4) promote knowledge dissemination
- 2.7. The extent to which results-based management is being used (a) Implications of shifting from IBM to OBM; (b) Focus on results and impacts against baselines;

3. Efficiency: Examine if the best approach was optimally executed

4. Contribution to Impact & Effectiveness

- 4.1. How does Irish Aid funding contributes to achieving process/progress: (a) towards the selected Global Product and CPOs (b) towards the achievement of ILO Outcome 3;
- 4.2. How training activities were put into practice and the results therein (the evaluation has to move beyond outputs and look at results.)

5. Harmonization & Added value & Alignment

- 5.1. Assess how: (a) the programme has influenced ILO's tripartite constituents on WEDEE. (b) Have constituents been involved in the implementation of the programme?
- 5.2. Assess to what extent synergies (a) with other ILO interventions, including projects funded by other donors have been established, in order to have an overall picture of ILO work under each targeted outcome. Synergies (b) with other UN projects could also be included)
- 5.3. Take into account the total value of the project proportional to the value of the different programme components (Partnership)
- 5.4. Review existing budget information on use of funds to determine (a) the added value of donor resources (and relative donor funding) in contributing to the achievement of the Global products and (b) CPOs selected at the beginning of the partnerships;
- 5.5. Statistics on Irish Aid contributions relative to other donors, for each outcome;

6. Sustainability

- 6.1 What are the key elements for the WE EE sustainability?
- 6.2 WEDEE has designed a sustainability strategy? Is there a strategy of exit? Is there a WEDEE replication and political incidence model?

7. Gender

How well is the project's strategy aligned with ILO's core principles of gender mainstreaming?

3.3 Description of the Methodology

Description of the methodology and approach and discussion/ justification of the relevance and validity of the chosen methods and instruments: The evaluation approach is the result of the need of flexibility and adaptation to balance: (1) The questions of the evaluation (starting point); (2) The special attributes of the WED EE (as the object of evaluation); and (3) The context of a midterm evaluation in a short frame time.

The chosen approach is mixed methods approach. It is qualitative and the main approaches are utilization focus evaluation and Program theory based approaches (see Annex 2)

The program theory based evaluation, points out that factors that contribute to the success/ failure of the WED-EE project can be related to different dimensions as the: context, structure, design and processes.

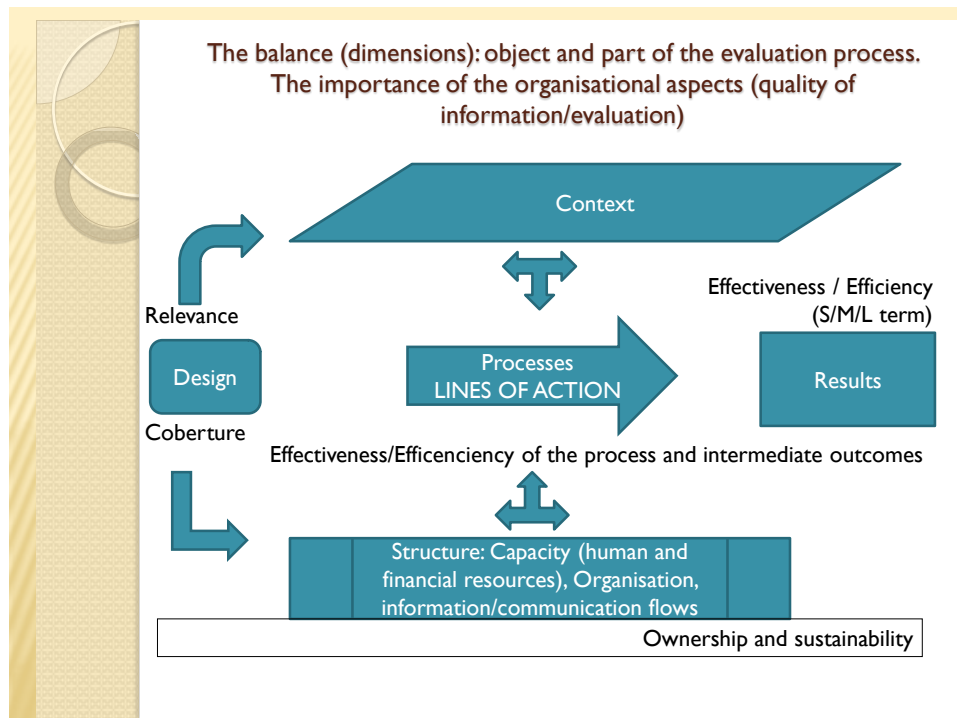


Figure 1 Evaluation approach: evaluation based on the Program Theory

Selection and use of case studies: The evaluation ToR already stated the need to visit Kenya as the selected case study. The reason was a mix of practicality and representativity.

Operational sequence: The total duration of the evaluation process from the desk review to the submission of the final report is for a 2 month period September until early to mid-October 2013. The total amount of working days for the evaluation consultant is 20 days. This includes desk research (3 days), interviews and Kenya field visit and visit to Geneva (8 days), report drafting (5 days), integration of comments and final editing and layout (4 days).

3.4 Data Collection Instruments

The evaluator undertook the evaluation based on the following data collection instruments:

- i. Reviewed relevant information available on the project: the project document, the progress report, monthly internal progress reports, work plans, self-assessment reports from the National Project Coordinators, the Chief Technical Advisor and staff at ILO Headquarters in charge of the global component.
- ii. Undertook key-informant interviews with staff. This includes discussions with technical back stoppers of the project in headquarters. The evaluator has also interviewed key partners in selected countries with whom WED-EE has worked or collaborated with.
- iii. Undertook evaluation visits to the ILO Geneva HQ and Kenya, one of the three countries where WED-EE is active in order to hold face-to-face interviews with key partners, stakeholders and end beneficiaries in order to get their views on good practice and lessons learned. The evaluator undertook these visits to Geneva on 2nd and 3rd September and to Kenya between 11th September and 17th September 2013.

3.5 Limitations to the Study

A number of possible limitations, assumptions and constraints were identified at inception stage. In most cases, these were addressed or mitigated by triangulating information gathered from various sources in order to provide evidence-based conclusions.

Ideally the evaluator would have liked to have undertaken more in-depth country case studies but had to rely on secondary data. In addition time between drafting and finalising the report was tight.

Despite the limitations the evaluator still consider the findings present a credible assessment of the progress/ status of the WED-EE project.

Figure 1 WED-EE Strategy Map

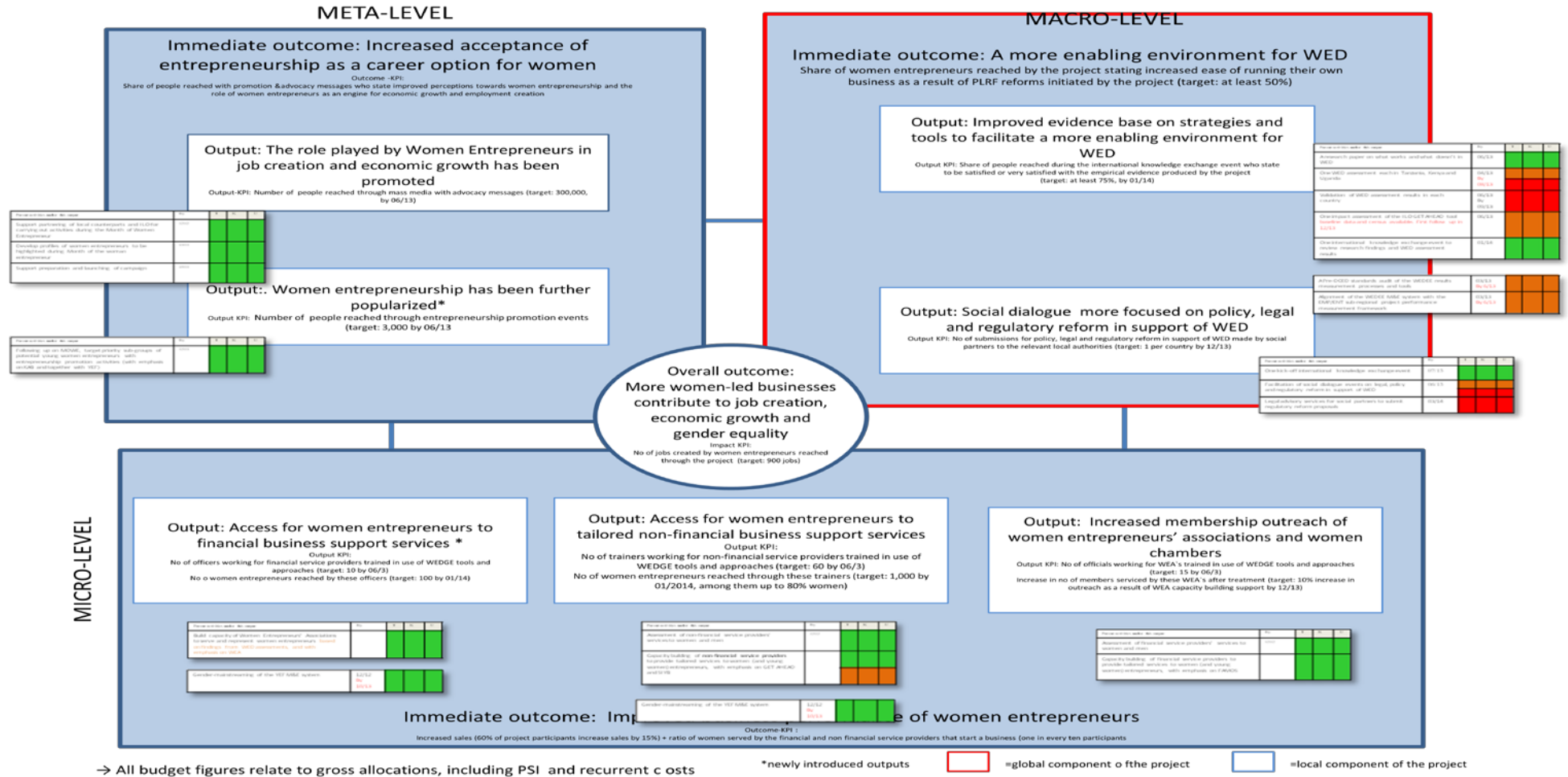
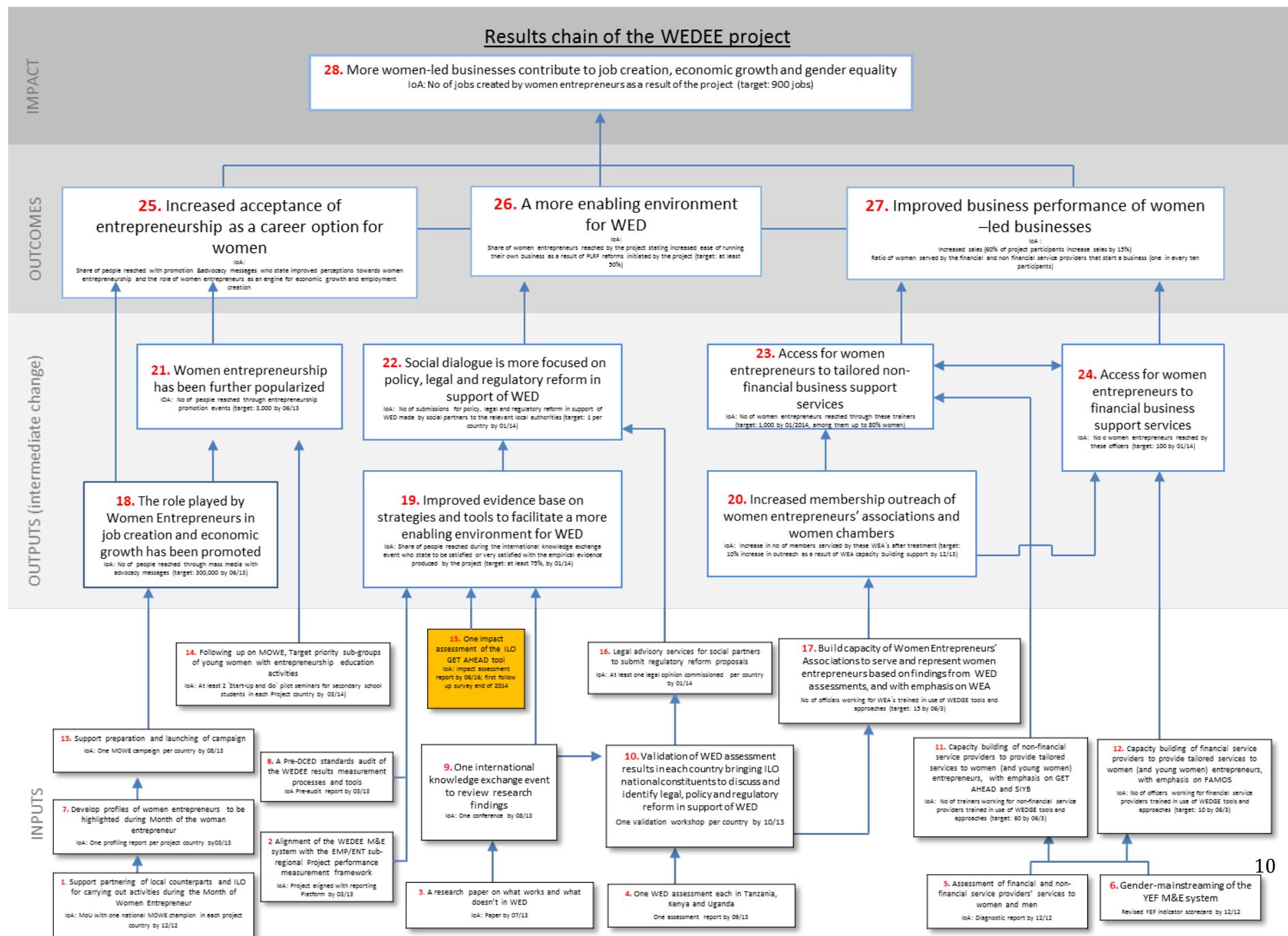


Figure 2 Results chain of the WED-EE project



4. Evaluation Findings in relation to the Evaluation Criteria and Questions

4.1.. Relevance

4.1.1 Was the best approach taken? Relevance of the intervention modality design/implementation

Relevance of ILO Outcome 3 sustainable enterprises create productive and decent jobs

Member States place entrepreneurship and enterprise development high on their agendas because they see these as feasible means of generating decent jobs for their rapidly growing populations, many of whom are without adequate means of making a living. Their demand is reflected in the agreed priorities for ILO support within Decent Work Country Work Programmes (DWCPs).

*ILO social partners also demand such programmes from ILO but within the negotiated framework of the 2007 ILC, which emphasized the importance of a supporting **enabling environment** to ensure that these **enterprises offered opportunities for decent work**, with attention to **sustainable social and environmental development**. These added dimensions constitute a shift in how to understand ILO relevance and comparative advantage within this context. (ILO evaluation of Outcome 3-draft, 2013)*

Reinforcing the WED (women's Entrepreneurship Development) relevance has been a clear priority from the ILO region/countries coordinators and ILO HQ. As we could see in the previous point 2.1 Context, the WED is still relevant in relation to the needs of the region, the target beneficiaries and the sector of intervention. This relevance continues even though WED-EE has already been implemented through the three WEDGE previous phases. As part of this long learning process WED-EE has the obligation of demonstrating added value and contribution to results.

The role of women's economic empowerment in the world has a critical importance in terms of (1) supporting women's rights and in the development of economies from the micro to the macro levels;(2) contribution made by women in advancing economies and improving the lives of those in their households (Jones & Everdene, 2013).

The relevance of WED EE in relation to the country needs

DWCP and country needs

-Target beneficiaries and countries national policies: ILO DWCPs for Kenya, Tanzania and Uganda focus their interventions in a few areas, which have been carefully identified with the ILO and the Government, and the workers and employers organizations of the three countries.

-Country needs (Kenyan DWCP, point 2.1 Poverty indicators): *"Women in Kenya face special problems arising from poverty, forced early marriage, domestic violence, HIV and AIDS, lack of access to health services and an unfavorable business environment. However, gender disparities remain widespread. Much of the problem lies with **traditional practices that favor men** in access to education, land, and inheritance, financial services, employment, and access to positions of political power."*

-Relevance of the MSE (Kenyan DWCP): *"The National Micro and Small Enterprises (MSE) Act (2011) takes cognizance of the fact that MSEs are the drivers of Kenya's economy and it aims at an organized, regulated and well-coordinated MSE sector in Kenya for improved productivity and growth".*

-Relevance of MSE for women (Kenyan DWCP, point 2.2 Status of the Labour Market): *"...the ability of the MSE sector to create both quality and durable jobs is hampered by numerous challenges and constraints, including...gender inequality"* -Kenyan DWCP: (1) programming process and priorities includes Gender (point 6), (2) strategy includes "Gender equality will also be promoted in social protection delivery mechanisms using gender audits to inform analysis and to mainstream. The examination of the differing needs constraints and opportunities and the impact of these differences in women's and men's access to social protection will be critical." (outcome 1.1)

-Tanzanian DWCP: "According to the 2006 Integrated Labor Force Survey, the unemployment rate in the

Tanzania was 11.7 per cent⁵. Overall, the rate of **unemployment was higher among young people (14.9 per cent) and women (12.6 per cent)** as compared to men (10.7 per cent). Despite the ratification of the Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and the presence of a National Gender Policy, the **feminization of poverty is a concern. Customs and traditions affect women's participation**, which is lower for women than men, both in employment and education, especially at higher levels and particularly in science subjects and also affects their participation in public meetings and politics. Even though, **affirmative action for female students** has facilitated their participation in secondary schools and at tertiary level, female performance remains lower than for male students."

-Need of Social Dialogue (Tanzanian DWCP, 2013:11): **"Gender disparities, particularly in consultative bodies** such as LESCO and others, remain high. The participation of women in social dialogue institutions is low as revealed in a study conducted in 2008⁶, that women representation in social dialogue overall in the country was at 14.3 per cent".

-Ugandan DWCP: "Unemployment is higher amongst females than amongst men," "Almost 68 percent of the females in the labour force have not completed their primary level education⁷. "HIV prevalence was higher in women compared to men and that it increased with age until it reaches a peak".

The design of the ILO WED-EE project is highly relevant in relation to (1) the DWCP⁸ and country needs (including the needs of the target beneficiaries and countries national policies) (2) the strategy outlined in the P&B⁹ for Outcome 3, and (3) the achievement of the Global product and CPOs it aims to support.

Some of the key elements that make WEDEE relevant in relation to the country needs are part of its aims and strategies, and it has to do with: (1) the shift from a welfare to a business orientation, (2) the gender equality promotion and (3) the shift from focus on numbers (increasing business accounting skills of literate audiences) to priority on building a 'business mind' (of not necessarily literate audiences).

4.1.2. Why were these countries selected? Why were these outcomes selected? Why this target groups?

The selected WED-EE countries are also the consequence of the previous phase of the Irish partnership and the WEDGE. Given the previous experience and lessons learnt, reducing the focus of the intervention to fewer countries was decided. The outcome 3 - sustainable enterprises create productive and decent jobs, with preference for women, is part of the DWCP of the current WED-EE countries and this was a pre condition for their selection. This is a clear indication of the political relevance of the WED-EE at country level. Some countries willing to join the WED-EE could not be included due to the lack of a link to outcome 3 in their DWCP.

The selection criteria for the WED-EE countries and outcomes was based on **consultations with the field on priority countries for Outcome 3 and clustering projects in countries where there are other ongoing projects in support of entrepreneurship and enterprise development**. This was stated as enabling "sharing of knowledge, tools and partners as well as resources" and was expected to help to achieve scale, reach out a new target group (young women) and strengthen the existing pool of financial and non financial service

⁵Using the national definition for calculating unemployment rate,the unemployment rate is much lower using the international ILO Standard.

⁶ "Women's participation in Social Dialogue Institutions at National level" ILO, 2008

⁷ The National Employment Policy, April 2010

⁸ DWCPs of Kenya, Uganda and Tanzania have been reviewed

⁹ ILO P&B for the Biennium 2011-2013

providers trained in WED tools¹⁰ (in Annex 7). All three countries have target CPOs for this ILO biennium and therefore they are expected to be achieved by the end of the biennium.

*The **target groups** for the WED-EE project were complementary to those of YEF. For direct beneficiaries, the proposal targeted governments, private sector organisations, nonprofit organisations, financial and non financial service providers, policy makers and women entrepreneurs associations and Employers' Organisations. The **ultimate beneficiaries** of the project are women entrepreneurs (with a special focus on young women and including those with disabilities) and women entrepreneurs associations (Project document, 2012: 2).*

As observed in some of the WED-EE training, the WED EE **target groups** are very poor women, but not only very poor women. This seems a good decision as lessons learnt from other interventions point out that “exclusive targeting of very poor women does not work when advancing WED within a sector context. To make market engagement strategies successful requires the involvement of some better off producers as well. This stabilizes demand as well as supply in ways small scale producers struggle to achieve” (Lesson learnt from the case of CARE in Jones& Everdene, 2013).

4.2. External/Internal Coherency

External Coherency

4.2.1. How the current efforts build on (1) previous experience (other projects or regions, previous phases funded by the donor); (2) the synergies realized with other ILO interventions and sources of funding

This evaluation values that WED-EE builds on previous experience (WEDGE) and on the synergies with other interventions (YEF, UN, 3iE and others).

WED-EE has a credible reputation between partners and a network of certified trainers. A gap in the communication strategy of the WED-EE/WEDGE achievements is mentioned by implementing partners, although this gap seems to be a peculiarity of the ILO in general.

The external evaluation from previous phases in Women's Entrepreneurship Development funded by Irish Aid (WEDGE thematic evaluation 2011¹¹.) highlighted the need for a more focused approach, both in terms of countries and outputs/activities.

Following the management response to the WEDGE evaluation (see Annex 12), the WED-EE initial design has taken into account these recommendations:

- (1) Is focusing in a smaller number of countries
- (2) Has established a stronger logical causality between strategic activities, outputs, outcomes and the final intermediate impact of the project.
- (3) Is putting more attention in monitoring (with the improvement of the initial WED-EE LFA and the development of the SCI format and the strategy map) – even if it is still an ongoing process.
- (4) Has had its design and intervention logic undergo an external review during the inception phase based on the Donor Committee for Enterprise Development's Results Measurement Standard (DCED pre audit). This is contributing to setting clearer monitoring and evaluation targets, milestones and mechanisms.

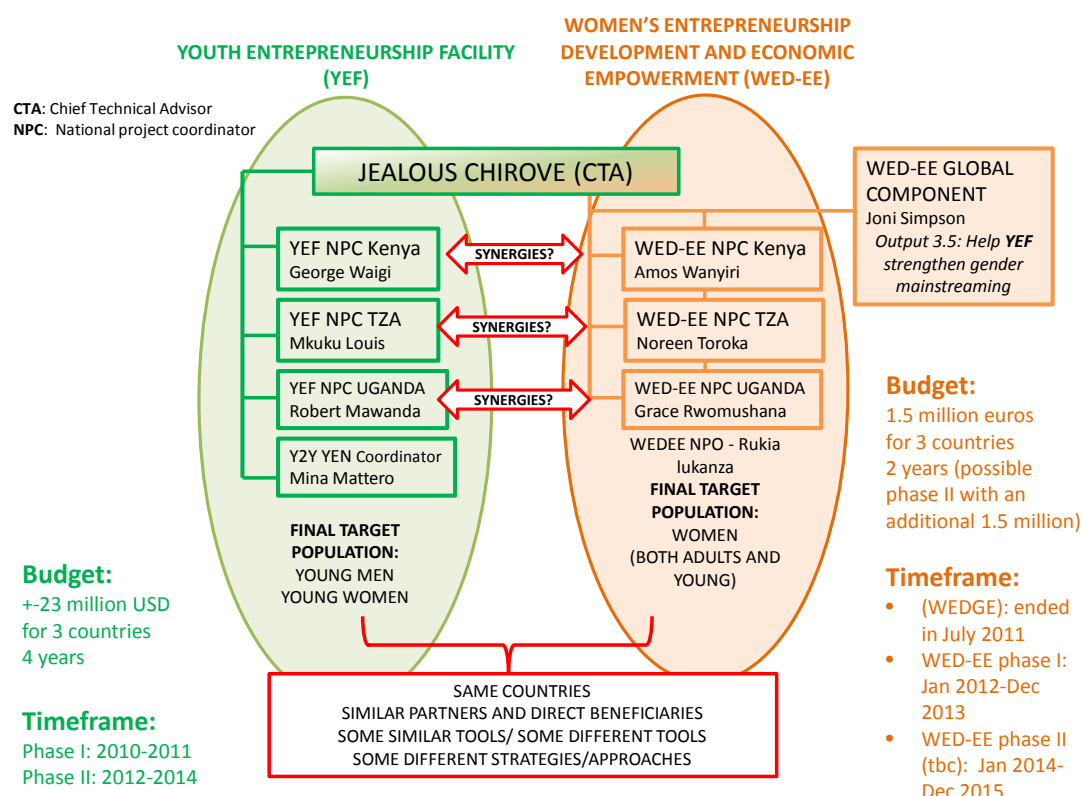
¹⁰ In Annex 7: WED-EE tools. The tools that are being developed with the present phase of this partnership are GOWEs, FAMOS, Get Ahead, YVES, MOWE, WEA. However in the case of Kenya they are focusing on Get Ahead and MOWE (due to some conditionalities of the impact assessment)

¹¹ White (2011) WEDGE III external final evaluation

(5) Has taken into account the recommendation for further evidence and research in policy making in WED: The WED-EE design puts special emphasis on (1) knowledge generation and sharing as well as (2) evaluation of impact of specific tools or approaches and (3) works jointly with the YEF.

The current WED-EE efforts also builds on the synergies realized with other ILO interventions and sources of funding. A clear example is the important links between YEF and WED-EE.

Figure 3 Relation YEF / WED-EE



Source: WED-EE4.2.2 Coherency of the intervention modality design/implementation.

The WED-EE was built upon the results of a previous ILO programme supported by Ireland (2008 to 2011 WEDGE and previous phases). While the country component of WED-EE is developed in Kenya, Tanzania and Uganda., the global component to the WED-EE, managed from ILO headquarters, was designed so as to concentrate most of its efforts in developing a select number of knowledge products supporting the country work as well as (2) ILO entrepreneurship development work in general.

The WED-EE intervention model is innovative within ILO and it is based on a bottom up and decentralized approach: (1) countries, (2) regional coordination, (3) support from Geneva in WED and WED assessment, (4) support from Pretoria in Business Development and Monitoring&Evaluation (SCIFORMA). This model works jointly with YEF but has its rationale in taking advantage of expertise of various ILO stakeholders in a decentralized way.

This framework has a lot of strengths but also **makes coordination more complex**. It implies and needs a very clear distribution of roles and responsibilities. The WED-EE team at global and country level has monthly Skype meetings where they discuss on the progress of WED-EE. The distribution of roles of the WED EE regional coordination in connection to the role of Specialists in Pretoria and Geneva is key so as to maximize the efficiency of the WED EE management. This must take into account that: (1) There are

management decisions in which Geneva does not participate and (2) the SCIFORMA has been designed from Pretoria, but it is also used from Geneva. For this reason, while the monitoring activities must be done in country, a good follow up and coordination (from Geneva, Pretoria and the regional coordination) is needed to overcome the distance limitations of not being in the field.

Working through implementing partners and strengthening their capacities in the WED-EE's way is not new. The intervention model of WED-EE follows the model of any ILO intervention of the SEED unit in Africa, by working at micro, meta and macro level (see Figure 1 WED-EE Strategy Map and **Figure 2**). However there are specificities in this case, as WED-EE current intervention model (1) is based on the experience of previous IrishAid (WEDGE) phases and (2) follows the management response (see Annex 13) and the strategy out of the WEDGE thematic review (evaluation of WEDGE III in 2011).

As a consequence, WED-EE tries to do fewer and streamlined activities. Throughout the previous phases there was such a big range of countries and tools such that a decision was made to "focus on fewer countries". This approach could be adequate, but this evaluation wonders if the current WED-EE structure (capacity: human and financial resources) is enough to make a successful change, if certain decisions are not taken around concentration and articulation¹² of the intervention. Concentration without articulation would mean doing fewer activities but dispersed so not streamlined activities.

This evaluation values a big commitment from the WED-EE management around the question: "Is WED-EE correct in its approach?". This question is currently being addressed in the form of an impact assessment in Kenya¹³ which has a big potential to demonstrate the relevance of the WED-EE. This impact assessment is a clear example of synergy between WED-EE, YEF and other stakeholders (3ie and IPA).

The design of the WED-EE seems to have integrated the main recommendations from previous experiences and evaluations. The approach is good but a reflection at the highest decision level is needed around how (alternatives) to maximize the relevance and coherency of the intervention model in the past and current conditions of WEDGE and WED-EE (short budget, small staff, overambitious objectives). This should take into consideration: (1) the need of strategic partners, (2) leadership commitment to the ILO Action Plan for Gender Equality (10-15) and to the ILO strategy on promoting women's entrepreneurship development that should provide capacities to their operationalisation.

4.2.3 To what extent the WED-EE interventions are aligned (1) with relevant Conventions and partners; (2) with ILO's core principles such as (i) tripartism, (ii) social dialogue and (iii) gender mainstreaming ; (3) with the P&B, SPF and the DWCPs.

This evaluation values that WED-EE is aligned with (a) ILO relevant Conventions and the ILO strategy on promoting women's entrepreneurship development¹⁴, (b) ILO's core principles such as (1) tripartism, (2) social dialogue and (3) gender mainstreaming (c) the P&B, SPF¹⁵ and the DWCPs.

1. Alignment with relevant Conventions and partners

¹² Articulation here mean how activities are linked, connected and sequenced in time

¹³ With the collaboration of 3ie (funder) and IPA (implementer). International Initiative for Impact Evaluation (3ie) the funder of the WED EE impact evaluation: Unpacking the Determinants of Entrepreneurship Development and Economic Empowerment for Women (Provisional Award) <http://www.3ieimpact.org/en/evidence/impact-evaluations/details/727/>. Some of the more important 3ie members and partners are: UKAID and Bill/Melinda Gates Foundation (see <http://www.3ieimpact.org/en/about/3ie-affiliates/>). 3ie is based in Washington, London and Delhi: <http://www.3ieimpact.org/en/engage/contact/>

¹⁴ ILO Governing Body Committee on Employment and Social Policy. Geneva, March 2008

¹⁵ ILO Strategic Policy Framework 2010–15

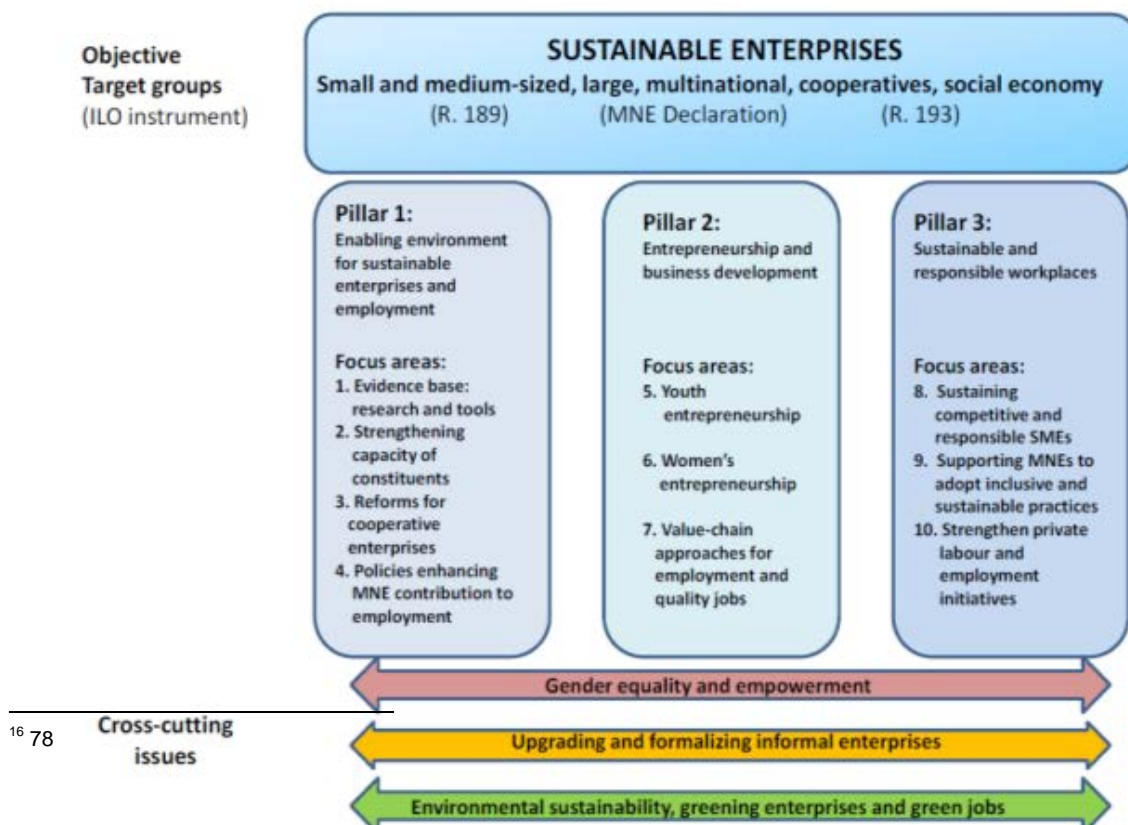
ILO Member States place entrepreneurship and enterprise development **high on their agendas** because they see these as feasible means of **generating decent jobs for their rapidly growing populations**, many of whom are without adequate means of making a living. Their demand is reflected in the agreed priorities for ILO support within Decent Work Country Work Programmes (DWCPs) (ILO evaluation on outcome 3, 2013:21).

Outcome 3 sustainable enterprises create productive and decent jobs, is seen as being very relevant to member countries as an effective, tangible and practical way in which the ILO can contribute to employment creation. Virtually all DWCPs have enterprise development elements in them. Indeed two-thirds of the programmes¹⁶ identify Outcome 3 as one of their top three priorities. Outcome 3 has also consistently been one of the largest Technical Cooperation (TC) generators in the ILO which is the main means to support constituents in achieving country objectives. ILO priorities and outcomes at the country level reflect the strategic results framework of the ILO, as well as its Programme and Budget (P&B). The priorities are expressed through Country Programme Outcomes (CPOs) and they are directly linked to Decent Work Country Programme. Constituent demand for ILO support in enterprise development is highest in Africa and the Americas regions, particularly for work to improve the enabling environment and enterprise development (ILO evaluation on outcome 3 (Draft), 2013:22).

The strategy for the creation of decent work in sustainable enterprises adopted by the ILO to contribute to the implementation of the ILCs 2007 conclusions builds upon three crucial and mutually reinforcing elements: (1) creating the right conditions for sustainable enterprises to thrive and create jobs; (2) stimulating entrepreneurs to fulfill their ambitions to build businesses; and (3) nurturing sustainable and responsible workplaces that combine increased productivity and a smaller environmental footprint with improved working conditions and industrial relations. See Figure 4 Three concerns which cut across these elements are: gender equality and empowerment, the upgrading and formalization of informal enterprises and environmental sustainability, greening enterprises and jobs.

Figure 4 : The strategic framework of ILO Sustainable Enterprise Programme

Source: The Sustainable Enterprise Programme: STRATEGIC FRAMEWORK (2010)



2. Alignment with ILO's core principles such as (1) tripartism, (2) social dialogue and (3) gender mainstreaming

WEDEE Interventions and major strategic orientations are aligned with principles such as tripartism, social dialogue and gender mainstreaming. The ILO strategy for the promotion of sustainable enterprises, including WED, draws upon its tripartite structure, its connection to the world of work through representative employers' and workers' organizations - an established culture of social dialogue - and upon its normative framework as a standard-setting organization. Constituents are key parts of the governing body of WED-EE at country level (through the NAC). As we can see in the WED-EE results chain the social dialogue is a key part of the intervention (Figure 2. , box number 22: social dialogue is more focused on policy, legal and regulatory reform support of WED).

In relation to corporate governance: For the three countries (Tanzania, Uganda and Kenya) government, workers and employers are part of the NAC and TC (Technical Committee). Some points to be considered: (1) The NAC in Kenya is smaller than in Uganda and Tanzania as it did not expand after adding WED-EE (to the NAC of YEF); (2) employers' organisations are more active than the workers' ones (even this is the case at Geneva HQ level).

In relation to social dialogue: The process of social dialogue is through (1) the macro level (Results chain box 22 social dialogue is more focused on policy, legal and regulatory reform, knowledge exchange events on what works in WED); (2) the meta level (example: MOWE) (3) the NAC. This is one of the biggest challenges for WED-EE as social dialogue (at the macro and meta level) is less tangible than implementing trainings (micro level). This dialogue can be slower, frustrating and difficult to measure (there is a risk of over estimating the outcomes (by simplification) or, on the other side, the risk of not capturing important achievements or non expected outcomes. And these challenges increase with the WED-EE short frame-time.

External coherency	Findings
(a) ILO relevant Conventions	Convention is the Discrimination (Employment and Occupation) Convention, No. 111 ILO Conclusions for the Promotion of Sustainable Enterprises (2007) ILO strategy on promoting women's entrepreneurship development ¹⁷ , ILO action Plan for Gender Equality (2010-2015)
UNDAF	Cross-cutting themes include: Gender equality: The third UNDAF for Kenya that was jointly developed by the UNCT and the Government of Kenya. It covers the period 2009-2013. Others - UNDAF in TZ and One UN in Uganda
(b) ILO's core principles+	(1) tripartism: constituents are WEDEE key stakeholders (2) social dialogue is a key part of the WED EE process (3) gender mainstreaming is a central part of the WED-EE process
(c) the P&B, SPF ¹⁸ and the DWCPs.	(1) P&B: Gender equality and non discrimination is a fundamental value and a cross cutting of the ILO Gender responsiveness is a critical area for priority action in 2014-2015 ¹⁹ It is clearly stated in the P&B Outcome 3: Customized capacity building and advocacy tools will address policy and regulatory obstacles to WEE development. (2) SPF ²⁰ : Principle 5 is Promoting social inclusion and gender equity (3) DWCPs have been key to select the countries of intervention

¹⁷ ILO Governing Body Committee on Employment and Social Policy. Geneva, March 2008

¹⁸ ILO Strategic Policy Framework 2010-15

¹⁹ Programme and Budget Proposals for 2014-2015 (2013:19)

²⁰ ILO Strategic Policy Framework 2010-15

3. Alignment with the P&B, SPF, the DWCPs and the Outcome 3

Coherency of ILO Outcome 3 sustainable enterprises create productive and decent jobs

There is a lively on-going discussion within ILO on how this is to be operationalised but as yet the required transformational change has not fully occurred. The 2014-15 P&B profiled a new programming approach aimed at remedying this by more explicitly identifying the integrated nature of ILO's technical work. The enterprise strategy has launched promising innovations within these areas but there exists considerable potential to further develop and scale these through the broader capacities being introduced in these programming clusters. (ILO evaluation on outcome 3, 2013:21)

This evaluation considers that the various activities in the WED-EE's implementation strategy are coherent and complementary (in its design and implementation) with regard to the elements of Outcome 3, especially to the indicator 3.2 to which it links directly.

The Irish WED-EE funding at the outcome level provides the ILO with flexibility, to allocate resources to areas so as to effectively contribute to the implementation of selected CPO. The outcome level funds complement and build on other ILO funding allocation in specific countries, either from its regular budget (funded by assessed contributions from member states) or through earmarked interventions. The WED-EE is aligned with the P&B, SPF and the DWCPs:

-Gender is a key priority in all of them: (1) in the 2014-2015 PB, gender responsiveness is a critical area for priority action, (2) promoting social inclusion and gender equity is a key principle of the SPF and the PP has been fully aligned with the SPF (3) DWCPs with relevant outcomes have been key to select the WED-EE target countries.

-SPF defines 19 global Decent Work Outcomes (in this case Outcome3) and is designed to span three biennia of the ILO PB (2010-11, 2012-13, 2014-15). Biennial targets are set by ILO Governing Body, which also approves an integrated framework of resources to achieve them. Such timing enables to monitor progress under the chosen DW outcomes reported to the Programme Implementation Report (that will be submitted to the ILO Governing body in March 2014).

4. To what extent WEDEE is coherent and complementary (in its design and implementation) with regard to other outcomes of the SPF especially those to which Outcome 3 contributes (8, 9 and 17)?

The WED-EE is clearly linked to outcome 3. However, WED-EE is not so clearly articulated and sequenced in relation to other outcomes of the SPF especially those to which Outcome 3 contributes (8, 9 and 17):

Outcome 1: More women and men have access to productive employment, decent work and income opportunities: The WED-EE's contribution to young women's employment could further strengthen youth employment outcomes, in particular for young women. The joint work with YEF can help to improve this link, but (1) it is not explicit in the WED-EE's results chain; (2) there is not a clear segregation of young women in the WED-EE indicators.

Outcome 8: The world of work responds effectively to the HIV/AIDS epidemic: In some countries (in Tanzania) and cases (MEDECINS DU MONDE Special population (Youth in Drug and Commercial Sex)) the tools and approaches promoted under the WED programme have mainstreamed disability inclusion and HIV AIDS. Therefore the WED-EE project could support work by ILO AIDS but (1) it is not explicit in the WED-EE results chain; (2) it is not clear at this stage if these are punctual or strategic actions²¹.

Outcome 9: Employers have strong, independent and representative organizations: ILO constituent representatives are invited to sit on project advisory committees and depending on the country, are

²¹ We could mention in Tanzania the collaboration with SIDA-HIV/AIDS and Economic Empowerment corridor project

involved as implementers or beneficiaries. Employers' associations are being involved in the implementation, consultation, validation and launching of the three WED assessment updates. However (1) it is not explicit in the WED-EE results chain; (2) there is some room of improvement in the communication with the representatives of the employers constituents at ILO HQ and regional level.

Outcome 17: Discrimination in employment and occupation is eliminated: Non discrimination for gender reasons is a particular thrust of the overall project, since much of the effort is invested in supporting partners and government to effectively serve the needs of women entrepreneurs, by providing technical support to policy recommendations, raising awareness of service providers of the specific needs of women entrepreneurs, including those with disabilities, by undertaking internal 'self checks'/gender audits that look at not only the position of female and male workers in organizations but also how they serve their clients (male and female entrepreneurs). However it is not clear that WED-EE is focusing on any other kind of discrimination (apart from gender ones).

Internal Coherency

4.2.4. To what extent project objectives/outcomes have been (a) realistic and (b) modified over time?

The WED-EE objectives are ambitious. The Project is involved in an ongoing process of clarification and articulation. This implies a process of unpacking the "black box" of its Program Theory. This process has implied and will imply better definition of the results chain, but also adaptations and modifications during the monitoring phase. As a consequence the WED-EE has changed and improved its initial results chain at the level of inputs, process and outputs, but not at the level of outcomes and results that still are the same. This improvement is clear if we compare the initial logical framework (see Table2), with the current results chain (see Figure 1 WED-EE Strategy Map and Figure 2. Results Chain). But WED-EE still has the challenge of dealing with very ambitious objectives with a small structure and capacity.

4.2.5 The challenges of the WED-EE Monitoring and Evaluation system: some modifications suggested to the (a) outcome indicators, (b) progress on (i) gathering data and (ii) building baselines

To achieve bigger added value, the WED-EE has the challenge of learning from the experience of its previous phases, but especially from the WEDGE lessons learnt on M&E. The importance of improving the M&E of the WED-EE was explicitly pointed out in the management response to the WEDGE evaluation. The message was very clear: **"The full extent of these (WEDGE) successes has been hampered by poor programme design and inadequate monitoring"** (WEDGE Evaluation, 2011: page iv). Here we are some of the key learning of the WEDGE III external final evaluation.

WEDGE evaluation learning around programme monitoring and evaluation systems

As with most other elements of the programme, the development of a monitoring and evaluation system was left to national projects. This created an extremely varied collection of programme performance information across regions and countries. While the programme's logical framework, as outlined in the Project Document, provided a framework for projects to regularly report against, the way data was collected and analysed varied.

*There appears to have been a number of limitations on the baseline data collected. In Africa, **none of the five national projects collected baseline data.***

*The lack of a monitoring and evaluation system has significantly **undermined the potential of the programme to report on its successes.***

It is clear that a programme---wide monitoring and evaluation system should have been established. (Final Evaluation WEDGE III)

The key lessons learned of the last WEDGE programme were:

- The WEDGE project reached a good scale (45,000 direct beneficiaries in two sub regions; the tools and approaches developed were shared and used in another 25 countries) and the external evaluation confirmed that there is a high demand for services supporting women's entrepreneurship.
- The WEDGE project was overambitious, considering the limited budget and the geographic aim of covering eight countries in two sub regions.
- The WEDGE design was relatively weak and included an inadequate monitoring system.

The WED-EE (1) wanted to take these lessons learned into account and tries to offer a solid project design as well as a more effective investment of resources in fewer countries (three East African countries). Furthermore, the WED-EE (2) intended to closely cooperate with another ILO project strengthening entrepreneurship development in the selected region - the Youth Entrepreneurship Facility (YEF).²² This would help to minimize project support costs by using the already existing project infrastructure of YEF.

Figure 5 WED-EE improvements from WEDGE

WEDGE	WED-EE
The WEDGE project was overambitious and too much scale and scope for its small budget.	The WED-EE focuses in a few countries. WED-EE tries to do fewer and streamline activities. WED-EE is still overambitious but in process of being strategic. WED-EE is working jointly with YEF, sharing resources and senior management.
The WEDGE design was relatively weak and included an inadequate monitoring system.	The WEDEE design has been improved through the design and DCED audit An impact assessment will enable to validate the implementation model
The WEDGE M&E was very poor.	The WEDEE M&E is still weak but improving.
WEDGE was based on training.	WED EE already benefits from the network of partners created during previous phases. WED EE is more focused on ToT schemes.

As explained before and pointed out in the Figure 5 WED-EE improvements from WEDGE, in relation to the previous WEDGE III, the quality of the WED-EE design has been clearly improved as a result of the previous experiences and learning. Nevertheless, the WED-EE project objectives/outcomes "continue to be" overambitious given the current WED-EE real capacity (based on staff and budget). In this situation and at this stage the generic initial proposal/concept note must be further adapted by each country. This was expected to be done during the initial months of implementation.

Figure 6 Conclusions from the DCED audit on capacity for M&E

<p>WED-EE Human Resources for M&E</p> <p>As per ILO regulation, 5% of programme budget goes for M&E.</p> <p>There is budgets line²³, but there is not anumber of days assigned to M&E. However staff have M&E responsibilities and the option to hire additional resources (interns, media monitoring firms) for M&E activities where needed. Tasks and responsibilities in relation to results measurement are appropriate and documented.</p> <p>Job descriptions of NPCs and CTAs clearly mention their M&E responsibilities.</p> <p>Responsibilities related to updating of RC, oversight of the system etc. lies with the Technical Officers in Geneva but is not documented. Staff is able to accurately describe their M&E responsibilities and it is in line with tasks and responsibilities in results measurement. (Based on the WED EE DCED pre Audit, 2013, point 8.2)</p>

Contrary to the audit conclusions, this evaluation considers that the WED EE program does **not have** "sufficient human resources available and this human resources have not been allocated to manage and implement the results measurement system".

²² See www.yefafrika.org

²³ There is a budget line for M&E see Concept Note for the Global Proposal- Budget line 16.50 and the Concept Note Country-level Budget line 16.05

The completion of the Pre-audit of DCED Standards with suggestions for compliance is a proof of WED-EE's high commitment with the OBM. In this audit some modifications are suggested to the (a) outcome indicators, (b) progress on (i) gathering data and (ii) building baselines. As it is pointed out in the DCED external audit of compliance with the DCED Standards²⁴, the results chain is currently quite complete, even if its final quality will depend on the WED-EE staff utilization. This is an ongoing process. The logic frame has been modified and improved over time due to a monitoring system (boxes 20, 22 and 23 of the results chain).

*While in the past a lot of good work and success has been achieved in Tanzania, Uganda and Kenya in women's entrepreneurship development, **much of the evidence has been anecdotal as projects have centred their attention on delivery but not necessarily monitoring progress and achievement of progress indicators.** To avoid this, the WEDEE programme aims to use the DCED standard as a guide for establishing a monitoring system that would not only help the programme team manage and steer activities, but more importantly allow for the final evaluation of the programme to be meaningful and show concrete and credible results in terms of outputs and immediate outcomes. (WED EE DCED Pre audit-draft, 2013)*

The monitoring tools in WED-EE

The progress reports follow templates that are given to staff to fill out and are not specific to WED-EE. However the draft narrative/progress reports of the three countries: (1) do not follow a common/harmonised structure so as to easily integrate their information in a comprehensive way; (2) do not follow the format of the initial logical framework approach or this of the new results chain/SCI format.

There is a need to re adapt the WED-EE logical framework in function of the new results chain as there seem to be different tools for monitoring purpose: (1) the formats from the initial concept notes (Annex 6), (2) The results chain boxes (including outcomes, outputs and inputs and their indicators) reflected in the strategy map/SCI format (that includes the content of the results chain and scorecards at the level of inputs), (3) the progress reports from the countries, (4) the annual progress report for the Irish Aid (In the annual progress report it is used the ILO Integrated Resource Information System (IRIS).

There is a difference between the results chains developed after the project was started which is different from the initial WED-EE logframe. The initial WED-EE LFA format has been improved through the new results chain and the strategy map. These should be harmonized. However, regarding at the progress reports at country level (Annexes 8 and 9), this seems still not enough internalized as the country progress reports have not a clear link with the strategy map. This seems a consequence of making the progress reports at country level and externalizing the SCI format monitoring to the ILO Pretoria and Geneva HQs. It is essential for a useful monitoring, the SCI format being used at country level as soon as possible. If not this could imply a gap of information and utility for decision making at country and HQ level.

The WED-EE SCIFORMA and the strategy map are very good achievements. However they must be adapted and there must be produced anew narrative and (strategy map) related comprehensive progress reports. An adapted and new concept note should be produced: (1) adapting and explaining the changes and improvements of the new results chain, (2) defining and clarifying the sequence of each of the inputs and outputs, (3) redefining concepts already explained in the original concept note (base lines, times, targets), (4) Integrating the different sources of verification and tools for measuring the different indicators at outcome, output and input level (example: (a) the entry, exit and follow up tools for the micro level, (b) the tools for following up on MOWE target groups for the meta level, (c) the tools for following the social dialogue events for the macro level.

Some other issues around the monitoring:

²⁴ The WED-EE DCED external audit of compliance with the DCED Standards was a draft in September 2013

- There must be more evident links between the inputs and the outputs, between the outputs and the outcomes, in the form of intermediate changes and other external factors that must be further defined.
- In the initial framework the objectives of the global level seem more like outputs (this is not the case in the new WED-EE results chain).
- The connection between the WED-EE outcomes and the Business Process outcomes must still be better defined.
- Need of better clarification of the links between the Micro, Meta and Macro level at inputs, output and outcome level.

Monitoring and WED EE Organisational aspects

For WED-EE it is important to link the Monitoring and evaluation system to the WED-EE organizational leadership and capacity:

- (1) M&E Leadership/Commitment: Focusing on utility and use of information for decision making at the highest decision/senior management level; and
- (2) M&E Capacity: Increasing the M&E capacity is suggested so as to increase the quality of outcome indicators and progress on gathering data and building baselines. This could be possible through internal M&E ILO capacities from HQ or other close projects (for example YEF).

The DCED external audit in WED-EE

In the following table the outputs of the DCED audit are summarized. The basis for this analysis can be found in Annex 13 **Control points of the DCED external audit**. While we can see how there are special challenges in “measuring changes in indicators” and in “capturing wider changes in the system or market”. The area of reporting results is more satisfactory.

Code	Color code
Fully compliant (in process)	Green
Partially compliant (in process)	Yellow
Not compliant	Red

Control points of the DCED external audit	Assessment
1. Articulating the Results Chain	Green
2. Defining Indicators of Change	Yellow
3. Measuring Changes in Indicators	Yellow
4. Estimating Attributable Changes	Yellow
5. Capturing Wider Changes in the System or Market	Yellow
6. Tracking Project Costs	Yellow
7. Reporting Results	Green
8. Managing the System for Results Management	Yellow

Source: adapted by the evaluator from the Pre-audit of DCED Standards with a perspective of ongoing process

Main conclusions of the DCED pre-audit

The WEDEE programme has been using results measurement Standard of the DCED for less than a year. Whilst the staff implementing the system has experience on various aspects of measuring and using results they do not have experience in using the Standard per se. As the details of the review below will show, this is actually a good thing for the programme. The two major issues that stood out during the review:

- 1. Indicators relating to boxes of the RC are good at this stage but they will have to be completed in an ongoing basis:** They are good enough for reporting progress quantitatively but do not say enough in terms of qualitative impact. Other indicators placed in the SCIFORMA or in scorecards are similarly lacking in ability to define depth of impact. Strangely, and happily, this does not relate to a poor measurement. Indicators exist in training assessment forms and reports, or there are indicators that the National Project Coordinators (NPCs) sometimes follow

up on their own to get qualitative information for case studies or to assess activities that provide the missing depth. These are indicators on what was learnt from training, what trainees intend to do after training, what they learnt before trainings etc. In short there are indicators measured that are useful for the programme, but are not reported as being measured.

2. Use of results measurement for programme management is not clear: The results measurement process is not considered a part of the management of the programme, even though it is used as such. Decisions are made based on field findings but these are considered separate from the measurement of the programme. All staff appreciate how the RC clearly shows how the programme proceeds towards impact, but other small monitoring or results measurement tasks they carry out to learn and steer the programme is not considered results measurement. Rather results measurement is thought as a requisite for reporting. (WED EE DCED Pre audit-draft, 2013)

WED-EE results measurement is in process: a clear proof is the implementation of this audit in a voluntary basis. The main gap in the measurement system is that:

-Results measurement processes are not clearly outlined and documented (in Annex6 WED-EE Logical framework, we can see templates to monitor the WEDEE that in practice are not being used at country level although SCI format is being used at regional/HQ level).

-The various components of results measurement – drawing results chain (RC), identifying and measuring indicators, using measurement for decision making – are not happening in sync. But syncing results measurement to programme steering and management should be achieved implementing the audit recommendations (also included at the end of the point 6. Conclusions and Recommendations.)

4.2.6. Assessment of the progress made to (1) establish baselines, (2) design a sustainability strategy, (3) manage risks, (4) promote knowledge dissemination.

Even if the WED-EE process of implementation is correct, there is not enough **information around baselines** at this moment. One explanation from the management side is that the late real implementation of the WED-EE implied not time to do it properly, but it is essential to find some methodological alternative so as to be able to realize/show the contribution of WED-EE to the changes in the context.

Assessment of progress on	Value	Explanation
(1) establish baselines		Only at Micro level. No at meta and macro level: (1) Not yet WED Assessments, (2) No base line (a) on “the initial environment for WED” macro outcome or (b) on “the level of acceptance of entrepreneurship as a carrier option for women” meta outcome. However the past WED assessments serve as a baseline at this moment.
(2) design a sustainability strategy,		There are key lessons on sustainability from the previous WEDGE experiences. Some of them were already appeared in the initial WED-EE concept note, but the WED-EE strategy of exit must be clarified (see point 4.6. Sustainability).
(3) manage risks,		Designed strategies to manage the risk of reluctance to pay services for training (example: elaborating private sector oriented trainings or supporting the development of partnerships).
(4) promote knowledge dissemination		Implemented and in process.

Knowledge dissemination and sharing

There are important activities in relation to knowledge dissemination within and outside the WED-EE project but there is the need of focusing these actions towards the maximization of the utility for (a) decision making (knowledge management linked to M&E) and (b) policy influence at country and HQ level.

In relation to knowledge sharing, it is expected that the WED-EE project staff will participate in a session on effective communications in order to maximize the opportunities to share information externally and internally. During this workshop, each country will develop a communications and knowledge strategy, with

an accompanying action plan for each country as well as the global project. Some parts of the WED Webpage are not regularly actualized²⁵.

This KS plan is intended to build on the tools and means available, such as:	Assessment
The WED e-space for trainers and partners	In process
The ILO website – all of the tools and key documents are on the WED page.	WED page ²⁶
This page also offers space for ‘news’ and ‘events’ that can be uploaded.	WED page
The regional office for Africa is also a platform for further knowledge sharing	In process ²⁷
The WED programme will organize one knowledge sharing event per year, inviting other projects and people to share lessons and knowledge from the project towards other technical areas.	In process ²⁸
Social media channels already running on ILO WED	Facebook ²⁹
Youth Entrepreneurship Facility website	

4.2.7 The extent to which results-based management is being used (a) Implications of shifting from IBM to OBM; (b) Focus on results and impacts against baselines

There are several processes that are improving the WED-EE results-based management:

1. At the beginning of the WED-EE and in response to the evaluation of the previous WEDGE phase, an external review of its results measurement and reporting system has been undertaken (based on the standards established by the Donor Committee for Enterprise Development (DCED). It seems that there has been a delay in the implementation of the audit as it was intended to be completed during the 6 first months of the WED-EE.

2. An impact assessment is being applied to one of the WED tools (GETAHEAD) to measure the effectiveness of the tool. Provisionally, the tool chosen is the management training tool for women “Gender and Enterprise Together”. The entire impact exercise is intended to be carried out through phase 1 and 2 of the partnership. In phase 1, conceptual and ground work is being carried out, including the collection of baseline data while in phase 2 follow-up surveys will be administered as well as the analysis of findings, report finalization and validation of findings. The results will be made available and lessons will be shared with partners, into the trainers’ network, as well as feed into any upcoming updates of the tool.

While all regular monitoring is being handled by the responsible field office (Dar es Salaam), the impact assessment of the tool is being handled by the responsible technical unit, ENTERPRISES, in headquarters and in close collaboration with the Kenyan field office where the impact assessment is chosen to take place.

3. At micro-level, baselines are being taken at the start of the project and monitored every six months to ensure that the targets are being reached and that action is taken when there is slow progress. Information will be gathered from beneficiaries in order to amass regular feedback on the activities of the project.

4. At macro-level, the updated WED impact assessment is intended to be taken as a situational analysis and a proxy baseline for policies and programmes, and will be reviewed in the second phase of the project to track progress.

Considering the WED-EE capacity and its intended intervention model, this evaluation perceives a gap in the Monitoring and Evaluation capacity of the WED-EE. There are some challenges in relation to Monitoring & Evaluation of the trainings:

²⁵ One example is the page of enabling environment, last time updated July 2012.

http://www.ilo.org/empent/Links/WCMS_184153/lang--en/index.htm

²⁶ <http://www.ilo.org/empent/areas/womens-entrepreneurship-development-wed/lang--en/index.htm>

²⁷ The Regional website for Africa has shown and shared info on WED –EE

²⁸ There is a KM event previewed in November 2013

²⁹ Number of likers/followers 266 (23th September 2013) <https://www.facebook.com/ILOandWED?fref=ts>

- ✓ There is not enough capacity devoted for monitoring and learning activities. This is a key element to reinforce and feed in the WED-EE advocacy and policy influence level activities/processes at meta and macro levels.
- ✓ At meta and macro levels there is not a harmonized monitoring system as it is the case with the initial, exit and follow up forms of the trainings at micro level

The extent to which results-based management is being used

As we have already pointed out in the part referred to the WED-EE DCED pre audit, results-based management is an ongoing process in the WED-EE case. This process is enabling a better understanding of the black box of the WED-EE intervention. This is a process that implies a collective effort (from WED-EE, constituents and implementing partners) so as to put the utilisation of the information generated from the different WED-EE information systems at the center of its OBM.

Some examples of this ongoing process: (a) the ownership of the implementing partners, (b) the satisfaction of the WE beneficiaries of the trainings, (c) different existing formats for assessment of trainings (initial, exit and follow up); (d) the external audit conducted; (e) the different guidelines that are available in the ILO SEED (an example is the “intervention models and performance indicators of the ILO SEED unit” (Fiala, 2013)³⁰.

This process has some challenges: (a) the baselines are not finished at meta and macro level, (b) there is not enough staff to conduct the M&E; (c) the progress reports seem not to be harmonized nor integrated and analysed, (d) the implication of the scarcity of resources was not considered in the WED-EE assumptions and risks part of the Concept Note; (e) Cycles of two years are too short so as to achieve and demonstrate results. There is a risk of fragmentation and lack of continuity.

4.3. Efficiency

To what extent the project's resources (technical and financial) are being used efficiently? Was the best approach was optimally executed?

Higher levels of efficiency have been created due to: (1) the WED-EE benefitting from the network of partners created during previous phases of WEDGE; (2) WED-EE collaborating closely with the YEF and (3) joint UN implementation on joint UN implementation on Gender and Women's Economic Empowerment in Kenya (GEWEE)³¹ in Kenya.

³⁰ This guide can help to unpack some of the elements of the black box of the WED EE

³¹ UN GEWEE: The UN WOMEN, ILO, IOM, OCHA, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNHABITAT, UNICEF, UNIDO, UNODC and WHO have established a Joint Programme entitled "Joint Programme on Gender Equality and Women's Empowerment in Kenya" (JP GEWE). This Joint Programme represents an important landmark in enhancing the UN's coherence and cohesiveness in Kenya. It brings together 14 United Nations Organizations under one programmatic framework, underscores the UN's commitment to “Delivering as One” and provides for a strong platform to better serve the needs of Kenya in the area of gender equality and women's empowerment. The foundations to the initiation of the programme lie in the development process of the Kenya United Nations Development Assistance Framework (UNDAF 2008-2013), which identified “Gender Equality and Women's Empowerment” as one of the key issues that would benefit from strengthened UN coordination and joint support. While anchored in the reform process of “Delivering as One”, this Joint Programme is fully aligned to national priorities for the advancement of gender equality and women's empowerment, the bases of which are described in Kenya's Constitution, its Development Blueprint, Vision 2030 and Medium Term Plan (2008 – 2012), the National Gender and Development Policy (2000) and its Action Plan (2008-2012), Duration: 01 September 2009 – 31 December 2013

The flexibility in programming the ILO/IA PP resources has allowed for shared management costs and created implementation synergies. Building on the previous phase of the WEDGE and creating synergies with other donor funded interventions or ILO-funded work (as YEF) are clear examples of cost effectiveness.

The initial implementation frame time of the WED-EE was delayed due to (1) the delay in the arrival of the funds (August 2012) and (2) the delay in the recruitment of the national coordinators. These delays are also related to the complex administrative procedures in ILO between the HQ, the regions and the countries.

The budget implementation data is summarized in Figure 7 WED EE budget implementation (September 2013) (for a more detailed information see Annex 8). We can see that at the middle of the real implementation frame time, the budget at country level has a rate of delivery of 44% and at global level a rate of 33%. Overall, given (1) the activities deployed (see point 4.4. Contribution to Impact & Effectiveness and Annexes 9 and 10) and given (2) the reception of the WED-EE budget on August 2012, and (3) the delay in the beginning of the budget implementation, WED-EE is operating efficiently. While the programme is ambitious in relation to its small budget, the three national projects supported by the WED-EE programme are working well **with very limited resources in relation to the ambitious expected results**. Indeed, the lack of human and financial resources at the national level has been pointed out not only by key stakeholders, including key implementing partners.

Item	Budget	Delivery
GLOBAL level	380.441	33%
RAF (Country level)	1.521.766	44%
TOTAL	1.902.207	42%

Figure 7 WED EE budget implementation (September 2013)

The big challenge for improving the WED-EE efficiency is how to deploy the capacities so as to maximise impact, given the scarcity of resources (what balance of resources at the micro, meta and macro levels?).

Considering that this situation has been exactly the same in the previous phases (WEDGE), there should be a reflection around: (1) The need to focus the WEDEE actions, (2) The reasons for under budgeting WED-EE. These limited resources in relation to ambitious objectives, mean that important choices will have to be made so as to focus and prioritize, and perhaps some activities/interventions will have to be dropped. Some alternatives for this could be:

- To make use of funds from other agencies that intended to do the same;
- To form **strong links with other programmes**, so as to increase the WED-EE's outreach and improve the efforts to disseminate WED-EE tools and resources, and to reach women entrepreneurs with practical support measures.

As we can see in the in the next figure, in relation to efficiency, the WED-EE has some Strategical, Operational, Knowledge, Relationship Management challenges, related to: (1) Strategically focusing the scarce capacities; (2) Linking and integrating the micro, meso and meta levels, (3) Increasing the quality of relationships with constituents and implementing partners so as to improve the capacity of the WED-EE policy influence.



Figure 2 Efficiency & Organisational WED-EE issues

4.4. Contribution to Impact & Effectiveness

Effectiveness: Have the project outputs effective in supporting the achievement of the outcome objectives ILO's strategy for the creation of decent work in sustainable enterprises (Outcome 3 as well as Outcomes 8, 9 and 17) and help meet targets and indicators.

Impact: To what extent have the projects actions produce immediate and midterm impacts towards achievements of Outcome 3, extending to Outcomes 8, 9 and 17?

Women entrepreneurship development in the ILO Evaluation of Outcome 3: is the ILO sustainable enterprise strategy effectively promoting entrepreneurship and business development, with special attention to women?

The overall aim of the women entrepreneurship strategy is to work through local partners to build capacities and actions to address gender-differentiated constraints to entrepreneurship. In Africa (...) in particular, project-level work has been on-going (...) to support an enabling environment at national levels to develop relevant policies, and enabling frameworks (tools and approaches), to effectively remove gender-based barriers to women entrepreneurs.

Methodologies have focused on stimulating awareness, changing attitudes, knowledge and practices. These have been implemented in combination with other sustainable enterprise initiatives or as stand-alone initiatives.

Most projects are characterized as multi-country, with on-going programmes of support that are funded through a wide range of resources. **National approaches are largely similar and may lack customized analysis and interventions for women in specific contexts.** Given the relatively small budgets per country, permeation into rural areas or intensified interventions into specific sectors or value chains has not been well developed. Efforts to address financial constraints have resulted in collaborations with financial service providers and/or government financing schemes specifically targeting women entrepreneurs. On-going funding in specific countries has also secured ILO's positioning within their UN country teams for addressing the economic empowerment of women. The ILO is one of the few UN agencies to support specialized programming aimed at promoting women's entrepreneurship.

While sustainable enterprise projects regularly integrate both genders into their targeted beneficiaries, for some countries additional tools and approaches are needed that address social, economic and education constraints faced by women. Overall, project evaluations have noted **effectiveness in building capacities of service providers to deliver**

services to women entrepreneurs, establishing forums and networks of women entrepreneurs (for example Improve your exhibiting skills reinforces individual skills as well as joint marketing and networking), and advocacy for influencing the knowledge, attitudes and practices of those shaping the enabling environment for women in entrepreneurship.

WED approaches to training and certification of trainers were found in some case countries to largely operate in parallel to similar non-WED BDS tools, such as SIYB. This is potentially a concern where competition for training experts and training funds exists and where ILO partners become burdened with over-complex portfolios.³²
ILO evaluation on Outcome3, 2013:39)

4.4.1. How does Irish Aid funding contributes to achieving process/progress towards the selected Global Product and CPOs, the achievement of ILO Outcome 3

In Annex 14 we can find the description of the Results-Based Management and Financing for Development in the ILO. As already pointed out the WED-EE is in process of strengthening the capacity to respond and achieve CPO goals in relation to Outcome 3 by investing resources in these target countries. All three countries are target for this biennium and therefore they are expected to be achieved by the end of the biennium. The annual progress report of the ILO/Irish PP (page 20) indicates that these three countries are in process of contributing to these CPOs:

Country	Country priority outcome (CPO)	Formulation
Kenya	KEN130	Young women's and men's entrepreneurial skills for self employment and SME activities enhanced/ increased
Tanzania	TZA102	Young women's and men's entrepreneurial and SME activities enhanced
Uganda	UGA128	Young men's and women's entrepreneurship for self employment and productivity increased

WED-EE is contributing to outcome 3 (Sustainable enterprises create productive and decent jobs), with particular emphasis on women. WED-EE focuses on Outcome 3 / Indicator 3.2: Number of members States that, with ILO support implement entrepreneurship development policies and programmes for the creation of productive employment and decent work. However the links between the CPO, the DWCP and the HQ level outcomes must be tracked and unpacked through a more detailed WED-EE monitoring system.

WED-EE contributes to the outcome strategy through a specific focus on the following mainly gender related entry point: WED-EE is improving the dialogue around the WED priorities so as to make sure that women needs are integrated throughout in the process and results. This evaluation could perceive a clear WED-EE management commitment and orientation to (1) results based management, (2) discuss on outputs and outcomes during the follow up (not so much only on activities). But given the current short WED-EE staff and budget and the current ambitious redaction of the WED-EE objectives in relation to the Global Product and the CPO (see"Figure 1 WED-EE Strategy Map" at outcome and impact level), **these objectives seem overambitious**. This increases the pressure for a kind of management that should achieve a good enough concentration, articulation and sequenciation (at HQ, regional and country level).

This evaluation considers that the WED-EE is progressing in the contribution to achieving process/progress (a) towards the selected Global Product and CPOs and (b) towards the achievement of ILO Outcome 3. But WED-EE has some challenges in relation to: (1) Establishing the baselines, (2) clarifying the contribution links.

³² In relation to this last point they are intended to start unifying monitoring as well as accreditation. We are working on a web based monitoring platform that will track results of WED and SIYB. The new WED accreditation system allows trainers to earn credits if they have experience with other ILO training material, e.g. SIYB. (

The following is the established indicators for measurement. In colours this evaluation values their progress:

Outcome 3 / Indicator 3.2 Measurement	VAL	Assessment
The member State introduces entrepreneurship development policies in national development frameworks or similar national policy documents.		This should be achieved reinforcing the key implementing partners that have more capacity than WED-EE in contributing to this outcome.
Entrepreneurship development strategies are implemented in economic sectors or value chains that have been selected because of the high job-creation potential.		Not specific sectors have been selected
A national association or network of trainers and organizations with the skills and resources to support the delivery of entrepreneurship programmes, especially with a focus on entrepreneurship for women and young people, is established or strengthened.		There are trainers and organisations but the networks and links must be reinforced.
Targeted entrepreneurship development strategies are implemented that support (a) the transition of informal activities to formality or (b) poverty reduction <u>in rural areas</u> , in line with the 2008 ILC resolution concerning the promotion of rural employment for poverty reduction.		This is a long term outcome and in process ³³ . This should be achieved reinforcing the key implementing partners that have more capacity than WED-EE in contributing to this outcome.

WED-EE is creating a number of achievements in the three countries of Eastern Africa where it is operating in (see Box intermediate change processes). WED-EE is contributing to the general objective of « job creation, economic growth and gender equality through more women led businesses ». WED-EE is in process to produce results. However, the full extent of this contribution process, that is to say, the final situation of being “achieved” results or “mixed” result, will depend on the degree of clarification, articulation, concentration, monitoring and adaptation of the WED-EE interventions. It is key continuing the effort on monitoring for this to be good enough elaborated, making it easier to show how these efforts are improving job creation, economic growth and gender equality.

The three levels of programme interventions reflect the three objectives or outcomes of the programme:

- Macro level objective 1: A more enabling environment for WED (two outputs were designed to achieve this objective);
- Meso level objective 2: Increased acceptance of entrepreneurship as a career option for women (two outputs were designed to achieve this objective); and
- Micro level objective 3: Improved business performance of women –led businesses (three outputs were designed to achieve this objective).

If we look at the current state of the strategy map (Figure 1 WED-EE Strategy Map) it seems that in general the WED-EE processes are being achieved at micro and meta level (more green colours at input level) and more difficulties are found at macro level (less green colours at input level). However this evaluation considers that even in the case of implementing the inputs, some of the outputs will not be achieved if other external factors will not contribute to them.

Box 1 intermediate change processes

Across the three national projects, WED-EE is contributing to a range of intermediate changes. These include: Macro and Meso level:

- ✓ Supporting the institutionalization of women’s participation in social dialogue;
- ✓ Assistance in the broadening of participation in social dialogue processes to ensure that women and other marginalised groups, such as people with disabilities and people affected by HIV and AIDS are more able to participate;

³³ WED-EE project has worked in supporting women entrepreneurs in rural settings (Kenya for example).

- ✓ Producing evidence on a range of gender-specific issues affecting women's access to finance and business registration;
- ✓ Researching for policy proposals on what works and what does not in WED.

Meta level:

- ✓ Nurturing of national and sub-national networks of key actors involved in the promotion of women's entrepreneurship;
- ✓ Awareness raised among key government and non-government agencies regarding the importance and relevance of women's entrepreneurship and gender equality in national social and economic development, and the creation of decent and productive employment;
- ✓ Support for the growth of women's entrepreneurs associations and other formations of businesswomen.

Micro level:

- ✓ Introduction of new development tools (i.e., WED-EE tools) that have been adapted to suit local needs and circumstances (example urban women refugees in Nairobi-Kenya with JRS/UNHCR);
- ✓ Promotion of successful businesswomen as role models to others;
- ✓ Development of skills and competencies in women's entrepreneurship and business management among service providers, women's associations, government programme managers and various civil society organisations;
- ✓ Relevant capacity building support provided to women's entrepreneurs associations so as to contribute to become more aligned to their members needs and better able to manage their resources.
- ✓ WED-EE is working with state and non-state actors to promote change. The programme's work with integrating gender issues into government instrumentalities is promoting systemic change in norms and attitudes. However the understanding of this key area must be worked in depth.
- ✓ WED-EE and the previous WEDGE appear to have and have had a significant impact at the international level in the promotion of women's entrepreneurship development. Many organisations are using the WEDGE/WED-EE tools.

List of WED-EE outputs (listed by SCIFORMA)

Overall outcome:

More women-led businesses contribute to job creation, economic growth and gender equality

Impact KPI:

No of jobs created by women entrepreneurs reached through the project (target: 900 jobs)

Level of achievement (based in the SCIFORMA of WED-EE) :

1) Macro level immediate outcome: A more enabling environment for WED

Share of women entrepreneurs reached by the project stating increased ease of running their own business as a result of PLRF reforms initiated by the project (target: at least 50%)

Output: Improved evidence base on strategies and tools to facilitate a more enabling environment for WED

Output KPI: Share of people reached during the international knowledge exchange event who state to be satisfied or very satisfied with the empirical evidence produced by the project (target: at least 75%, by 01/14)

Parent activities under this output	By	T	K	U
A research paper on what works and what doesn't in WED	06/13			
One WED assessment each in Tanzania, Kenya and Uganda	04/13 By 08/13			
Validation of WED assessment results in each country	06/13 By 09/13			
One impact assessment of the ILO GET AHEAD tool baseline data and census available. First follow up in	06/13			

12/13				
One international knowledge exchange event to review research findings and WED assessment results	01/14			
A Pre-DCED standards audit of the WEDEE results measurement processes and tools	03/13 By 6/13			
Alignment of the WEDEE M&E system with the EMP/ENT sub-regional project performance measurement framework	03/13 By 6/13			

Output: Social dialogue more focused on policy, legal and regulatory reform in support of WED

Output KPI: No of submissions for policy, legal and regulatory reform in support of WED made by social partners to the relevant local authorities (target: 1 per country by 12/13)

Parent activities under this output	By	T	K	U
One kick-off international knowledge exchange event	07/13			
Facilitation of social dialogue events on legal, policy and regulatory reform in support of WED	06/13			
Legal advisory services for social partners to submit regulatory reform proposals	03/14			
One kick-off international knowledge exchange event	07/13			

2) META LEVEL: Immediate outcome: Increased acceptance of entrepreneurship as a career option for women

Outcome -KPI:

Share of people reached with promotion & advocacy messages who state improved perceptions towards women entrepreneurship and the role of women entrepreneurs as an engine for economic growth and employment creation

Output: The role played by Women Entrepreneurs in job creation and economic growth has been promoted

Output-KPI: Number of people reached through mass media with advocacy messages (target: 300,000, by 06/13)

Parent activities under this output	By	T	K	U
Support partnering of local counterparts and ILO for carrying out activities during the Month of Women Entrepreneur	12/12			
Develop profiles of women entrepreneurs to be highlighted during Month of the woman entrepreneur	03/13			
Support preparation and launching of campaign	05/13			

Output: Women entrepreneurship has been further popularized*³⁴

Output KPI: Number of people reached through entrepreneurship promotion events (target: 3,000 by 06/13)

Parent activities under this output	By	T	K	U
Following up on MOWE, target priority sub-groups of potential young women entrepreneurs with entrepreneurship promotion activities (with emphasis on KAB and together with YEF	12/13			

3) Micro level- Immediate outcome: Improved business performance of women entrepreneurs

Outcome-KPI :

Increased sales (60% of project participants increase sales by 15%) + ratio of women served by the financial and non financial service providers that start a business (one in every ten participants

Output: Access for women entrepreneurs to financial business support services *³⁵

Output KPI:

³⁴ *newly introduced outputs

³⁵ *newly introduced outputs

-No of officers working for financial service providers trained in use of WEDGE tools and -approaches (target: 10 by 06/3)

-No of women entrepreneurs reached by these officers (target: 100 by 01/14)

Parent activities under this output	By	T	K	U
Build capacity of Women Entrepreneurs' Associations to serve and represent women entrepreneurs based on findings from WED assessments, and with emphasis on WEA				
Gender-mainstreaming of the YEF M&E system	12/12 By 10/13			

Output: Access for women entrepreneurs to tailored non-financial business support services

Output KPI:

-No of trainers working for non-financial service providers trained in use of WEDGE tools and approaches (target: 60 by 06/3)

-No of women entrepreneurs reached through these trainers (target: 1,000 by 01/2014, among them up to 80% women)

Parent activities under this output	By	T	K	U
Assessment of non-financial service providers' services to women and men	12/12			
Capacity building of non-financial service providers to provide tailored services to women (and young women) entrepreneurs, with emphasis on GET AHEAD and SIYB				

Output: Increased membership outreach of women entrepreneurs' associations and women chambers

Output KPI: No of officials working for WEA's trained in use of WEDGE tools and approaches (target: 15 by 06/3)

Increase in no of members serviced by these WEA's after treatment (target: 10% increase in outreach as a result of WEA capacity building support by 12/13)

Parent activities under this output	By	T	K	U
Assessment of financial service providers' services to women and men	12/12			
Capacity building of financial service providers to provide tailored services to women (and young women) entrepreneurs, with emphasis on FAMOS				

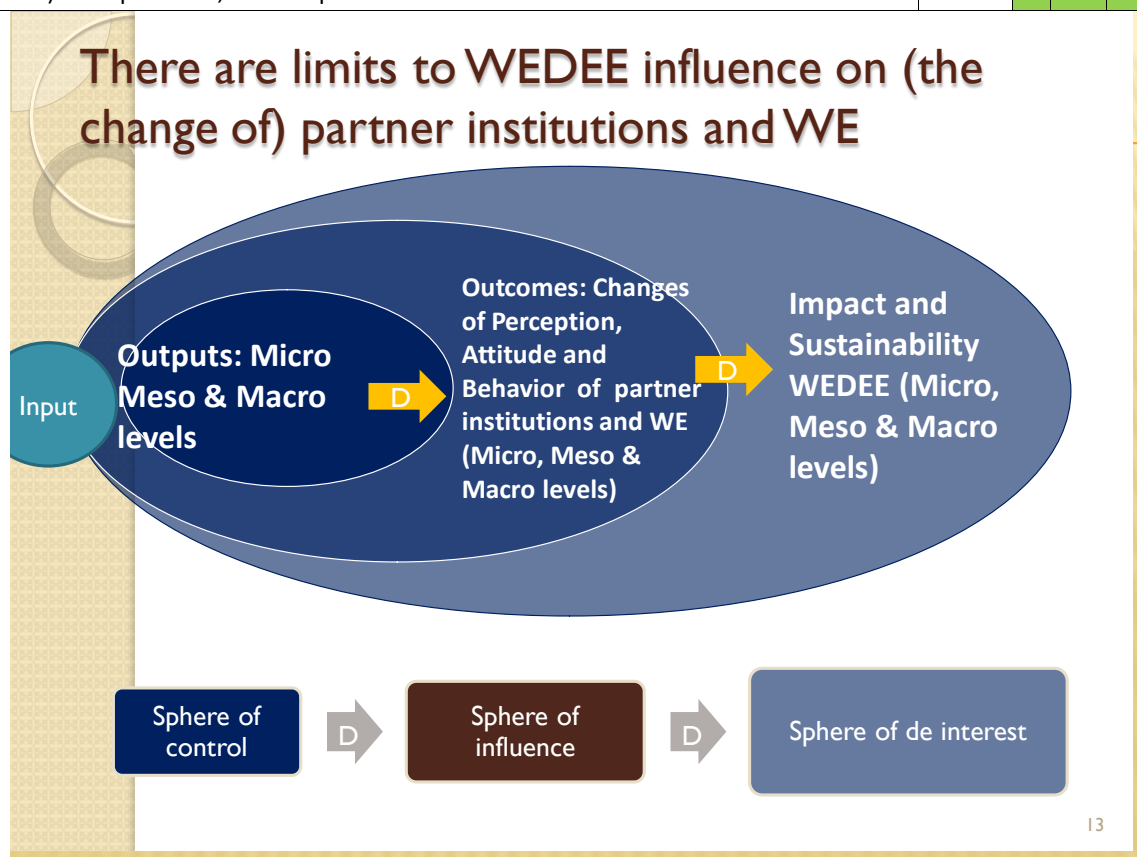


Figure 3 Spheres of contribution
Source Outcome Mapping

WED-EE is having the following challenges at the different macro, meta and micro levels:

In terms of its first **macro-level** objective, the WED-EE **has the challenge of contributing to the creation of an enabling environment that supports the creation and growth of women's enterprises that generate quality jobs in the three countries the WED-EE is operating in.** As pointed out in the Figure 3 Spheres of contribution, WED-EE has a limited sphere of influence in the intended changes. Even in the case of fully achieving its outputs, the outcomes will continue to be out of the sphere of influence of WED-EE: (1) improving the evidence base on strategies and tools to facilitate it, and (2) with a social dialogue more focused on policy, legal and regulatory reform. At this moment the WED-EE has begun to engage key actors on the actions that could be taken to eventually achieve this objective. The next steps are raising awareness of the reforms needed to do this. WED-EE must develop a kind of management that enables to devote as many resources as possible to this level.

At the macro-level, the WED-EE is raising awareness and advocate for reform. It is working closely with its implementing partners. But WED-EE must be prepare to the situation confronted in previous phases (WEDGE) when, in many cases, the achievement of these reforms could have by stymied by the slow pace of government policy-making. The WED-EE must be strategic at the NAC level for trying to overcome this « known » possibility.

The WED-EE's challenges at the **meta-level** are equally very high. The objective "Increasing acceptance of entrepreneurship as a career option for women" is outside the sphere of control of the WED-EE in the short frame-time of the project. It is not clear the link between outputs and outcomes as this link must be better defined and articulated (example: only popularizing and promoting the role played by women entrepreneurs will be "increased acceptance of entrepreneurship as a career option"? what other factors also contributes to this? What other factors are barriers?). At this level even the outputs (intermediate change) seem out of the control of WED-EE: (1) women entrepreneurship has been popularized and (2) promoted the role played by women entrepreneurs in job creation and economic growth. In both cases the existing indicators seems to be more at input level (number of people reached out) than output level (number of people that realize the importance of accepting entrepreneurship as a career option).

At the meta level the WED-EE is implementing the MOWE and effort must be done on following up its effects. However it is not clear it this is enough to achieve the ambitious outcome.

At the micro-level, the WED-EE is seeking to improve business performance of women led businesses by improving the capacity of business development service providers to deliver services to women entrepreneurs in the three WED-EE countries. This through access for women entrepreneurs to (1) tailored non financial and (2) financial business support services, provided from capacity building of (1) non financial and financial service providers on (i) GET AHEAD and (ii) FAMOS. It could be further clarified the link between inputs and outputs and the influence of external factors in the contribution relation. What other factors are contributing/barriers to the link between inputs and outputs? Even if WED-EE has not control or influence on these factors, WED-EE should realize the existence of them and how these factors are affecting the intervention.

At the micro-level, the WED-EE is improving the capacity of business development service providers to deliver services to women entrepreneurs in the programme countries. WED-EE and its Implementing Partners are in position to respond to the needs and concerns of many women in business in the three WED-EE countries.

Some challenges while working at these different levels are:

- The delays due to different reasons in the real starting point of WED-EE (recruitment of the national coordinators, initial administrative arrangements...);
- The WED-EE needs to be really strategic in the focusing of resources at the micro, meta and macro level. While the real added value of WED-EE is at the macro and meta levels, the experience and expertise at micro level is key for feeding the other levels of intervention;
- The close work with implementing partners is key, not only for increasing ownership and sustainability but for maximising the influence of WED-EE (with the current structure).

The WED EE GLO component: As stated in the introduction, the GLO component is concentrated on (1) knowledge generation and sharing, (2) providing targeted technical guidance to field colleagues and (3) further promoting the tools and approaches designed under the past Irish Aid partnership. The Geneva HQ is managing this component with different expected ongoing products. They have the challenge of providing these products on time so as to be useful and able to be integrated at the country management level. That is to say, the objective is not delivering certain outputs in the form of documents, reports or articles but managing this knowledge in a practical oriented way in each of the three countries. In principle this is previewed in the results chain as the “research paper on what works and what does not in WED” is going to be discussed and reviewed in one international knowledge exchange event. But probably this will not be enough and other knowledge management actions will be needed/have to be articulated. Finally, as in the previous WEDGE, the current WED-EE GLO component should continue to work on how to promote women’s entrepreneurship and gender equality and how to incorporate these approaches into national policy frameworks.

Key deliverables of global product and their level of achievement	State	Comment
The preliminary work for a rigorous impact assessment of ILO's "Gender and Enterprise Together" management training tool		In process
Three assessments of the environment for women entrepreneurs in Tanzania, Uganda and Kenya		There is a delay
A research paper highlighting lessons learned and enabling factors for working in WED based on 8-10 case studies from different programmes by ILO and other organizations		In process It also needed to explore "how to promote women's entrepreneurship and gender equality and how to incorporate these approaches into national policy frameworks"
An international knowledge sharing event around the above knowledge products as well as experiences from the countries covered in this proposal.		Not implemented
A local knowledge sharing event		Not implemented (there has been a local KS in September 2013, focused on YEF but not in WED EE)

The added value of the WED-EE Impact Assessment being implemented in Kenya

The WED impact evaluation is a research aiming at assessing the impact of ILO WED tools on Kenyan WE's business, livelihoods and empowerment. It is implemented in the frame of the ILO WED-EE project in partnership with the YEF, with Innovation for Poverty Action (IPA) and International Center for Research and Women (ICRW). IPA supports the quantitative part and ICRW supports the qualitative part of the assessment. It has been funded by 3iE³⁶. This research costs three times the budget of the WED-EE in Kenya, so it is clear that the use/utilisation of this assessment must be also focused at global level and not only at country level.

This impact evaluation is involving a lot of stakeholders in Kenya, has a good degree of ownership and is creating a lot of expectations. This is a unique opportunity for WED-EE and ILO to put in value and communicate current and past efforts. This process has certain Pros and Cons:

Pros	Cons
<ul style="list-style-type: none"> ✓ More financial and human resources ✓ Reducing the coverage, focusing on certain (1) areas, (2) tools, permitting increasing the quality ✓ Huge capacity of policy influence at WED-EE and ILO level 	<ul style="list-style-type: none"> ✓ Ethical considerations as the (lack of) incentives or treatment to the control group³⁷ ✓ Lack of flexibility ✓ Impact Assessment needs orientation (not training needs assessment)

4.2. Implementation of the training activities

The training activities are being conducted successfully. However some of the activities are still in the preliminary phase while this evaluation is being concluded. This evaluation considers that given the existing

³⁶ International Initiative for Impact Evaluation (3iE) the funder of the WED EE impact evaluation: Unpacking the Determinants of Entrepreneurship Development and Economic Empowerment for Women (Provisional Award) <http://www.3ieimpact.org/en/evidence/impact-evaluations/details/727/>

³⁷ Some ethical principles related to impact evaluation control groups are: (1) Non-exploitation Principle states that research participants should be remunerated for their involvement in the research and kept fully apprised of all potential dangers from the study. (2) Maximization of the public interest where the research is conducted to benefit all human kind and in particular the participants themselves and the community from which they are drawn (3) In contrast to no direct provision of benefits for the control group some researchers put forward the principle of "no survey without service"

resources, WED-EE must continue to be more focused at the level of training of trainers and implementing partners than at the level of training of the final beneficiaries.

There is a system in place to monitor the training that includes entry, exit and follow up tools. However it is not clear if there is enough capacity to implement this last form (follow up form). The follow up of the training is essential to ensure measurement of the change in behavior and the impact related to the trainings themselves. It is a challenge to harmonise the monitoring activities between all the implementing partners, assuring that entry, exit and follow up forms will be correctly fulfilled.

The following ideas have been directly extracted from quotes of some of the beneficiaries of the trainings:

Some Direct quotes of beneficiaries of the trainings::
<p>Kenyan Trainees</p> <p>1-Most useful training materials: Record and book keeping, networking, gender, costing and pricing and management</p> <p>2-Strenghts of the training process: Diversity/Richness of audience (ages, categories, different business interacting different people in different business), group work is not easy to forget and very practical.</p> <p>3-Strenghts of the training outputs: Gain knowledge, improve and make things better, expand business, talk to costumers</p> <p>4-Strenghts of the training outcomes:</p> <p>Incomes and total sells have growth, more customers, diversification of costumers, more gender equity, Business plan development, diversification an adding value strategies, Increased production, stock taking, Increase quality, Higher morale, Reduced waste, Increased sales, Higher quality ratings, Increased customer satisfaction, Fewer staff complaints, Increased benefits</p> <p>5-Gender. We have realized and we can demonstrate that men are not the only that can do big things, women can do anything (related to confident and overcome other problems)</p>
<p>KIE Kenyan trainers</p> <p>WEDEE uses very effective and practical tools and targets</p>
<p>Member of the NAC</p> <p>WEDEE can put in place the mix of conditions to improve the situation of some women and their girl children, something that nobody else is doing at this moment.</p>

Some of the key ideas that came directly from the trainers and beneficiaries of the trainings were that: (1) Low income women entrepreneurs face similar gender and entrepreneurship constraints; (2) Unequal relations between men and women are disadvantageous to everybody and achieving gender equality is not a women's concern but the responsibility of all in society; (3) Without a strategy for engaging men at multiple levels, efforts focused on women's economic empowerment alone will always be limited in their transformative impact.

Table 2 Initial Logical Framework of the WED-EE (currently it is being used the Strategy Map and the Results Chain)

WED-EE Logical framework for the Country and Global level Global Document /Concept Note, 2011: 5

The current Results Chain of WEDEE means an important improvement from the initial LFA in the concept note (in red some of the changes are pointed out. We refer to the position of these statements in the current WED-EE Results Chain)

3.1 Development Objective: (shared between the GLO and the Country proposals). More women-led businesses contribute to job creation, economic growth and gender equality (impact expected result (box 28))

IoA: Number of jobs created women entrepreneurs as a result of the project (target: 900 jobs)

3.2 Immediate Objective(s) (called Outcomes in RC): The proposal envisions 3 immediate objectives, with the first objective divided into two parts. While the outputs at country level will aim towards achieving the first two immediate objectives, the outputs at the GLO level will aim to directly achieve the last objective.

Immediate Objective 1a. Existing women led business increase their performance (box 27, level of outcomes) (CTRY)

Immediate Objective 1b. Increased number of women led start-ups (this is the IoA of outcome “a more enabling environment for WED in box 26 in the RC)(CTRY)

Immediate Objective 2. Increased acceptance of entrepreneurship as a career option for women (box 25, level of outcomes) (CTRY)

Immediate Objective 3. Increased evidence on what works and what doesn't in WED (box 19, level of outputs in the RC) (GLO)

3.3 Outputs: Below is a table showing the outputs at both global and country level.

OUTPUTS COUNTRY LEVEL	OUTPUTS GLOBAL LEVEL
1.1 Financial and non financial service providers' are advised/trained on how to deliver services to women entrepreneurs (boxes 11 and 12, level of inputs in the RC)	3.1 Concept note, methodology and baseline carried out for impact assessment on ILO management training tool “Gender and Entrepreneurship Together” (box 15, level of inputs)
1.2 Women entrepreneurs' associations' and women chambers' are advised/trained on how to better serve and represent members (box 17, level of inputs in the RC)	3.2 WED assessments from Tanzania, Kenya and Uganda available (box 4. Level of input)
2.1 National campaigns on the role Women Entrepreneurs play in job creation and economic growth are carried out (box 3, level of inputs in the RC)	3.3 One research paper on what works and what doesn't in WED including case studies from ILO and 8-10 other organizations to close knowledge gap on WED developed (box 3, level of inputs)
	3.4 One international knowledge exchange event on WED in one of the three countries (box 9, level of inputs)
	3.5 Youth Entrepreneurship Facility project's M&E system is gender mainstreamed (box 6, level of inputs)
	3.6 Results measurement system of project is audited based on DCED standard (box 8, level of input in the RC)

(*) RC = Results Chain

WED-EE Assumptions and Risks

Risk assumptions:

Lack of buy-in to participate in the updated WED assessment: Participants are reluctant to pay a fee for service: This will have an impact on the sustainability of the project's activities..Low trainer engagement with the WED e-space: The WED e-space is the main channel for coordinating information and accreditation of trainers once they are trained in WED tools from the GLO programme. Although the space is quite user-friendly, some trainers may not report or engage via the internet.

Mitigation mechanisms

The WED assessment updates will allow stakeholders to take stock of changes in the environment for WED in the three countries since they took place in 2005/2006.

Cost recovery measures have been promoted in all three countries in the past, it has been an ongoing struggle to ensure cost-recovery for training of entrepreneurs

The space has been designed in a simple manner and incentives for participation have been identified. Further, the WED e-space will be introduced and promoted during each training session of trainers and via video conferences as to ensure trainers are aware of its full use and potential.

4.5. Alignment, harmonisation & Added Value

4.5.1. Assessment on how: (a) the programme has influenced ILO's tripartite constituents on WED-EE? (b) Have constituents been involved in the implementation of the programme?

The WED-EE programme is influencing ILO's tripartite constituents and these constituents have been involved in the implementation of the WED-EE especially through the NAC. At the same time some constituents are WED-EE implementing partners.

The success on increasing the WED-EE policy influence and the main challenges in relation to the WED-EE sustainability depend on the current commitment, leadership and capacity of the constituents. However, this is not under complete sphere of control or influence of WED-EE.

Some examples of impact in the field are the participation of the constituents in the NAC (National Advisory Committees). This varies from country to country, but the evaluation could perceive a high degree of commitment and leadership from the MSE Authority in Kenya, the Ministry of Gender, Labour and Social development in Uganda and the Ministry of Industry and Trade in Tanzania, as chairs of the NAC.

Nevertheless, this evaluation has perceived some challenges:

(1) In order to be more efficient it was decided to merge the NACs of YEF and WED-EE. This has pros and cons. The WED-EE can take advantage of the existing process created around YEF but also could be overshadowed by the bigger dimension of YEF. This could be the case especially in Kenya where the number of representatives of the NAC could not be increased so as to include the correct number of representatives from the WED-EE side. This situation is not a problem in relation to technical backstopping, but it needs a lot of effort of coordination, and this must be taken into consideration. For example: if previously a full time person coordinated YEF. Now it will coordinate both YEF and WEDEE but this manager will have to devote less time to each one. Probably the more demanding (in terms of accountability) will be more time consuming for the manager.

(2) It is important to strengthen the relations between the implementing partners and the constituents (in some cases the constituents are also implementing partners). It is key and urgent to develop policy influence processes of WED-EE jointly with the implementing partners.

(3) It is key the NAC and the WED-EE technical commissions not becoming too formal and bureaucratic spaces. It is very important the formality and institutionalization but the real purpose of these structures must not be lost. Developing road maps, division of labour and assessing them frequently could be a solution.

4.5.2. Assess to what extent synergies (a) with other ILO interventions, (b) with other UN projects.

Does the ILO sustainable enterprise strategy promote synergies with other strategic outcomes, national constituents' priorities and partners?

*ILO's enterprise initiatives are well grounded in both the UNDAFs and DWCPs, and ILO has overall partnered effectively with **UN partners** to leverage their expertise within larger UN programmes. (MDG fund, FAO, UNIDO, etc.). The experiences have largely been positive and a number of new initiatives are in the process of development. However, ILO faces challenges with these collaborations in:*

- 1. Steering a course which draws out its specialized expertise when there is considerable risk of overlap and duplication, or inconsistent priorities and approaches across agencies,*
- 2. Inefficiencies linked to joint programme planning and delivery, and problems of capacity to adequately support its area of work within the available resources and staffing—this is particularly an issue where ILO has no office and is not formally represented on UNCTs.*

(ILO evaluation on outcome 3, 2013: 26)

WED-EE has synergies with other ILO interventions: WED-EE is collaborating closely with YEF across the three countries and YEF&WED-EE have the same senior management structure. WED-EE national Advisory Committee members have been integrated with these of YEF in order to ensure all possible synergies and avoid duplicity of meetings with similar constituents. Financial partnerships developed by YEF are being extended to ED-EE particularly in Kenya and Uganda. A joint Technical Committee (TC) with YEF was also set up at inception phase of WED-EE. The TC comprises members from government Ministries Departments and Agencies (MDAs) as well as private sector and project staff. The TC has had monthly meetings so as to discuss work plan and participate in supervision of programme tasks and advisory.

These synergies include also projects funded by other donors and other UN projects. Here are some examples:

- The South African Department of Trade and Industry (DTI) WEE was directly based on the WED-EE's WED assessment methodology and was adopted by DTI as their strategy.³⁸
- UNCTAD in Geneva (joint working around WE and ICT as an enabler for private sector development).
- UNHCR/DSW/JRS in Kenya (customizing the WED-EE tools for the case of urban women refugees in Nairobi).
- In Kenya, the UN Joint project on Gender Equality and Women's Economic Empowerment has been involved in MOWE and joint training workshops.
- In Tanzania WED EE is cooperating with the UN Development Assistance Plan initiative and the Economic Empowerment along Transport Corridors project on entrepreneurship training for cooperatives and people affected by HIV and AIDs respectively.
- Other UN Agencies: Partnership with UN Women, UNFPA, UNHCR, UNJPGWE.

WED-EE also has synergies with constituents and implementing partners:

1. Government Agencies: Partnerships with Women Enterprise Fund (WEF), the Department of Micro and Small Enterprises Development (DSMED) and Micro and Small Enterprise Authority (MSEA) of the Ministry of Labour, Kenya Industrial Estate (KIE) Ltd.
2. Private sector and other Non Governmental Institutions:
 - Partnerships with EAGET (*Eastern Africa Gender and Entrepreneurship Trust*), FEWA, DSW, Yakai Cooperative, Ceramics Cooperative, BDS providers,
 - Catholic Relief Services, Acholi Private Sector Foundation in Uganda
 - Financial institutions (Equity Bank, Women's Bank) and non financial institutions (CABO CAWEE, WAMA Foundation, Medecins du Monde) in Tanzania.

In Kenya a key implementing partner is the Women Enterprise Fund (WEF), a governmental organisation that also promotes local and international marketing and linkages of micro, small and medium enterprises owned by women with big enterprises; and supports capacity building of women beneficiaries and their institutions. (DWC Kenya, 11)

EQUITY Bank Tanzania is developing a partnership with ILO WEDEE that will provide Business Development services (BDS) to 250 active women entrepreneurs. In the pilot programme depending on need these women entrepreneurs are expected to access business loans from the bank. Businesses run by women/young women will be selected to receive either the GET Ahead for Women in Enterprise (GET Ahead) or Start and Improve Your Business Skills (SIYB) training program.

4.5.3. Added value of WEDEE

³⁸ This is not related directly to WED- EE East Africa, but it is an influence of WEDGE and WED-EE

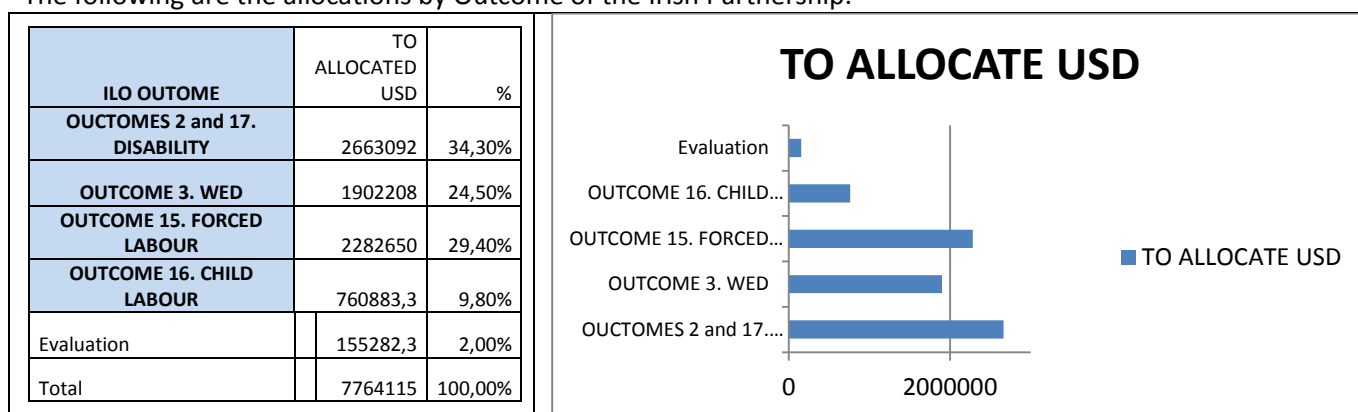
Worldwide, many development agencies promote economic activities especially among disadvantaged groups through projects for income generation, poverty alleviation and empowerment but the majority of the programs do not systematically address the challenges and needs faced by the dynamic yet vulnerable women. Basing on this, business training and other enterprise development WED-EE services have geared at women in poverty need to address the challenges:

Many of the aspects of WED have been around for decades: training, linkages, finance, advocacy and association. However WED-EE is also putting greater emphasis in aspects as women's leadership, use of technology to accelerate change and achieve greater outreach (some of WED-EE tools have been reinforced in this direction). Furthermore while the demand for this support is great, there are few programmes that offer the **breadth and practicality** of the services and tools WED-EE is providing.

Perhaps one of the pending challenges to solve is how to engage men in WED EE at multiple levels.

4.5.4. Total value of the project (Irish) proportional to the value of the different programme components (Partnership)

The following are the allocations by Outcome of the Irish Partnership.



4.5.5. Review existing budget information on use of funds

The Ireland partnership implies 294,000 Euros from 2012 – 2013. Given the budget information this evaluation had access to; the WED-EE implies 4% of the total budget allocation for outcome 3.

2012-2013	TO ALLOCATE USD
Outcome 3 allocation from Irish	1.902.208,28
Total Irish Partnership	7.764.115,43

4.6. Sustainability

Sustainability Does the project have an implementation strategy that involves tripartite constituents and development partners to establish synergies that could enhance impacts and sustainability?

4.6.1 Key elements for the WED EE sustainability

Three criteria are applied to report on the sustainability of results achieved under ILO/IA PP: (1) Constituent's, partners' and beneficiaries' ownership of interventions; (b) risk identification and mitigation; (3) knowledge management. Sustainability depends to a large extent on the political commitment of constituents to introduce and sustain changes. To ensure the ownership of country level results by ILO WED-EE constituents, various approaches have been developed, including social dialogue, tripartite involvement in interventions (WEDEE tripartite partner's active role in national advisory committees).

The evaluation of the previous WEDGE also gave important keys for the sustainability of WED-EE:

1. "At national level national project coordinators performed the role of advisor to their project partners. **With the closure of the programme it was unclear how these networks and support functions would be maintained**". It is necessary the exit strategy of WEDEE considering how this advisory role could continue. In Kenya, an organization called EAGET has taken responsibility for these functions. Valuing the pros and cons that EAGET has confronted until this moment could give some clues on this direction.
2. As WEDGE **concluded the issue of trainer accreditation is left unclear.**
3. For the case of WEDGE, *"it was difficult to assess; (1) the overall impact of the programme in the capacity building support provided to women's entrepreneurs associations and (2) the efforts to promote systemic change in norms and attitudes. It has worked with state and non-state actors to promote change; (3) impact at the international level in the promotion of women's entrepreneurship development and of the demands from donor and development agencies for the WEDGE tools and resources"*.
4. For WED-EE there will be a challenge to capture some changes as these will be difficult to influence, control or even track, but at least WED-EE should know what factors are influencing the expected processes of change. One of the major objectives of the audit is making this easier. These challenges were already pointed out in the previous evaluation of WEDGE: *"Thus, political processes and institutional dynamics (government instrumentalities (e.g., gender mainstreaming plans) and policy frameworks (e.g., SME policies) potentially undermine the integration of gender issues and sustainability of the interventions. The programme has been actively engaged in efforts to promote systemic change in norms and attitudes. It has worked with state and non-state actors to promote change"* (WEDGE III Evaluation, 2011).
5. Due to the experience of past phases, at country level WED-EE is committed to work extensively with existing structures, and not ad-hoc initiatives, in order to increase the sustainability of its actions and (2) **place key emphasis on (1) facilitating a sustainable market exchange for (i) financial and (ii) non financial services and (2) developing the national capacity to perform such a facilitation role in the future.** In order to ensure sustainability, the project should ensure the implementation of the following designed activities (stated in the Concept Notes):

Figure 8 Key elements for the WE-EE sustainability

Key elements for the WED-EE sustainability	Value
1. Build on existing local institutional support structures for women entrepreneurs	
2. Seek to consolidate and further expand the service delivery capacity of these organizations up to a point where they can effectively and independently continue to facilitate and provide support services once project support has been phased out.	
3. Use the multiplier (training of trainers ToTs) approach to vastly increase project (and WED) outreach and to diversify risk	
4. Focus on technical support to association, facilitators and providers at the pre-service transaction level , i.e. in the field MSME service product development, service marketing support and trainer and training manager development. The project will thus minimize market distortions at the service transaction level.	
5. Stimulate competition among providers and orient these providers towards their customers	
6. Minimize service subsidies for beneficiaries , where they are expected to at least cost-share the services received, and emphasis will be laid on graduating clients to a point where they meet all service transaction costs.	
7. Reduce service subsidies at the provider and facilitator level : BDS providers and facilitators will be expected to also meet part of the costs for human resource development and related capacity building support.	
8. Within its multiplier (training of trainers) approach to vastly increase outreach and diversify risk, WED trainers will be called to make competitive proposals to offer their services to ensure they take a lead in cost-recovery and sustainability of training.	
9. National project coordinators will be actively engaged in promoting the tools and network of accredited trainers in each country in order to maximize external use of the trainer network by other organizations.	
10. Re-accreditation of trainers annually will be linked to compliance with new guidance on activities that contribute to their re-accreditation. This aspect of the training is being undertaken in conjunction with the ILO's International Training Centre, who has an expertise in this area and who started collaborating with the WED programme on this over the last partnership phase.	
11. Within the inception phase, the project plans to formulate a clear exit strategy at the outset of the project implementation process, highlighting how support interventions will gradually phase out over time at all system level, to reduce donor-dependency.	

Country Project Document, 2011:6 and Global concept Note, 2011:7

The previous assessment on sustainability is positive: Two years is very short time so as to assure sustainability. Sustainability should be a priority from now in WED-EE. This could be an additional reason to maintain the WED-EE funding during a second phase: Mechanisms for assuring the sustainability are not easy and are still in construction. Again this is an ongoing process. These mechanisms could also be an added value of WEDEE in relation to WEDGE.

4.6.2 WED-EE strategy of exit and its relation with the policy incidence model and the replication

The WED-EE sustainability strategy is based on (1) the future services supply and demand through the market and (2) the support, involvement and ownership from (a) Implementing Partners, (b) constituents, (c) other donors (including UN agencies, bilateral donors...).

The project has a "general" implementation strategy that involves tripartite constituents and implementing/development partners to establish synergies that could enhance impacts and sustainability. The big challenge is developing and unpacking this implementation strategy so as to maximise the policy influence and results.

The replication is the way WED-EE will achieve sustainability. At this stage there is no well defined sustainable strategy, nor an exit strategy. The design of this kind of strategy would clarify the stakeholders / constituents / implementing partners roles in the future of the WED-EE lines of action at several levels. It also would reinforce the sustainability of the WED-EE.

Similarly, even if there is a WED-EE replication and policy incidence model, it needs to be clarified, articulated and sequenced so as to be correctly implemented.

³⁹ Re-accreditation has not yet been necessary given the life of the project but the system to evaluate trainer's work and re-accredit has been developed.

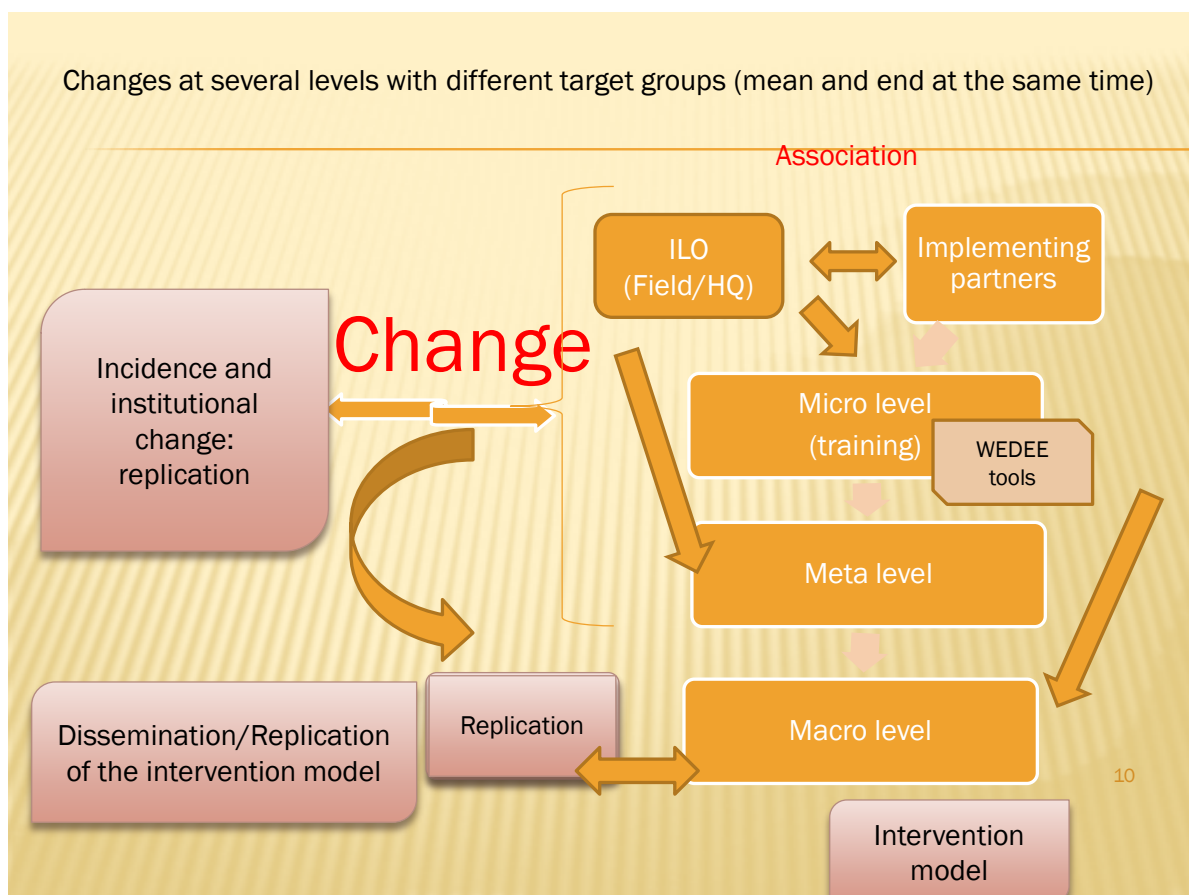


Figure 4 WED-EE intervention model and replication as basis for the sustainability

4.7. Gender approach

How well is the WED-EE's strategy aligned with ILO's core principles of gender mainstreaming?

Gender is at the highest level in relation to the ILO leadership and commitment:

Gender equality

The resolution concerning gender equality at the heart of decent work, adopted by the ILC in 2009, guided the delivery of the ILO strategy on gender equality. The Action Plan for Gender Equality (2010–15) operationalizes the 1999 policy on gender equality.

The Office made progress in mainstreaming gender into DWCPs, scans and policy work conducted within the framework of the Global Jobs Pact into training curricula, research and publications, and into evaluation tools and partnership agreements with donors. Greater emphasis on gender equality also underpins the revised ILO guidebook for the preparation of DWCPs and the updated guidelines for the monitoring and evaluation of ILO technical cooperation projects.

Participatory Gender Audit (PGA) is a flagship accountability tool endorsed by the Governing Body and acknowledged globally as one of the main vehicles for evaluating and monitoring achievements on gender equality. By 2011, these audits had been successfully introduced by the ILO and used by UN Country Teams in Ethiopia and Tanzania (and other countries).

ILO engagement in the regions through field expertise and at the global level has enabled the Office to promote greater coherence on decent work and gender equality, as exemplified by the Memorandum of Understanding signed with UN Women in 2011. References to decent work and gender equality were included in the outcome document of the General Assembly High-level Plenary Meeting on the MDGs, the conclusions of the 55th Session of the UN Commission on the Status.

(ILO programme implementation 2010–11)

As pointed out by UNWOMEN, “investing in women’s economic empowerment sets a direct path towards gender equality, poverty eradication and inclusive economic growth. Women make enormous contributions to economies, whether in businesses, on farms, as entrepreneurs or employees, or doing unpaid work at home”.

Reasons for Gender equality promotion:

- Conventional business training often does not address gender specific constraints of low income women in enterprise because it mainly looks at the knowledge gaps in establishing, managing or growing a business. This is disadvantageous to women as such services tend to be developed with a 'male perspective' which reinforces stereotyped images of men and women in enterprises.

- Women in many countries have fewer resources than men in terms of education, time and money to spend on training, and/or face mobility constraints. As a result, especially low income women benefit less from general business development services than men.

- The exception to the rule has been the provision of microfinance where women have been singled out over recent years because they are generally hardworking and reliable and have proven to fulfill repayment obligations. In such cases, however, women's empowerment has not always been secured because access to credit does not coming into the household.

- Moreover, many programs are geared to addressing women's practical and strategic needs which has sometimes created resistance from their male counterparts and local leaders.

Such trends are counterproductive and need to be reversed by using a gender specific approach involving both women and men, and enabling them to pursue their strategic gender needs.

Fortunately, this is now increasingly starting to happen, For example, in the promotion of Business Development Services (BDS) there is now increased awareness on the role of women both as clients as well as providers of services. (WED-EE Training report in Tanzania)

Women’s economic empowerment programmes take a variety of forms – for example, job creation, education, access to land, agricultural development, value chain integration and entrepreneurship development. WED-EE is involved in the latter approach. WED as defined by the ILO: “**affirmative actions** in support of women starting, formalizing and growing their enterprises”.

“Affirmative action” means positive steps taken to increase the representation of women and minorities in areas of employment, education, and culture from which they have been historically excluded. When those steps involve preferential selection—selection on the basis of race, gender, or ethnicity—affirmative action generates intense controversy.⁴⁰

WEDEE is using affirmative action as a way to achieving gender equity. Activities in relation to each of its outcomes aim **to promote gender equality and non-discrimination and develop partnerships at national level and with relevant UN agencies to develop synergies and increase effectiveness and impact.**

The WED-EE works on two main levels:

- (1) Strengthening and advising financial and non financial service providers*
- (2) Contributing to a more business-friendly environment for women entrepreneurs*

WED-EE is clearly responding to the needs and concerns of many women in business in three Eastern Africa developing economies.

At the macro, meta, meso and micro levels of WED-EE’s we can find important gender dimensions. WED-EE’s strategy is to provide targeted measures that remove systemic barriers and build the capacity of government agencies and business service providers to serve an underserved population, while mainstreaming issues in

⁴⁰ <http://plato.stanford.edu/entries/affirmative-action/>

existing structures. Thus, the intention is to bridge the gap in service provision adapted to the needs of both women and men. This strategy avoids treating women as victims and **locates the challenges of women's entrepreneurship and gender equality within a broader social, cultural and economic framework.**

Without a strategy for engaging men at multiple levels, efforts focused on women's economic empowerment alone will always be limited in their transformative impact. This is can be a complement to the mainstreaming –rather than move women into male dominated and male friendly structures , interventions could identify sectors, businesses and/ or approaches that are compatible with women's reality and seek men's perspectives an in buy in for associated development⁴¹.

The WED-EE data uses to be sex-disaggregated in the reports. The WED-EE must confront some challenges due to targeting specially women. As it is stated from one the countries: "It is important to involve men especially in activities that target low income women not to dis-empower them".

⁴¹ This is pointed out in Jones&Everden (2013), refering to some tools as GALS (Gender Action Learning) approach that builds on PALS (Participatory action learning)

5. Lessons Learnt and Good Practices

Lessons learnt

- ✓ Participatory and action-oriented training using real life experiences of participants assist women to actively participate and easily assimilate the subject matters.
- ✓ The role of women's economic empowerment in the world has a critical importance in terms of (1) supporting women's rights and in the development of economies from the micro to the macro levels; (2) contribution made by women in advancing economies and improving the lives of those in their households.
- ✓ Low income women entrepreneurs face similar gender and entrepreneurship constraints.
- ✓ Unequal relations between men and women are disadvantageous to everybody and achieving gender equality is not a women's concern but the responsibility of all in society.
- ✓ Without a strategy for engaging men at multiple levels, efforts focused on women's economic empowerment alone will always be limited in their transformative impact. This is can be a complement to the mainstreaming –rather than move women into male dominated and male friendly structures , interventions could identify sectors, businesses and/ or approaches that are compatible with women's reality and seek men's perspectives an in buy in for associated development.
- ✓ Funding at the outcome level provides the ILO with flexibility, to allocate resources to areas so as to effectively contribute to the implementation of selected CPO. The outcome level funds complement and build on other ILO funding allocation in specific countries, either from its regular budget (funded by assessed contributions from member states) or through earmarked interventions.
- ✓ Leadership and commitment but not enough capacity leads to (1) overambitious objectives as well as (2) not enough Monitoring and Evaluation capacity to track and demonstrate the expected/achieved changes.
- ✓ The weakness of a wide monitoring and evaluation capacity creates a situation where the use of outputs and the outcomes on the target beneficiaries is not measurable.

Good practices

- ✓ Coordination and focusing on three national level interventions with the support from Geneva and Pretoria.
- ✓ Linking YEF/WED EE has a lot of pros, but need to balance some cons (as the risk of overshadowing WEDEE).
- ✓ Practical tools and processes, as the WED-EE set of packages, provide a way for the development partners, governments and other actors to focus on responses to these challenges in ways that are relevant to their specific needs and contexts.
- ✓ The DCED audit is a very good practice. It increases the quality of the intervention while showing a very high commitment and leadership for results based management. A better designed logical framework and a better WED-EE---wide monitoring and evaluation system is in progress so as to improve the results of the WED-EE programme that responds to clear needs.
- ✓ The Gender and Entrepreneurship Together training package is practical and comprehensive and highlights essential entrepreneurial skills from a gender perspective

6. Conclusions and Recommendations

Conclusions	Recommendations (Some of the following recommendations could be responded jointly by the 4 projects of the Irish partnership).
Relevance <ul style="list-style-type: none"> ✓ High relevance of interventions like WED-EE working at macro, meso and micro level, especially in African contexts. Relevance is still effective even after more than 10 years of WEDGE/WED-EE implementation. ✓ Some of the key elements that make WEDEE relevant in relation to the country needs are part of its aims and strategies, and it has to do with: (1) the shift from a welfare to a business orientation, (2) the gender equality promotion and (3) the shift from focus on numbers (increasing business accounting skills of literate audiences) to priority on building a 'business mind' (of not necessarily literate audiences). ✓ Big commitment from the WED-EE management staff to increase relevance and coherency of the intervention ✓ There is a high demand for WED practical tools and resources from development partners, governments and other actors to better understand the challenges faced by businesswomen and the promotion of gender equality ✓ The WED EE bottom up and decentralised approach is a major strength 	<p>1. Reflect at the ILO highest management and decision level around how (alternatives) to maximize the WED-EE relevance of the intervention model given the past and current conditions of WEDGE and WED-EE (short budget, small staff, and overambitious objectives). This should take into consideration: (1) the need of strategic partners, (2) the deeper/stronger commitment to the ILO Action Plan for Gender Equality (10-15) and ILO strategy on promoting women's entrepreneurship development. This deeper commitment would entail giving a bigger role to the Action Plan for Gender Equality in the form of (1) more financial and human resources, (2) more time devoted by senior managers thinking from a gender perspective; (3) enough leadership and clarity on why gender approaches are key for fighting against poverty.</p> <p>There should be a reflection around: (1) The need to focus the WEDEE actions, (2) The reasons for under budgeting WED-EE. These limited resources in relation to ambitious objectives, mean that important choices will have to be made so as to focus and prioritize, and perhaps some activities/interventions will have to be dropped. Some alternatives for this could be: (1) To make use of funds from other agencies that intended to do the same; (2) To form strong links with other programmes.</p>
Coherency <ul style="list-style-type: none"> ✓ WED-EE builds on previous experience (WEDGE) and on the synergies with other interventions (YEF, UN, 3iE and others). ✓ The design of the WED-EE seems to have integrated the main recommendations from previous experiences and evaluations. ✓ The WED-EE interventions are aligned (1) with relevant Conventions and partners; (2) with ILO's core principles such as (i) tripartism, (ii) 	<p>2. The WED-EE should continue: (1) working at macro, meta and micro level but focusing in fewer and streamline activities, being strategic so as not being overambitious; (2) seeking further evidence and research in policy making, putting special emphasis on knowledge generation and sharing (3) working jointly with the YEF.</p> <p>3. The WED-EE information system and the outcome based management must be useful/used so as to maximize the impact/relevance. Need to focus</p>

<p>social dialogue and (iii) gender mainstreaming ; (3) with the P&B, SPF and the DWCPs.</p> <ul style="list-style-type: none"> ✓ High effort to clarify and articulate the results chain and the macro/meso & micro levels but still an ongoing process for sequencing optimally activities, given the current resources. ✓ WED-EE has the challenge of dealing with very ambitious objectives with a small structure and capacity. There is a management dilemma in how to focus the work between the macro, meta, meso and micro level in a context of huge needs and an ILO structure of scarcity of resources ✓ Not so clear links with outcomes other than outcome 3 (outcomes 2, 5, 17 and 18). ✓ The completion of the Pre-audit of DCED Standards with suggestions for compliance is a proof of WED-EE's high commitment with the OBM ✓ Not enough Monitoring and Evaluation, Knowledge Management, and Communication capacities: the weakness of a WED-EE---wide monitoring and evaluation capacity can create a situation where the use of WED-EE outputs and the outcomes on the target beneficiaries will not be measurable. ✓ There is a tension between establishing good baselines and starting the implementation: establishing good enough baselines seems to be a challenge. 	<p>strategically if there is still a lack of capacities. In this way it is important to link the Monitoring and evaluation system to the WED-EE organizational leadership and capacity: (1) M&E Leadership/Commitment: Focusing on utility and use of information for decision making at the highest decision/senior management level; and (2) M&E Capacity: Increasing the M&E capacity is suggested so as to increase the quality of outcome indicators and progress on gathering data and building baselines. This could be possible through internal M&E ILO capacities from HQ or other close projects (for example YEF).</p> <p>4. Conduct and follow up the management response to the external DCE audit, will imply the need to increase the WED-EE monitoring and evaluation capacity.</p> <p>5. Take advantage of the YEF association but also avoiding WED-EE being overshadowed by YEF.</p> <p>6. Need to (1) design in detail a knowledge management strategy for the Global Products, to be customized in each one of the countries; (2) improve the WED-EE communication strategy at country/HQ level as a mean of lobby/advocacy.</p> <p>7. Without a strategy for engaging men at multiple levels, efforts focused on women's economic empowerment alone will always be limited in their transformative impact.</p>
<p>Efficiency</p> <ul style="list-style-type: none"> ✓ The flexibility in programming the ILO/IA PP resources has allowed for shared management costs and building on the previous phase of the WEDGE (including benefitting from the created network of partners) and creating synergies with other donor funded interventions or ILO-funded work (as YEF). These are clear examples of cost effectiveness. ✓ Given the short timeframe the recruitment of the national coordinators and the start up of the WED-EE have implied delays. These delays can be considered normal. ✓ Adequate efficiency given (1) the time of real implementation (1 year), 	<p>8. In order to strengthen the WED-EE advocacy strategy (and the capacity of replication of the WED-EE) it is needed to (1) increase the coordination/joint work between: (i) implementing partners; (ii) between implementing partners and constituents; (iii) WED-EE ILO coordinators and key implementing partners/constituents; (2) Conduct self-assessments of the previous coordination/joint work processes against the established road maps/targets/expectations (example: NAC and technical committees); (3) Focus and integrate the effort at macro/meta/micro levels given the short WED-EE current capacity:</p> <p>9. It is key a correct coordination/division of labour between national, regional,</p>

<p>(2) the activities in place, and (3) the resources deployed.</p> <ul style="list-style-type: none"> ✓ WED-EE has some Strategical, Operational, Knowledge, Relationship Management challenges, related to: (1) Strategically focusing the scarce capacities; (2) Linking and integrating the micro, meso and meta levels, (3) Increasing the quality of relationships with constituents and implementing partners so as to improve the capacity of the WED-EE policy influence. 	<p>Pretoria and Geneva levels. The correct distribution of roles of the WED EE regional coordination in connection to the role of Pretoria and Geneva HQ is key so as to maximize the efficiency of the WED EE management.</p>
<p>Contribution to Effectiveness</p> <ul style="list-style-type: none"> ✓ There is a high commitment and leadership for results based management. ✓ WED-EE's Irish Aid funding is contributing to achieving process/progress towards the selected Global Product and CPOs, the achievement of ILO Outcome 3. ✓ There has been good work done so far in clarifying the results chain, but it is still an ongoing process ✓ Adaptation of a new logical framework and a better WED-EE---wide monitoring and evaluation system is in progress so as to improve the results of the WED-EE programme that responds to clear needs. However the weakness of a WED-EE---wide monitoring and evaluation capacity can create a situation where the use of WED-EE outputs and the outcomes on the target beneficiaries will not be measurable. ✓ The expected changes at results and outcome level are out of the sphere of direct control of the WED-EE. At micro, meta and macro levels WED-EE can only contribute to achieving changes. ✓ Room for improvement of the learning capacity around the changes, and the difference between the intended and implemented intervention (M&E). ✓ Collecting Participants' baseline, exit and follow up information and doing training evaluation in a language which many participants do not know consumes more time and resources. 	<p>10. On an ongoing basis: (1) track the changes at micro, meta and macro levels even if they are out of the sphere of influence of WED-EE. (2) Also at these three levels, need to develop appropriate baselines or other alternatives so as to make useful the measurements along the timeline.</p> <p>11 Reinforce the capacity of M&E at all levels (including the implementing partners). Following the recommendations of the external audit would be a good guideline (please see these recommendations in the following pages).</p> <p>12. Continue the knowledge management strategy: (1) The WED EE knowledge sharing strategy and events should be implemented as expected in the design. (2) The WED-EE GLO component should also work on how to promote women's entrepreneurship and gender equality and how to incorporate these approaches into national policy frameworks; (3) the WED assessments should be finished and used as soon as possible</p>
<p>Contribution to Impact</p> <ul style="list-style-type: none"> ✓ The impact assessment in Kenya has a huge potential to influence 	<p>Contribution to Impact</p> <p>13. Use and take advantage of the impact assessment's process and results: (1).</p>

<p>policies.</p> <ul style="list-style-type: none"> ✓ Huge opportunity of use the impact assessment as a way to increase sustainability of WED-EE. 	<p>Link the impact assessment with the meso and macro level of WED-EE. (2). Explore at global level the channels of policy influence from the impact assessments (3ie⁴² is a champion in taking advantage of policy windows and has a lot of experience in this direction).</p>
<p>Alignment, harmonisation & Added Value</p> <ul style="list-style-type: none"> ✓ The WED-EE programme is influencing ILO's tripartite constituents and these constituents have been involved in the implementation of the WED-EE. The success on increasing the WED-EE policy influence and the main challenges in relation to the WED-EE sustainability depend on the current commitment, leadership and capacity of the constituents. ✓ WED-EE has synergies with other ILO interventions and other UN projects ✓ While the demand for WED support is great, there are few programmes that offer the breadth and practicality of the services and tools WED-EE is providing. 	
<p>Sustainability</p> <ul style="list-style-type: none"> ✓ The added value of WED-EE is related to work the replication of its activities by the implementing partners. Sustainability depends to a large extent on the political commitment of constituents to introduce and sustain changes. ✓ The replication is the way WED-EE will achieve sustainability. At this stage there is no well defined sustainable strategy, nor an exit strategy. ✓ WED-EE is committed to work extensively with existing structures, and not ad-hoc initiatives, in order to increase the sustainability of its actions and (2) place key emphasis on (1) facilitating a sustainable market exchange for (i) financial and (ii) non financial services and 	<p>Sustainability</p> <p>14. Clarify the WEDEE exit strategy: (1) Focus on the replication of the WED-EE activities through the NAC and TC (The replication is the way WED-EE will achieve sustainability), (2) Reinforce and focus in the links between the micro-meso and macro levels. (3). Focus in the customization of the WED-EE in each implementing partner. (4). Develop and communicate a data base of WEDGE/WED-EE trainees and trainers. (5). the accreditation of the WED-EE trainers should be ensured.</p> <p>Even if there is a WED-EE replication and policy incidence model, it needs to be clarified, articulated and sequenced so as to be correctly implemented. In order to ensure sustainability, the WED-EE should ensure the implementation of the exit strategy and of the already designed activities in the Concept Notes.</p>

⁴² International Initiative for Impact Evaluation (3ie) the funder of the WED EE impact evaluation, has already developed action lines around policy influence from impact evaluations. See: <http://www.3ieimpact.org/en/inform-policy/>

<p>(2) developing the national capacity to perform such a facilitation role in the future. In order to ensure sustainability</p>	
<p>Gender</p> <ul style="list-style-type: none"> ✓ The WED-EE's strategy is aligned with ILO's core principles of gender mainstreaming ✓ While affirmative action is relevant it is pointed out in several trainings the need that future trainings should include men in some processes in order to make them more gender sensitive. 	<p>Gender</p> <p>15. Maintaining the affirmative action approach, explore ways to integrate men in the processes in order to make them more gender sensitive.</p>

(*) **Recommendations from the WED EE DCED Pre audit are in the Annex 14 Recommendations from the WED EE DCED Pre audit**

8. ANNEXES

A.1 The Terms of Reference

A.2 The inception report

A.3 A description of the Data collection instruments

A.4 List of persons / organizations interviewed

A.5 A list of publications cited (including working documents, website references)

A.6 WED-EE Logical framework in the concept notes

A.7 WEDEE Tools

A.8 Progress in Tanzania

A.9 Progress in Uganda

A.10 WEDEE financial implementation

A.11 WEDEE Monitoring SCI Format

A. 12.Management response to the Evaluation of WEDGE (2011)

A.13 Control points of the DCED external audit

A.14 Recommendations from the WED EE DCED Pre audit

A.15 Results-Based Management and Financing for Development in the ILO