



ILO EVALUATION

Evaluation Title: Independent Evaluation of Outcome 17: Gender mainstreaming with the support of Sweden and Norway Partnership Agreements

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- **Type of Evaluation :** Mid-term Independent of ILO-Norway's PA and Final Independent Evaluation of ILO-Sida's Partnership Agreement (PA) on gender mainstreaming
- **Country(ies):** El Salvador, Zambia, Philippines, Arab States (mainly Jordan), South Africa, Indonesia, Nepal, Cambodia , Brazil, Angola, South Africa, India, China, Mozambique, Mongolia Zimbabwe, Nepal
- **Date of the evaluation:** January- July, 2014
- **Name of consultant:** Ms. Jane Hailé Ph D
- **ILO Administrative Office:** Conditions of Work and Equality Department (WORKQUALITY)
- **ILO Technical Backstopping Office:** Gender, Equality and Diversity Branch (GED)
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- **Evaluation Manager:** Ms. Gloria Moreno-Fontes Chammartin
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Table of Contents

Acknowledgements	iii
Acronyms	v
Executive Summary (separate file)	
1. BACKGROUND	
1.1 Gender mainstreaming under Outcome-based funding under the Sweden-ILO Cooperation Programme, the Norway-ILO Partnership Cooperation Agreement.	2
1.2 Gender Mainstreaming Activities to be evaluated under the PAs 2012-2013	8
i. Sweden-ILO Cooperation Programme	
ii. Norway-ILO Partnership Cooperation Agreement	
1.3 Evaluation Approach	10
1.4 Evaluation Methodology	12
1.5 Clients for the Evaluation	13
1.6 Limitations of the Evaluation	13
1.7 Evaluation Standards and Norms	13
2. MAIN FINDINGS	
2.1 Strategic Framework for Gender Mainstreaming in the ILO	14
2.2 Gender Mainstreaming under the OBW & OBPF modality	22
2.3 Assessment of country level gender mainstreaming activities	25
2.3.A Relevance	26
2.3.B Coherence	28
2.3.C Effectiveness	32
2.3.D Efficiency	36
2.3.E Impact	38
2.3.F Sustainability	41

3. CONCLUSIONS 43

4. LESSONS LEARNED 48

5. RECOMMENDATIONS 50

ILO Headquarters

ILO Country Office Management

Annexes

- i. Terms of Reference for the Evaluation
- ii. List of Contacts
- iii. Background Documents
- iv. Summary Matrix of Evaluation Questions
- v. Lessons Learned
- vi. Report of Questionnaire Survey & Questionnaires (English, Portuguese, Spanish)
- vii. Proposed Framework for Gender Mainstreaming in Technical Cooperation & Summary of all Gender Mainstreaming activities under the PAs by Outcome
- viii. Case Studies
 - a. China: Capacity-building through BASIC: the 3+1 approach in China
 - b. El Salvador: Gender mainstreaming under the Sida-ILO Partnership Agreement (2012-2013)
 - c. India: Combating Sexual Violence under BASIC III in India
 - d. East & Southeast Asia: collaboration on equality promotion for discriminated groups under the Norway-ILO Partnership Agreement
 - e. Zambia: Gender Mainstreaming in Zambia under the Sida-ILO Partnership Agreement (2012-2013)
 - f. Zimbabwe: BASIC III in Zimbabwe-leveraging resources through the UNDAF
- ix. Financial Tables and Staffing

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The evaluator would also like to recognize the efforts of the Evaluation Manager to ensure an efficient process throughout.

The evaluator has tried within a short time-frame to analyze information and experience from diverse sources and country settings, and to report in an accurate and balanced way.

The evaluator appreciates the significance and accomplishments of gender mainstreaming activities supported by the two Partnership Agreements over the biennium for review and trusts that her recommendations will be considered in the constructive manner in which they are intended. She apologizes for any inadvertent errors or oversights.

Acronyms

ACI	Areas of Critical Importance
ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
BUD/CT	Technical Cooperation Budget Unit, Finance
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
EVAL	Evaluation Unit
GENDER	Gender Bureau
GED	Gender Equality and Diversity Branch
GNI	Gross National income
GP	Global Product
ILO	International Labour Organisation
IRIS	Integrated Resource and Information System
MENA	Middle East and North Africa region
MOU	Memorandum of Understanding
NORAD	Norwegian Agency for Development Cooperation
OB	Outcome- based
OBPF	Outcome-based Partnership Funding
OBW	Outcome-based Workplan
OC	Outcome Coordinators
ODA	Official Development Assistance
P&B	Programme and Budget
PARDEV	Partnerships and Field Support Department
PCM	Project Cycle Management
PROGRAM	Strategic Programming and Management Department
RB	Regular Budget
RBM	Results-based Management
RBSA	Regular Budget Supplementary Account
Sida	Swedish International Development Cooperation Agency
SM/IP	Strategic Management / Implementation Planning Module (of IRIS)
SPF	Strategic Policy Framework
TC	Technical Cooperation
UN	United Nations
XBTC	Extra-budgetary Technical Cooperation
YEP	Youth Employment Programme

1. BACKGROUND

1. The focus of the evaluation was the Outcome 17 component of the ILO Partnership Agreements with the Norwegian Ministry of Foreign Affairs and the Swedish International Development Agency (Sida) as implemented by the Gender, Equality and Diversity Branch (GED) during the biennium 2012-2013¹. The evaluation builds upon previous evaluations of gender mainstreaming activities under the Partnerships².
2. In addition to assessing gender mainstreaming activities at country level and support to Global Products, the evaluation reflects on the longer term question as to whether funding under the partnerships has strengthened gender mainstreaming capacity within the ILO itself through the process of collaboration between GED and other units of the organization at Headquarters level, and through enhanced collaboration between National Programme Coordinators, gender specialists, Gender Focal Points and other staff in field offices.³
3. In 2011 the ILO renewed its partnership agreement with Norway for a four- year period. Phase I (2012-2013) corresponds to the biennium covered by the current evaluation. Meanwhile the ILO entered a second phase of its partnership agreement with the Swedish International Development Agency (Sida) also covering the biennium 2012-2013. The current evaluation is therefore a Mid-Term independent evaluation of the ILO/Norway Partnership Agreement and a Final Independent Evaluation of ILO/SIDA's Partnership Agreement.
4. Under the Sweden-ILO Partnership Agreement gender mainstreaming activities in El Salvador, Zambia, Philippines were evaluated for the biennium 2012-2013; for the Norway-ILO Partnership Agreement gender mainstreaming activities in the Arab States (mainly Jordan), Cambodia, South Africa, Indonesia, Nepal, were similarly assessed for the same period. These gender mainstreaming activities are supported by decentralized Outcome 17 funding and technically supported by GED.
5. Funding for gender mainstreaming under these agreements is outcome-based and aligned with ILO's Strategic Policy Framework 2010-2015 and the Programme & Budget for 2010-2011, 2012-2013 and 2014-2015.

¹ Outcome 17 – Discrimination in Employment and occupation is eliminated. Gender Equality does not have a separate Outcome but is 'housed' under Outcome 17.

² Final Independent Evaluation of BASIC: Gender Equality in the World of Work in Brazil, Angola, South Africa, India & China – UCL 2011; Gender Mainstreaming in the Sweden/ILO Partnership Programme 2009-2011 – Una Murray (2011). An independent review of the first progress report of the current phase of both PAs (January 2012) listed in the Terms of Reference was not available though requested. The Cross Partnership Review of Outcome-based funding modality (Ireland, Norway, Sweden) Dermott Shields November 2013 was also drawn upon.

³ In response to the statement in the Terms of Reference for the evaluation 'Through the process of collaboration between GED and partner units, gender issues will become more structurally embedded in the work of these departments, and will occur as a reflex with a reduced need for inputs from GED in future.'
(page 3)

6. Over the biennium under review Sida provided approximately \$540,000 for gender mainstreaming activities including support to the Global Product; Norway provided over the same period approximately \$ 820,000 to gender mainstreaming activities including support to the Global Product.
7. The evaluation also covers project-based activities under Phase III of the Norwegian Partnership BASIC ('Promoting Gender Equality in the World of Work') in Brazil, Angola, South Africa, India, China, with South-South cooperation in Mongolia, Mozambique, Zimbabwe and Nepal. These projects are described as being 'gender- specific' rather than 'gender-mainstreamed'.⁴
8. Norway provided a total allocation of \$1,383,681 to support the BASIC project's activities in the field over the biennium in addition to \$290,298 for Headquarters support.
9. Gender mainstreaming activities supported also include Global Products managed by the Gender, Equality and Diversity Branch (GED), and the Branch's work to 'engender' Global Products managed by other Headquarters Units.
10. Over the biennium under review Sida allocated \$137,640 to the Global Product on Gender Mainstreaming whilst Norway contributed \$284,811 over the same period. "In addition over the course of the biennium \$250,000 of Regular Budget Funds was allocated to GLO777 to undertake upgrading of judges on core gender equality Conventions in East Africa and the Caribbean; \$70,000 of RBSA to promoting maternity protection, and \$100,000 of RBSA to assess the gender impacts of cash transfer programs".⁵

1.1 Gender Mainstreaming under Outcome-based funding through the PAs

1.1.A Sweden-ILO Cooperation Programme.

11. The second phase of the Sweden – ILO Cooperation Programme provided a total funding of SEK 72,000,000 to advance work on seven out of the 19 Decent Work Outcomes during two biennia, 2010-2011 and 2012-2013, as follows:

Table 1. Outcome-based Funding under the Sweden-ILO Partnership Cooperation Programme 2012-2013⁶

P&B OUTCOME	SEK
1. Outcome 1 (Employment Policy)	21,700,000
2. Outcome 5 (Working Conditions)	7,300,000
3. Outcome 9 (Building employers capacity)	3,700,000
4. Outcome 10 (Building workers capacity)	3,700,000

⁴ A number of inconsistencies in reporting on amounts of funding provided are noticed across the documents. More detailed financial data provided by GED is available at Annex ix.

⁵ Technical Cooperation Outcome-based Report- Outcome 17 Sida-ILO Partnership Programme PhaseII(GED)

⁶ Sweden-ILO Partnership Programme 2009-2013: Inception Report Phase II (2012-2013) page 5

5. Outcome 14 (Freedom of Association and Collective Bargaining)	12,700,000
6. Outcome 17 (Global Product on Gender Mainstreaming)	3,700,000
7. Outcome 18 (International Labour Standards)	7,200,000
TOTAL	60,000,000

Youth Employment (Outcomes 1, 2 and 3)	12,000,000
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12. Selection of beneficiary countries under the different Outcomes was based on field consultations with ILO Outcome Coordinators, with priority being given to work in those countries that were target countries for the biennium 2012-13. Work undertaken during the previous phase of the Partnership Programme was also factored in. The exception is Outcome 14 on Freedom of Association and Collective Bargaining, where work was undertaken in three countries for which there was no specific country outcome on this topic in recognition that for certain key human rights areas, work is strongly driven by the Organization's mandate, based on principles of the ILO Declaration on Fundamental Principles and Rights at Work (1998) and the ILO Declaration on Social Justice for a Fair Globalization (2008).
13. Most of the funds provided under the Partnership have been used at country level. In total, work took place in 30 different countries of which 10 are Least Developed Countries. Funding to ILO Headquarter activities was based on the Global Products under each Outcome-Based Work plan, which set out the deliverables required under each Decent Work Outcome.
14. In eight countries work was carried out on more than one Outcome with the intention of building synergies and efficiencies between interventions. Four of the Decent Work Outcomes funded by Sweden (Outcomes 9, 10, 14 and 17) also received funding from the Programme Cooperation Agreement with the Norwegian Ministry of Foreign Affairs. This situation provided an important opportunity for GED to enhance mainstreaming activities in these countries as is further elaborated below.
15. Project documents sought to ensure that complementarities and synergies between activities supported from different sources were reflected. All project documents passed through the ILO's appraisal procedure, which consists of an in-depth examination of the quality of design in terms of overall logic, the results-chain between the different levels of the logical framework, the measurability of results based on the proposed indicators, gender responsiveness, and the extent to which a project provides high value for money. The project documents for gender mainstreaming activities supported by the two Partnership Agreements which had been subjected to this appraisal process were examined in detail by the evaluator and are reported upon below under Section 2, 2.3.
16. As noted above the CPOs to be supported in selected countries were identified by the Outcome Coordinators of the different Outcomes being supported under the PA arising from national level consultations and the priorities of ILO field offices, and their linkages to P & B Outcomes. GED's role was to ensure that the Outcomes selected were supported in a gender-responsive manner. Therefore, rather than spreading the funding across all Outcomes in all

countries, resources were concentrated where two or more Outcomes were simultaneously active, resulting in the selection of countries listed below at 1.2. In other words, under the gender mainstreaming component, GED did not itself select the countries, but rather responded to the existence of a critical mass of activities already identified which could and should be mainstreamed.

1.1.B Norway-ILO Partnership Cooperation Agreement

17. The objective of the Norway–ILO Partnership Cooperation Agreement 2012 – 2015 is also to strengthen the effort to achieve the strategic objective of the ILO to promote opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. As was the case for Sida, funding under the agreement is not project- but outcome-based and is aligned with the ILO’s Strategic Policy Framework 2010-15 and the Programme and Budget for 2010-11, 2012-13 and 2014-15.

18. The Norway–ILO Programme Cooperation Agreement 2012 – 2015 provides a total funding of NOK 160,000,000 over the entire partnership period. The funds are equally divided between support for fully un-earmarked Regular Budget Supplementary Account (RBSA) and support for lightly ear-marked Extra-budgetary Resources for Technical Cooperation (XBTC). The XBTC contribution lightly-earmarked against seven of the 19 Decent Work Outcomes is shown in the following table.

Table 2. Outcome-based Funding under the Norway-ILO Programme Cooperation Agreement 2012-2015⁷

DECENT WORK OUTCOME	NOK	
	2012-13	2014-15
1. Outcome 9: Employers have strong, independent and representative organizations	9,700,000	9,700,000
2. Outcome 10: Workers have strong, independent and representative organizations	11,700,000	11,700,000
3. Outcome 11: Labour administrations apply up to date labour legislation and provide effective services	5,000,000	5,000,000
4. Outcome 14: The right to freedom of association and collective bargaining is widely known and exercised	6,000,000	6,000,000
6. Outcome 17: Non-discrimination, with a focus on gender mainstreaming	5,000,000	5,000,000
7. Outcome 19: Member States place an integrated approach to decent work	2,600,000	2,600,000
TOTAL	40,000,000	40,000,000
TOTAL 2012-15	80,000,000	

19. The selection of Decent Work Outcomes supported by Norway was based on the themes funded in previous Cooperation Programmes and on the donor’s current priorities.

⁷ Norway-ILO Partnership Cooperation Agreement (2012-2015): Inception Report (2012-2013) page 1

20. Additional funding for 2012-13 has been provided by Norway, through five addenda to the Programme Cooperation Agreement signed on 13 February 2012. This included support to the BASIC III project (see Table 3 point 3 below) also covered under the current evaluation.

Table 3. Decent Work Outcomes selected for Addenda to the Norway-ILO Partnership Cooperation Agreement 2012-2013⁸.

	2012-13
1. Decent Work Outcome 8: The world of work responds effectively to HIV/AIDS epidemic	12,000,000
2. Decent Work in the Middle East and North Africa (with focus on Middle East priority countries)	10,000,000
3. Decent Work Outcome 17: Discrimination in employment and occupation is eliminated: focus on gender (Basic III project)	5,000,000
4. Decent Work Outcome 17: Discrimination in employment and occupation is eliminated: focus on discrimination based on sexual identity and orientation (PRIDE project)	2,000,000
5. Decent Work Outcome 3: Sustainable Enterprises (focus on Global Product on Green Jobs)	2,000,000
TOTAL	31,000,000

21. As with the Sida Partnership Agreement, country selection under each Outcome was based on field consultations with ILO Decent Work Outcome Co-ordinators, with priority being given to work in those countries that are part of the targets for the biennium 2012-13 and 2014-15. Work started under the previous Partnerships was factored into the selection process. The exception to this process is Outcome 14 on Freedom of Association and Collective Bargaining, where work was undertaken in three countries for which there was no specific country outcome on this topic, in recognition of the fact that for certain key human rights areas, work is strongly driven by the Organization's mandate, based on principles of the ILO Declaration on Fundamental Principles and Rights at Work (1998) and the ILO Declaration on Social Justice for a Fair Globalization (2008).

22. Allocations were based on the resource requirements identified in the Outcome -Based Work plans (OBW) for the biennium 2012-13. Most funds were used to support country level activities. Support to central ILO activities is based on the Global Products under each OBW, which set out the deliverables required under each Outcome.

23. In eleven countries support was provided to more than one Outcome with the aim of building synergies and efficiencies between interventions. This provided GED with interesting opportunities to mainstream gender across a number of Outcomes. Moreover, in a number of countries work was complemented by other activities funded by similar partnerships concluded with Sweden and Ireland, and through contributions of the Regular Budget and the Regular Budget Supplementary Account.

24. Accordingly, under the Norwegian/ILO Partnership GED resources were concentrated in the Arab States (chiefly Jordan), Cambodia, Indonesia, Nepal and South Africa. In other words

⁸ Ibid page 2

under the gender mainstreaming component, GED itself did not select the countries, but rather responded to the existence of a critical mass of activities already identified which should be mainstreamed.

25. Following the selection of target countries, the Chief Technical Advisor (GED), in collaboration with technical units in HQ developed templates for each country project listing the overall rationale and strategies as well as the relevant global and country outcomes to which the projects were expected to contribute. The DWT Gender Specialists in field offices and/or Gender Focal Points in field offices then developed the logical framework in consultation with Country Office Directors, other specialists and staff. All project documents were passed through the ILO's rigorous appraisal procedure, which consists of an in-depth examination of the quality of design in terms of overall logic, the results-chain between the different levels of the logical framework, the measurability of results based on the proposed indicators, gender responsiveness, and the extent to which a project provides high value for money. The quality of these project documents is assessed by the evaluator under 2, 2.3 below.

26. Four of the Decent Work Outcomes funded by Norway (Outcomes 9, 10, 14 and 17) simultaneously received funding from the Partnership Agreement with the Swedish International Development Agency as noted in preceding paragraphs. In these cases, project documents developed sought to ensure complementarities and synergies between activities supported under the different partnership agreements, as well as from other funding sources. It should be noted however that as in the case of gender mainstreaming activities different countries were supported by each of the PAs the opportunities for synergies in this dimension may have been rather limited.

27. Also under the Norwegian Partnership Agreement is the BASIC project, then in Phase III, which in addition to the two gender mainstreaming components listed above forms the third component of the evaluation. Activities under BASIC are project-based and are described as being 'gender-specific' (rather than gender-mainstreamed) as being 'more explicitly linked to Outcome 17'⁹. Under this gender-specific component of the Norwegian PA GED did itself select the countries where it would work in direct response to there being CPOs under Outcome 17.

28. For the gender- mainstreamed components under the PAs 75% of the budgets was decentralized to the country offices concerned. The remaining 25% of both budgets managed by GED (Sida \$144,332; Norway \$223,733) was dedicated to supporting Global Products. This part of the funding covers GED staff costs, and support to other activities at Headquarters and in the field¹⁰.

⁹ Terms of Reference page 4

¹⁰ Information was not available as to why these proportions were selected but the intention is clear that support to country-level activities should be the priority. As is discussed below, although the OBW for Outcome 17 was provided by the Outcome Coordinator the evaluator could obtain insufficient substantive information as to the planned GED Global Product activities under the PAs for the biennium, nor were comprehensive reports of activities under this funding available. For further discussion see below at 2.3.D paragraph 97.

1.2 Gender mainstreaming activities to be evaluated for the biennium 2012-2013

29. The first component of the evaluation reviewed work at global and country level on gender mainstreaming under the Partnership Agreement with the Swedish International Development Cooperation Agency (Sida) and covered the following areas of work, outcomes and indicators:

- Outcome 2, more specifically Indicator 2.5 (Youth Employment)
- Outcome 5 (Working Conditions)
- Outcome 9 (Building Employers' capacity)
- Outcome 10 (Building Workers' capacity)
- Outcome 14 (Freedom of Association)

30. Through decentralization of funding gender mainstreaming projects were established in the countries listed below, the explicit purpose being to mainstream gender into the Outcomes and indicators listed in parenthesis.

- **El Salvador** (Indicator 2.5 and Outcome 14)
- **Zambia** (Indicator 2.5 and Outcomes 5 and 9)
- **Philippines** (Outcomes 5, 10 and 14)

31. The second component of the evaluation reviewed gender mainstreaming activities at global and country levels under the Partnership Agreement with Norway (PA) namely providing support to:

- Outcome 9 (Building Employers' capacity)
- Outcome 10 (Building Workers' capacity)
- Outcome 11 (Labour Administration)
- Outcome 14 (Freedom of Association)

32. In addition to activities at the global level and through decentralization of funding gender mainstreaming projects were established in the countries listed below, the explicit purpose being to mainstream gender into the Outcomes listed in parenthesis.

- **South Africa** (Outcomes 11 and 14)
- **Indonesia** (Outcomes 11, 14)
- **Nepal** (Outcomes 9 and 10)
- **Cambodia** (Outcomes 9 and 10)
- **Arab States** (Outcomes 11 and 14)

33. GED's primary objective under the first and second components was to ensure that the ILO's Outputs under the respective Partnership Agreements were gender-responsive.¹¹

¹¹ Annex i Terms of Reference for the Evaluation page 3.

34. The third component of the evaluation addressed work to promote Gender Equality in the World of Work in **Brazil, Angola, South Africa, India and China** (BASIC) under the Norwegian Partnership Agreement. The BASIC project was described as being explicitly linked to Outcome 17¹² and was expanded to cover South-South cooperation with four more countries (**Mozambique, Zimbabwe, Mongolia and Nepal**).

35. The BASIC project sought to promote gender equality and women's economic empowerment in the workplace as an 'objective in and of itself' in the above-listed countries by promoting:

- Gender -sensitive workplace practices; the project worked to promote workplaces where women and men are given equal respect, and have equal opportunities for advancement. The project had a particular focus on combating violence against women and sexual harassment in the workplace; and on improving working conditions for domestic workers.
- The legal, policy, and institutional framework: the project commissioned research and provided training on ILO Conventions relating to gender equality. Through a process of social dialogue, BASIC III examined national compliance with existing obligations, and worked with constituents to advocate the benefits of ratification of new Conventions¹³.

36. In view of the fact that each of the original BASIC countries (with the exception of Angola) is the political and economic fulcrum of its region, it was planned to share experience with neighbouring countries that requested assistance from the ILO in combating gender-based discrimination. Thus the project began the process of replicating Brazilian and Angolan good practice in Mozambique; South African good practice in Zimbabwe; good practice from India in Nepal; and good practice from the BASIC experience in China in Mongolia. This South-South component was also reviewed under the evaluation.

37. As noted above, under partnerships funds were provided for the Global Product GLO777 which supported staff costs and technical assistance through support to capacity-building, research and studies, and knowledge sharing and information¹⁴.

¹² Although as is discussed at 2.3 the project document also cites links with a number of other Outcomes

¹³ See Terms of Reference for the Evaluation page 4.

¹⁴ Financial data provided by GED is included at Annex ix to the Report. Although GED provided copious financial data no precise information was available on substantive non-staff costs under GLO777 under the PAs during the biennium under consideration namely 2012-2013.

1.3 Evaluation Approach

38. The evaluation attempted to assess for both country and global levels the contribution of gender activities to the concerned CPOs and Outcomes. This approach involved inter alia the examination of the implementation of results-based management (RBM) principles and procedures, which should provide a complete results chain from baseline data in the Decent Work Country Programme (DWCP) to the relevant Decent Work Outcome. The evaluator also reviewed selected CPOs from the countries where gender mainstreaming activities were assessed.
39. The evaluation reviewed the extent to which it was possible in the biennium 2012-2013 to build upon and expand previous experience, and the synergies if any between activities supported under the different PAs; as well as between the support provided by the PAs and other sources of funds for gender mainstreaming derived for example from the Regular Budget, RBSA, and RBTC.
40. Data from documentary and human sources was examined to assess where funds provided by the partnerships had been catalytic in expanding gender mainstreaming to new outcome areas, and to engaging with new stakeholders, and also in leveraging additional funding and support for gender mainstreaming from other donors.
41. As noted above it was expected that the enhanced collaboration between GED and other units at Headquarters would result in engendering the work of those units leading to a reduced need for GED inputs in the future. To cite the Terms of Reference for this exercise 'Through the process of collaboration between GED and the partner units, it is intended that gender mainstreaming will become more structurally embedded in the work of these departments, and will occur as a reflex with a reduced need for inputs from GED in the future'.¹⁵ The extent to which activities supported by partnership funds have been successful in strengthening gender mainstreaming capacity within ILO itself at both HQ and field levels during the biennium was therefore examined in terms of creation of any mechanisms established for cross-unit collaboration; development of joint products and activities; and the receptivity of other units to strengthening gender mainstreaming as reflected for example in their Technical Progress Reports. Whilst collaboration and pooling of funds between GED and other units has undoubtedly taken place this has been difficult to evaluate in the absence of clear structures for collaboration, or planning and reporting of non-staff activities under the component of GLO777 funded by the PAs. This is further analyzed below at Section 2 MAIN FINDINGS and at 4. LESSONS LEARNED.
42. The evaluator also reviewed ILO's strategy and conceptual framework for gender mainstreaming as expressed in the Programme and Budget (2012-2013) and the ILO Action Plan for Gender Equality (2010-2015) Phase II, and the extent to which these approaches were being implemented under the PAs.

¹⁵ Terms of Reference page 3

43. Information from documentary sources and from interviews was also gathered as to whether the Outcome-based work planning and funding structure for the biennium, a structure that is now under evolution with the establishment of the Areas of Critical Importance (ACI) facilitated conceptualization, implementation of, and reporting upon gender mainstreaming activities under the Partnership Agreements.

1.4 Evaluation Methodology

44. The evaluation methodology combined both qualitative and quantitative approaches through interrogation of a wide range of documentary and human sources enabling triangulation of the information received. A Matrix of key evaluation questions is attached at Annex iv.

45. The evaluation included an extensive desk review of documentation from field and Headquarters sources. Data from the field included project documents and periodic reports, as well as research studies, guidelines, brochures, training materials and other products generated by field level activities. Key information from Headquarters' sources to be reviewed included the OBW of Outcome 17 ;CPOs for 2012-2013 and the current biennium; Technical Progress Reports of Outcome 17 and other Outcomes to be mainstreamed; Consolidated Country Results Tables; financial data, and reports to donors as well as other products generated at global level. Previous evaluations of gender mainstreaming conducted under the two partnerships were also reviewed.¹⁶

46. Assessment of documentary sources was complemented by extensive interaction with GED and with other ILO staff, beginning with briefings and interviews in ILO Geneva, followed by additional email, Skype and telephone interaction. Review of country level documentation was complemented by phone interviews with key persons in –country and at regional levels (gender experts, programme staff, national programme coordinators, members of DWTs, national constituents) on an individual or conference- call basis¹⁷.

47. The qualitative information thus obtained formed the basis for a more extensive and quantitative survey conducted through questionnaires developed for ILO staff ; for national constituents; and for other development partners in-country. The questionnaires (English, Portuguese, and Spanish) and the aggregated results of these surveys are reflected in the findings included below at 2.3 and included in full at Annex vi.

48. Case studies of gender mainstreaming activities were developed for China, East & Southeast Asia (with a focus on Cambodia), El Salvador, India, Zambia, and Zimbabwe. In order to obtain a more comprehensive and in-depth picture a field visit was organized to Zambia (31 March-04 April, 2014). During this mission the evaluator interviewed ILO staff, constituents, beneficiaries and development partners. Focus groups were organized with constituents and beneficiaries¹⁸.

¹⁶ See Annex iii for full list of documents reviewed and referenced.

¹⁷ See Annex ii for the list of persons contacted at Headquarters and in the field.

¹⁸ A field visit organized for India had to be cancelled because of last minute visa problems. However the evaluator conducted telephone interviews with a wide range of ILO staff and constituents.

1.5 Clients for the Evaluation

49.As stated in the Terms of Reference key clients for the evaluation are:

- Sweden and Norway as donors to the projects
- ILO as executor of the projects
- Project management and staff
- Members of the national Project Advisory Committees

1.6 Limitations of the Evaluation

50.The evaluation of gender mainstreaming in ILO technical cooperation as implemented under the PAs involves assessment of a number of procedural and substantive issues which are closely intertwined. Given the large number of countries and Outcomes involved, the limited time-frame, as well as the different availability of key staff in-country this assessment is broad rather than deep and cannot do full justice to all individual activities and achievements . However all activities reported by each country for the biennium are presented by Outcome at Annex vii, and more detailed gender mainstreaming actions for six cases are provided at Annex viii. Information from these annexes is also mainstreamed into the text.

51.The evaluation is driven with reference to the funding modality and necessarily gives emphasis to specific activities funded rather than their results or consequences. This also presents a difficulty when planning and reporting cross-cutting activities which was noted by many interlocutors with respect to OBW and OBPF overall.

52.OBW and Outcome-based funding is a relatively new system which is still evolving, and understanding of the system appears to be confined to a limited number of longer term or permanent staff at the field level in most countries. Many interlocutors – particularly short-term gender specialists and National Project Coordinators at country office level- were not very familiar with the concepts and terminology involved, and not necessarily aware of the funding source especially if the funds had been well-integrated into ongoing activities.

1.7 Evaluation Standards and Norms

53.All aspects of this evaluation were guided by the ILO evaluation policy which adheres to the OECD/DAC Principles and the UNEG norms and standards. The evaluation was based on the OECD/DAC criteria of relevance, efficiency, effectiveness and evidence of impact and sustainability through the analysis of the project implementation and outputs.

2.MAIN FINDINGS

2.1 Framework for Gender Mainstreaming Activities in the ILO

1. The evaluator undertook an assessment of the framework for gender mainstreaming in the ILO, with particular attention to strategies and guidelines for gender mainstreaming activities in technical cooperation. An attempt was made to assess the robustness and coherence of the approach and the extent to which this has been applied in the gender mainstreaming activities being evaluated, with the aim of providing recommendations as to how experience under the two Partnerships might contribute to enhancing the overall strategic approach to gender mainstreaming in technical cooperation. There should be a continuous dialogue between the field and headquarters experience and the evolving conceptual frameworks of the organization.
2. The Programme and Budget for the Biennium 2012-2013 builds upon the Resolution of the 98th Session of the International Labour Conference(2009) concerning gender equality at the heart of decent work and reiterates earlier decisions of the Governing Body, notably of 2005¹⁹. The P&B states that "tripartite and/or bipartite social dialogue is a consistent feature of all the outcomes, as is gender equality and non-discrimination" (para. 37) And that "Three topics are mainstreamed in all outcomes and programmes: gender equality, youth employment and the inclusion of persons with disabilities" (para. 108).It is therefore considered implicit that all Outcomes and all CPOs will be gender mainstreamed.²⁰
3. With respect to gender equality in technical cooperation the P&B states only that "the Office will also seek to strengthen gender equality in technical cooperation activities" (para.318); and that "gender-responsive DWCPs will continue to be designed and implemented" (para.319). The evaluation shows that whilst a great many gender mainstreaming activities are undertaken under technical cooperation in some cases this effort could benefit from a clearer conceptual approach and a more consistent framework. This is elaborated further below. It must also be recognized that technical cooperation is not a traditional focus of the ILO and is generally regarded as 'difficult to manage' with problems inter alia in establishing baselines, and monitoring systems²¹. Gender mainstreaming in technical cooperation naturally shares those difficulties.

¹⁹ The Governing Body decision of March 2005 states that all ILO technical cooperation projects must be gender mainstreamed, defined as "a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated".

²⁰ Communication from GED 09/05/2014.

²¹ See Programme, Financial and Administrative Section, Governing Body 320th Session, Geneva,13-27 March 2014.GB.320/PFA/1

4. For each Outcome the P&B provides some general guidance as to the type of issues and actions which should be considered for gender mainstreaming. For example under Outcome 2 which is one of the Outcomes selected for gender mainstreaming under the Sida-ILO PA (particularly Outcome 2.5 Youth Employment) the following text is included at paragraph 122 “Gender issues and the promotion of gender equality feature prominently in work on apprenticeships, community-based training and disability inclusion. Capacity-building for public and private employment services particularly in francophone Africa and Central and Eastern Europe, will include training to overcome gender stereotyping and occupational segregation. Outreach to encourage life-long and workplace learning will include practical advice on meeting the special needs of women in balancing work, training and home responsibilities.”²²
5. At the level of measurement criteria the P&B mentions for Outcome 17 the need for systems to be strengthened “to provide up-to-date sex-disaggregated data on non discrimination” , with similar brief statements and in some cases additional wording (‘gender-responsive’, girl-child) for Outcomes 2, 5, 6, 7,10, 15,16.
6. The ILO’s approach to gender mainstreaming has been further elaborated in the ILO Action Plan for Gender Equality 2010-2015 which also operationalizes the 1999 ILO Gender Equality Policy which identified gender mainstreaming as the strategy to promote gender equality between women and men. The Action Plan for Gender Equality addresses both the issue of developing institutional mechanisms for gender equality in the Office; and “gender-related programmatic outcomes for 2012-2013 cross-referenced to the ILC Conclusions of 2009”.²³ The Action Plan aims to provide the framework for all ILO gender mainstreaming activities.
7. Phase II of the Action Plan is aligned with Programme and Budget 2012-2013 and includes for each Outcome the relevant strategy paragraph one example of which is provided above at paragraph 4.²⁴
8. This is to say that the Action Plan’s paragraphs on ‘gender-related programmatic Outcomes’ or technical cooperation, reiterate but do not further elaborate the P & B 2012-2013 outcome statements for each outcome and “the accompanying strategy text” on gender equality and non-discrimination. The Action Plan constitutes a potentially important source of technical guidance in developing gender mainstreamed projects under each P& B Outcome and needs to be further elaborated on the basis of actual experience of activities in the field under the PAs and elsewhere. On the evidence of this evaluation the ILO Action Plan for Gender Equality is not widely used though often referenced in passing in the project documents prepared²⁵.
9. In terms of the definitions of basic gender mainstreaming terminology the Action Plan cites the ECOSOC Conclusions of 1997 ‘Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns of

²² Programme and Budget for the Biennium 2012-2013 ILO Geneva 2011, page 27

²³ International Labour Conference Conclusions on gender equality and Programme and Budget for 2012-2013.(2009)

²⁴ ILO Action Plan for Gender Equality 2010-2015:Phase II Aligned with Programme and Budget 2012-2013.

²⁵ See below at paragraph 2.3

women as well as men an integral part of the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of gender mainstreaming is to achieve gender equality". This definition, cited by the Governing Body of 2005, is also widely accepted and used by other national and international bodies supporting gender equality mainstreaming and perhaps deserves to be revisited in the development of a coherent framework for gender mainstreaming in technical cooperation as is elaborated at annex vii.

10. The ILO recognizes, as part of a 'two-pronged approach', specific targeted actions directed "at one sex- usually women". Such actions or projects are usually referred to as "gender-specific". The current evaluation whilst described as relating to gender mainstreaming, also includes the evaluation of so-called 'gender-specific' activities under the BASIC III projects which contribute to CPOs with a direct link to Outcome 17, are managed directly by GED and are "project-rather than Outcome- based". As far as the evaluator and many interlocutors can discern there is no clear substantive difference between activities under BASIC III and other gender mainstreaming activities supported by the PAs. Gender equality is also the goal of BASIC III activities whatever the entry point as discussed in more detail below at 2.3.B. The only real difference appears to be that funds and activities are managed by GED itself, rather than through GED's collaboration with and pooling of funds with other units²⁶.
11. GED however identifies a "clear conceptual difference" between gender mainstreaming and gender-specific in that "assisting colleagues to ensure that their work is gender-responsive (gender mainstreaming), is conceptually different from using funds to promote gender equality and women's empowerment as an aim in and of itself" (gender specific)²⁷.
12. The evaluation also uncovered a diversity of views as to the meaning and application of 'gender mainstreaming' though it was generally agreed that sex-disaggregation, and equality of access and participation were fundamental. Perhaps reflecting ILO's lesser focus on technical cooperation some HQ colleagues considered that the primary referent of gender mainstreaming was sensitization of ILO as an institution, and the primary means for that was through strengthening of the Gender Network. These colleagues did not consider gender mainstreaming activities conducted with and for constituents, for example, as an essential part of the ILO mandate.
13. The distinction made between gender mainstreaming and gender-specific also gave rise to debate. For some colleagues the distinction in substantive terms is that gender-specific refers to affirmative actions such as establishment of quotas, or actions related to promoting Conventions related to discrimination, particularly Convention 100 and 111²⁸. Outside the ILO affirmative actions such as establishment of quotas are regarded as one element in the overall

²⁶ One proof of this may be that work on gender mainstreaming of domestic workers programmes under Outcome 5 appears under both BASIC III and other programmes. The NPC of BASIC III in India is funded by BASIC and gender mainstreamed Outcome 5 funding.

²⁷ ILO Comment 54 on draft report.

²⁸ It should be noted of course that these are not the only Conventions which deal with gender equality. Conventions Nos. 156 and 183 are noted in the Action Plan; Conventions No. 177 on home work, and 189 on Domestic workers are also very relevant. In fact most ILO Conventions can be considered to have some bearing on gender equality issues in the world of work.

gender mainstreaming strategy leading to gender equality. It is also generally recognized, that given the global state of inequality, most gender mainstreaming actions in fact focus on and reach more women- ideally with the informed involvement of gender-sensitive men.

14. One Senior Gender Specialist interviewed considered the distinction between the two terms derived essentially from a Human Resources perspective with gender specialists being 'gender-specific' and gender focal points being part of the institutional mainstreaming effort.
15. Occasionally, the confusion between the two terms appears to be fuelled by statements from GED itself. A recent Technical Progress Report under the Swedish Partnership Agreement states "whilst good initiatives also happened under the other three Outcomes, they tended to veer towards gender specific, women's economic empowerment type activities. This is of course important work for the ILO. However it is not gender mainstreaming ". Most gender experts would see women's economic empowerment as an important part of gender mainstreaming designed to level the economic playing field towards greater gender equality, and an area in which ILO has a comparative advantage as is inter alia well illustrated by the Zimbabwe case study at annex viii f.
16. The evaluator suggests there is a need for greater conceptual clarity on gender mainstreaming in the organization overall, including on the distinction between gender mainstreaming and gender-specific actions and this issue is addressed again in the Conclusions and Recommendations. Definitions should primarily reference substantive issues and actions on the ground directed towards achieving gender equality rather than to management of project funds.²⁹ It seems a priori that the international usage which considers so-called "gender-specific" actions as part of an overall gender mainstreaming strategy might also be fit for ILO purpose. The ILO has an important experience in gender mainstreaming in the economic sector which is now a focus of many institutions. Sharing this experience would be facilitated by using standardized terminology available and a reduction in the elaboration of new terms not widely understood (e.g. gender-targeted, gender-resistant etc).
17. A missing element in the current Action Plan is a strong and coherent framework for gender mainstreaming within the ILO regular budget and technical cooperation portfolio which would provide guidance on gender analysis at beneficiary, organizational and policy levels as a basis for mainstreaming. The ECOSOC definition cited above at paragraph 9 provides a clear mandate for this approach. The three tier approach serves as a reminder that gender mainstreaming actions at the beneficiary level (micro), need to be accompanied by gender mainstreaming of the enabling environment at policy, strategy, legislative levels (macro); as well as at (meso) institutional and service-delivery levels. In fact the ILO modus operandi with its Conventions (macro) and constituents (meso and some micro) and beneficiaries (micro) is already very suited to this approach and it is largely a question of a clearer and more specific articulation of what is already taking place .
18. The proposed analytical framework included at Annex vii attempts to demonstrate the usefulness of this approach for gender mainstreaming activities which have taken place under the PAs at the three levels.

²⁹ This is clearly reflected in UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) Article 4 on "temporary special measures".

19. The case studies of El Salvador, Zambia and Zimbabwe at annex viii provide examples where gender mainstreaming activities are clearly linked at the different levels. In El Salvador for example studies of youth unemployment feed into the engendering of the vocational training sector through the development of gender sensitive indicators, and into a broader sub-regional study on gender mainstreaming in vocational training. In Zambia a number of synergies were established between activities at different levels under the same outcome, as well as between Outcomes 2, 5 & 9. For example, studies on domestic workers formed a basis for development of a Code of Ethics for Employers, as well as complaints procedures for workers themselves. Gender mainstreaming activities undertaken in the public sector inspired similar work with the banking sector. In Zimbabwe the strategic use of seed funding for a tripartite workshop enabled constituents to explore in depth the unique implications of gender equality in the workplace which ILO and its social partners are uniquely qualified to address and to support an action plan for mainstreaming gender in all world of work issues. In other countries (e.g. China, Cambodia, Indonesia and the Philippines) gender-mainstreaming activities under the PAs have become embedded in the DWCPs, and by raising awareness of gender inequalities amongst constituents have transferred approaches between for example domestic worker programmes and programmes in the export-processing zones.
20. The proposed three-tier gender mainstreaming framework also offers a way out of the apparent impasse on gender mainstreaming/gender specific debate as it recognizes, as part of a unitary framework, gender mainstreaming efforts at the institutional level, which would include GED's collaboration with other units under the PAs towards a common goal of greater gender equality in and through programmes and projects.
21. The proposed gender mainstreaming in technical cooperation framework would complement the Participatory Gender Audit which largely focuses on mainstreaming within institutions and organizations and is possibly currently the most successful gender capacity-building tool in the ILO arsenal though naturally not without its critics as discussed below at Section 2. Both the PGA and any new analytical framework should ideally form part of the ILO Action Plan for Gender Equality.³⁰
22. The Action Plan sets out the machinery necessary for gender mainstreaming within the organization which includes "a well-staffed gender bureau", gender specialists in the field and a comprehensive network of gender focal points. The Gender Bureau has now been restructured as the Gender, Equality and Diversity Branch (GED) to address a broader scope of discrimination and diversity issues, and the links between them. This will potentially align it more closely to Outcome 17 though it is too early to make any statement as to the impact of the re-structuring.
23. Under the PAs GED reports having regular meetings with Outcome Coordinators of Outcomes being mainstreamed where 'specific suggestions on how this can be done are discussed and planned' and 'the fact that GENDER has a budget to assist other department (sic) in gender mainstreaming their Outcomes under the PA significantly increases the likelihood that it will occur'. The PA also "contains a component whereby Outcome Coordinators can send an email

³⁰ Existing ILO guidelines and tools on gender mainstreaming in technical cooperation seem not to have fully entered the mainstream and could also be updated. These include the Gender Equality Mainstreaming Toolkit (2010) and Good Practices in Promoting Gender Equality in ILO Technical Cooperation (2007).

or make a telephone call and request assistance and that GENDER is in a position not merely to offer advice, but to actually co-fund an initiative is proving to be a powerful spur toward gender mainstreaming”.³¹ It is not quite clear to the evaluator why there needs to be “a component” in the PAs whereby Outcome Coordinators can send an email or make a telephone call to GED, as it is anyway within the GED’s brief to provide advice and guidance across the board and across all Outcomes.

BOX I : Cross-Outcome Collaboration under the Partnership Agreements

- LAB/ADMIN developed a series of training manuals with ‘Gender in Labour Inspection’ as one of the modules. This was developed jointly by LAB/ADMIN and GENDER under a previous Norwegian PA in the 2010-11 biennium and has been translated and used in the Arab States and Indonesia under the 2012-13 PA. The gender equality and Labour Inspection module has been used in roughly a dozen countries as well as during 2 Labour Administration and Inspection Academies in Turin (2011 and 2013). It has been translated into Spanish, Arabic, Vietnamese, Ukrainian, Chinese and Indonesian.

http://www.gender.ilo.org.ua/DocLib1/Публікації/LIS_Training_Manual_A4_294c_site.pdf

- Two manuals on Freedom of Association (one for rural women and one for women in EPZs) were developed as part of GENDER’s work with DECLARATION under the first phase of the Sida PA (2009-2011). Also under the first phase, they were piloted in the Philippines, and with Rural Women in South. The EPZ tool was adapted and translated into Arabic, and a workshop using the tool was held for female migrant workers in the garment sector in Jordan. Meanwhile the ‘Rural’ tool was used in two Freedom of Association trainings in South Africa.

http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_186808.pdf

http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_186807.pdf

24. It appeared that there have been many contacts between GED and other HQ units in the service of gender mainstreaming under the PAs; in the context of determining pooling of funding under selected Outcomes in selected countries; in the twice-yearly Outcome-based work planning sessions where CPOs are elaborated, ranked, clustered and entered into the IRIS system; and in joint activities to engender Global Products. Still lacking however is a specific structure for collaboration between Headquarters units³², and in the absence of a unit workplan for GED it is impossible to assess and evaluate with any precision this cross-unit collaboration and its contribution to gender mainstreaming in the Office itself.

25. The Action Plan stresses the importance of the gender focal point network. A large number of contacts provided on the original contact list for the evaluation were part of the Gender Network and the network is cited in the project documents for gender mainstreaming under the PAs as part of the enabling environment for gender mainstreaming.³³ The gender network

³¹ Technical Cooperation Outcome-based Report Outcome 17 for Sida-ILO partnership 2012-2013 (GED) and elsewhere.

³² This was recommended in a previous evaluation Gender Mainstreaming in the Sweden/ILO Partnership Programme (2009-2011) – Una Murray (2011) (draft)

³³ See Project documents for both Partnerships (2012) referenced at annex iii

includes staff of widely varying experience and understanding with respect to gender mainstreaming. The evaluator was informed by field and headquarters colleagues that the gender network may not be as dynamic as in former times and required re-energizing. In some offices there appeared to be debate as to the identity of the gender focal point. The contact list provided was not complete nor up-dated and the evaluator had difficulty in tracing and contacting responsible persons in several countries (e.g. Zimbabwe, Mozambique).

26. An important resource for expanding the gender network are the National Programme /Project Coordinators (NPCs) of Outcomes being mainstreamed not all of whom currently have specific gender mainstreaming experience and few of whom were on the original contact list. Conversely other ILO staff in several country offices were not part of the official gender network but were responsible for managing gender -mainstreamed components in the field and felt that they should also be recognized and included in the network and its internal gatherings.

27. The gender network was not specifically cited as a means of ensuring and monitoring gender mainstreaming under the PAs “this has been done on a day-to-day basis via ad hoc meetings, emails and Skype conversations (and in one case via a mission to the Philippines) where specific suggestions (on how this can be done) are discussed and planned”³⁴. Again the extent and quality of collaboration is difficult to evaluate specifically and this is addressed again at 2.3 from the country perspective. Overall it appears that there is a need to expand , and recognize this important network of support particularly at field level where there is already impressive collaboration in some regions, East and Southeast Asia being outstanding in this regard (See Box II below and Annex viii d).

³⁴ See footnote 32

Box II : Multi-sectoral collaboration under the Norway-ILO Partnership Agreement in East & Southeast Asia

Under the Norwegian Partnership Agreement collaboration between GENDER, NORMES, ACT/EMP and ACTRAV at Country, Decent Work Team, Regional and Headquarters levels from 2010-2013 resulted in the development of a series of guidance, training and information materials on "Equality and Non-discrimination at Work" to promote the application of Equal Remuneration Convention, 1951 (No. 100), the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) and other relevant Conventions, for the tripartite constituents and civil society organizations (human workers' rights, women, indigenous peoples, people with disabilities or HIV/AIDS).

- A guide and modular training package for the above partner organizations was developed first of all in China between 2008 and 2010 with support from the Norwegian Government through a China specific ILO project to promote Convention No. 111. A guide and exercise book for East and South-East Asia were completed in 2011 with adaptations and translations in Indonesia and Viet Nam. In addition, an Employers guide and code of practice on promoting equality and preventing discrimination at work was developed in 2010-11 with the China Employers Confederation (CEC) with support of the BASIC project under the Norwegian Partnership Agreement to stimulate companies to combat discrimination in their workplaces.
- In 2012 the materials for tripartite constituents and partners were adapted and localized for Cambodia resulting in a manual on equality and non-discrimination at work in Cambodia with support of the Norway-ILO partnership funding through collaboration between the ILO in Bangkok and Phnom Penh and its partners in Cambodia. In addition, the Norway-ILO partnership funding enabled the development of tailor-made materials on equality at work for employers, workers and their organizations in Cambodia. The Employer's Association, CAMFEBA played an active role in developing a practical guide for employers consisting of five booklets and a code of practice in 2013; and seven trade union confederations trained female and male union Gender Focal points engaged in grassroots training in textile and footwear companies and in the informal economy and entertainment and sex work industries. Trade union leaders, an overwhelmingly male group, adopted statements to promote women in union leadership and easy-to-read booklets on non-discrimination and gender equality in workplaces, on maternity protection and action against workplace sexual harassment which were finalized, printed and distributed in early 2014. (Additional details and links to the publications can be found at Annex viii paragraph d).

2.2 Gender mainstreaming under Outcome-based Work planning (OBW) and under the Outcome-Based Partnership Funding (OBPF) Modality

27. Whilst a complete review of Outcome-based Work planning and of the Outcome-based Partnership Funding modality was not within the remit of this evaluation, information has been gathered, primarily qualitative in nature, as to the extent to which outcome-based work planning and outcome-based funding facilitates planning, implementation and reporting upon gender mainstreaming.

28. As gender equality does not have a separate outcome it is 'housed' under Outcome 17- Discrimination in employment and occupation is eliminated - which inter alia enables GED to receive funding under the Outcome-based funding modality³⁵.

29. A process evaluation carried out in late 2013 praised the former Gender Bureau's strategic approach under the PAs as follows: 'Cleverly, GENDER programmed its funds after the other units had completed their programming, and as a result was able to add to and sharpen the gender focus of existing programmes'³⁶.

30. As mentioned above 75% of the money for gender was decentralized as was the case for Youth Employment (Outcome 2) and Domestic Workers (Outcome 5) and in some countries work with Employers (Outcome 9). The decentralization of funds not only of Outcome 17 but other Outcomes is regarded by GED as a major factor in the success of gender mainstreaming in those countries where decentralization has taken place, encouraging collaboration at field office level between staff responsible for different Outcomes, and creating more synergies between constituents and stakeholders. In the cases where GED did decentralize and the other Outcomes did not (i.e. Outcomes 10, 11, 14 and 19) GED considers that mainstreaming was more difficult to attain in practice.

31. The evaluator can neither fully confirm nor deny this view point on the basis of limited experience within the short time-frame of this evaluation. However, whilst GED and other gender experts in the field have indeed confirmed the importance of having 'their own money' to bring to the decision-making table, and clearly the intention of the PAs is to decentralize all support to the extent possible, the evidence suggests that the 'enabling environment' of the country office and its partnerships is equally as important as the modest seed funding. An important factor is the informed coordination of gender mainstreaming activities under different Outcomes. Given the usual office hierarchy this indicates the need for a level of intervention senior to the NPCs or short-term gender experts hired for the

³⁵ However as Outcomes are linked to funding and posts a unit such as GED which is charged with and judged by its ability to disseminate its knowledge and skills may perceive its position as precarious and contradictory. Hence perhaps GED's concern with not having a separate Outcome and its insistence on 'gender-specific' activities which it manages. The restructuring of the Office the broader scope of GED makes it in principle a better match with Outcome 17.

³⁶ Cross Partnership Review of Outcome-based funding modality (Ireland, Norway, Sweden) Dermott Shields (2013) Final Draft. Page 12

project. Typically a Senior Programme Officer (e.g. Cambodia, China, Nepal, Zimbabwe) or a Senior Gender Specialist (e.g. Bangkok, New Delhi, San José) would provide the overview of the bigger picture to be mainstreamed and the experience of programming processes³⁷. Other 'enabling' factors to be explored below under 2.3 include an engendered DWCP, and collaboration between the ILO office and a wide range of constituents and development partners typically under the UNDAF.

32. A number of field staff were interviewed with respect to their experience and views of OBPF both in programming and reporting on gender mainstreaming activities. Many of the ILO field staff on the initial contact list provided –which included longer term gender specialists as well short-term gender specialists recruited for the biennium – had little direct involvement with CPOs or P&B Outcomes and referred the evaluator to programme colleagues .
33. Although the CPOs, in theory, naturally grow out of the DWCP, it appears that only a very few staff interviewed are comfortable with the entire process from developing the DWCP in consultation with national constituents through to the development and registration of the CPOs in the IRIS system.
34. Only one senior manager stated that she ensured as a point of principle that even short-term technical cooperation specialists working on gender mainstreaming (or other areas) were thoroughly conversant with the 'bigger picture' of programming including the procedural aspects of formulating, and registering CPOs .
35. Many field staff expressed views which broadly aligned them with the following statement from the Cross Partnership review that 'The focus on specific CPOs, together with centralized funding and decision-making, increased the sense that the OBPF modality was being used to promote focused and silo-ed headquarter initiatives, in contrast with RBSA where field staff had a more significant role' .³⁸
36. The evaluator reviewed selected CPOs for the biennium 2012-2013 as well as some CPOs for the current biennium. It should not be surprising that CPOs linked with Outcome 17 have more specific gender content than the CPOs associated with 'gender mainstreamed' Outcomes though there does appear to be an improvement in quality of the latter between the biennium 2012-2013 and the current biennium. GED reviews all DWCPs but there is no system in place for review of CPOs by GED. Whilst such a mechanism might be useful clearly the key is to strengthen the process as necessary at the country level.
37. Both programme staff and longer term gender specialists who were familiar with the programming system and/or directly involved thought that the requirement to match with a specific CPO which would be aligned with one particular P&B Outcome was particularly unhelpful for cross-cutting activities such as gender mainstreaming which rests upon finding linkages and synergies between sectors, actors, and levels which may not necessarily all lie within the same Outcome area. The requirement to select new CPOs each biennium was also a poor fit with gender mainstreaming which is often a lengthy process.

³⁷ One Senior Gender Specialist proposed that Senior Programme staff should have the responsibility for gender mainstreaming with gender specialists providing specialized technical inputs.

³⁸ Cross partnership review of outcome-based funding modality Dermot Shields (November 2013) page 12. As noted previously GED's funding under the OBPF was decentralized.

38. This apparent disconnect between field and Headquarters – and to a lesser extent between short-term TC specialists, and longer term gender specialists and programme officers – may also impact upon reporting of gender mainstreaming activities. Many field interlocutors deemed it sufficient to send a list of ‘bullet points’ or a ‘snapshot’ to GED as analysis of synergies or results was not required or allowed for in the template provided by PARDEV. It thus seems that unintended events or synergies not foreseen at the beginning of the biennium might easily slip through the net.
39. It was stated by both Headquarters and field interlocutors that reporting under other Outcomes may or may not refer to gender mainstreaming activities under that Outcome, and cross-referencing between Outcome reports is patchy and voluntary. On the other hand, in principle, the same gender mainstreaming activities could be reported under more than one Outcome.
40. Other staff saw reporting under the OBPF modality as an unnecessary duplication of the reporting directed to PROGRAM. The evaluator did not review this apparently parallel reporting system.
41. The evaluator reviewed Technical Progress Reports from Outcome 17, but also from other Outcomes being mainstreamed (Outcomes, 2, 5, 9, 10, 11, 14). Whilst some mention of gender mainstreaming is only formulaic, reports for some Outcomes notably Outcome 2, 5 and 9 whose funding is also decentralized as noted earlier, reflect well on their collaboration with GED, and also on gender mainstreaming activities not funded from Outcome 17 sources. This could be a further indication that cross-unit collaboration under the PAs is strengthening gender mainstreaming in the institution though more precise reporting against a baseline showing levels of previous cross-unit collaboration is still needed.
42. Comparison of country office reports with various HQ reports, shows that there is inevitably some leaching of content and analysis as country reports are aggregated as they approach the donors.
43. The final aggregation of country information at the level of PARDEV under each Outcome inevitably means substantive details are abbreviated, though this years’ Result Reports to the two donors have made a very good effort to highlight gender mainstreaming issues in several countries.
44. In addition of course the requirements of the system dictate that only results against target CPOs where a minimum of two measurement criteria under a P&B Outcome have been met are reported upon which means that many gender mainstreaming (and other) activities are automatically absent from global level reports.

2.3 Assessment of country level gender mainstreaming, and ‘gender-specific’ activities under the PAs³⁹

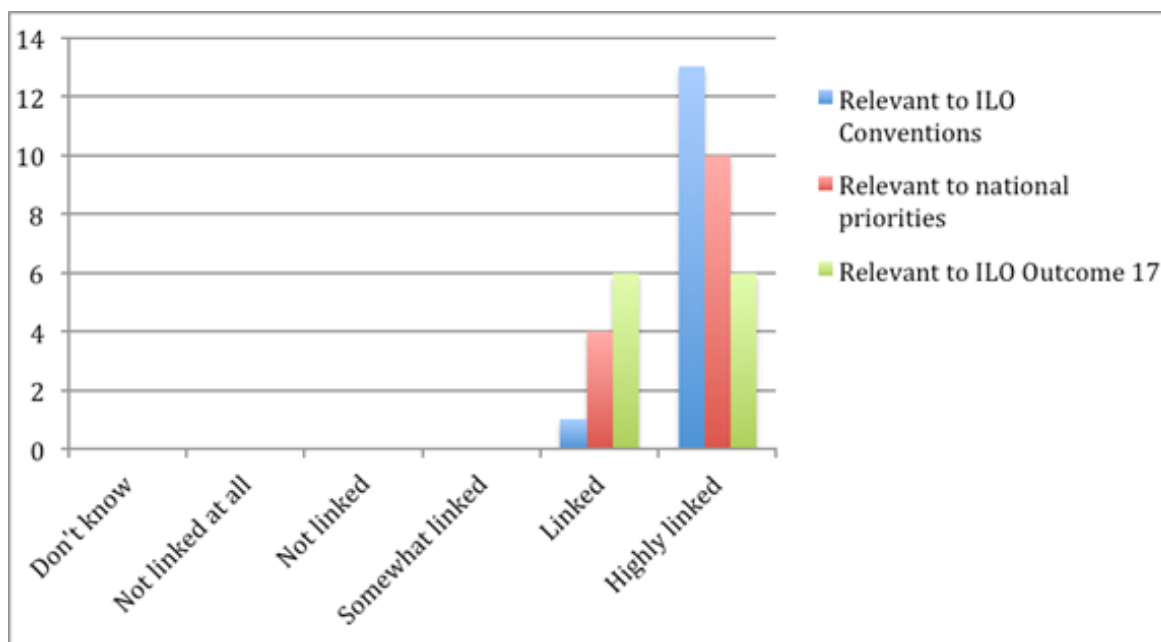
45. Data in this section is based on the results of the questionnaire survey⁴⁰; interviews and a field visit; a review of documentation from headquarters and field sources; and case studies.
46. The survey questionnaires were sent to 40-45 ILO staff both at Headquarters and field offices. Questionnaires were prepared in English Spanish and Portuguese. As of 10, May 2014, fourteen people participated in this survey, which gives a response rate of 35%. All 14 responses were considered valid.
47. The questionnaire for national constituents was sent out to 57 members of national constituents around the globe, whose work is closely associated with gender mainstreaming activities supported by the Sweden-ILO and Norway-ILO Partnership Agreements. The questionnaires were prepared in English, Spanish and Portuguese. As of 10, May 2014, fifteen people participated in this survey; this gives a response rate of 26.3%. All 15 responses received were considered valid.
48. The questionnaire for development partners was sent out to 4 members of other development agencies around the globe. No responses were received from development partners.

³⁹ Activities are reviewed in El Salvador, Philippines and Zambia under the Sweden-ILO PA; in Arab States (mainly Jordan), South Africa, Indonesia, Nepal and Cambodia under the Norway-ILO PA. BASIC III activities also covered under the latter are also covered and highlighted as necessary.

⁴⁰ The full report of the survey is included at Annex vi along with the questionnaires. This section also draws upon evidence presented in full at Annex vii and viii.

2.3.A Relevance

Table 4 : Rating the Relevance of the Project



49. The majority of ILO respondents to the survey considered that the gender mainstreaming activities in which they were involved to be highly relevant to ILO Conventions, national gender equality priorities, and to Outcome 17 – Gender Mainstreaming (Annex vi page 6)

50. Most national consultants also rated the activities in which they had been involved as highly aligned with national priorities. (See Annex vi page 22)

51. The content analysis of the project documents confirmed that all countries reference the ratification of ILO Conventions 100 and 111 and usually some others (e.g. 189 Philippines; 87 and 98 South Africa).

52. All documents make reference to the International Labour Conference Resolution of 2009 concerning gender equality at the heart of decent work. South Africa and Cambodia refer directly to the ILO Gender Action Plan; South Africa also quotes the ECOSOC definition of gender mainstreaming.

53. All project documents reference the concerned Project & Budget Outcomes; two countries (Indonesia, Zambia) provide full reference to the ‘engendered’ Project and Budget text available in the ILO Gender Action Plan as well as in the P&B.

54. Project documents cite the CPOs to which the activities are contributing, under the selected Outcomes to which they in turn are linked. It would be helpful if project documents included additional data from the CPOs (e.g. background and milestones), and made a clearer link to the part of the project document text derived from the DWCP. As noted above under 2.2 the precise formulation of CPOs and their link to the DWCP is still ‘work in progress’.⁴¹

⁴¹ This is discussed in more detail under the Cross-Partnership Review – Dermott Shields 2013 cited earlier at page 23

55. Only three of the eight countries under the gender mainstreaming component of the PAs refer to their DWCP; Cambodia is the only country where the gender mainstreaming environment for the proposed activities is described in detail. Similarly Cambodia and to a certain extent Nepal make specific reference to the national gender commitments (e.g. such as ratification of the CEDAW- Cambodia), and national machinery for gender equality.
56. The evaluator reviewed DWCPs of countries concerned although a full review was beyond the remit of this evaluation. Most of the DWCPs contain good information on the gender issues, national gender commitments and official machinery of the country concerned. However with a few exceptions (e.g. Cambodia, Zimbabwe) the ILO response to the situation through gender mainstreaming activities is insufficiently detailed.
57. Whilst listing gender mainstreaming activities to be implemented, the documents do not reflect on why those activities were selected in function of particular gender issues to be addressed under each of the selected Outcomes, nor what the consequences of those actions will be. This is discussed further below under paragraph 2.3.B Coherence.
58. The BASIC III Global Project Document references P & B Outcomes 5 and 17 on the cover sheet whilst stating that 'as gender equality is a cross-cutting issue in the ILO's Programme & Budget its activities are not limited to one Outcome but rather integrated into all outcomes' and the BASIC project is particularly linked to other Outcomes being supported under the Norwegian Partnership Agreement for 2012-2013, namely Outcomes 9, 10, 11, and 14. Subsequently the 'primary' P & B Outcome 'to which the project will contribute is Outcome 17 with its four inter-related immediate objectives'.⁴²
59. Links to Country Programme Outcomes are provided for each of the priority BASIC countries (Brazil, Angola, South Africa, India, and China) as well as the four countries where South-South activities are envisaged, namely Mongolia, Mozambique, Nepal, and Zimbabwe. The choice of countries for South-South cooperation is based on their having 'actively developed a Country Programme Outcome (CPO) on gender equality within the ILO system of Outcome-based Work plans'.⁴³
60. The BASIC III project document references the Global Jobs Pact and the CEDAW, the ILC Resolution on Gender Equality at the Heart of Decent Work; and major ILO Conventions 100,111,156,183 of relevance.
61. Separate project documents have not been developed for individual countries under BASIC III nor for South-South cooperation countries despite the significance of the countries and activities in question, and despite these activities being in their third two-year phase. More detailed project documentation for the frontline countries and for South-South cooperation is essential for evaluability of those activities. This is not to say that activities in those countries have not generated many reports and studies, which indeed were shared with the evaluator, but what is needed is a country level template showing how the BASIC III activities are

⁴² Project Document for TECHNICAL COOPERATION in support of OUTCOME-BASED WORKPLANS Promoting Gender Equality and Women's Empowerment in the World of Work (BASIC Phase III) page 7

⁴³ Ibid page 5

embedded in their respective country contexts. The evaluator can only speculate that this was not considered necessary as BASIC has been developed and managed from ILO/HQ.

62. Overall, whilst the “gender mainstreaming” and BASIC III projects have received a positive score from the survey in terms of relevance much of the project documentation gives the impression of an imperfect merging between top- down and bottom-up approaches, and provides little information on the country context for the gender mainstreaming activities, although it is from this context that the CPOs emerge; that the gender mainstreaming activities derive their rationale; have their impact; and will be sustained, or otherwise. This apparent disconnect may be the effect of the documents being hastily produced with the gender mainstreaming activities added on to activities under the other Outcomes to be mainstreamed. In general the survey results provide a much more positive picture which suggests that the actual field reality is much more positive than as represented in the documentation.

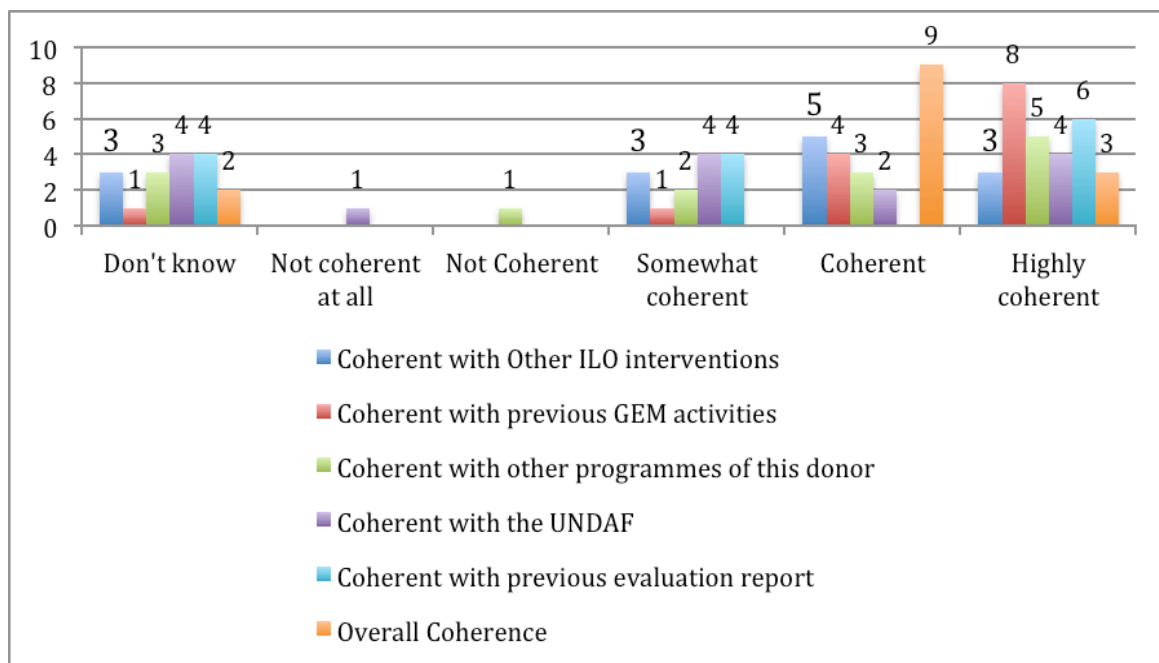
Box III : Capacity-building through BASIC: the ‘3+1’ approach in China.

- Since 2002 the ILO in China has been working with national constituents, mass organisations such as the All China Women’s Federation (ACWF), NGOs, and academic institutes to promote gender equality in the world of work. Through ILO support, the working mechanism comprised of tripartite constituents and the Women’s Federation, called ‘3+1’ Working Committee, was established in order to develop and implement a gender equality mainstreaming strategy in China, while improving national legislation and policies. The ‘3+1’ mechanism has been strengthened and expanded at national and provincial levels by the BASIC project which enabled ‘3+1’ partners to learn from each other to promote gender equality and non-discrimination in China. For example, the All-China Federation of Trades Unions (ACFTU) was the first to organize training (on gender mainstreaming strategy, gender-related standards and its implementation in China) to enhance the capacity of their high-level officials to promote gender equality, as well as to set up the youth gender focal points network in the ACFTU in 2010-11. As a result, technical departments had enhanced their awareness and understanding of gender equality, and proactive measures have been developed, such as promoting gender equality in the Human Resources policy, and through their own forums. By sharing experience of the ACFTU at the annual working committee meeting the ACWF and the China Employers Confederation (CEC) applied the ACFTU’s approaches to train young officials in the organizations’ career track on gender equality in 2012-13.
- The BASIC project Phase I (2010), Phase II (2011) and Phase III (2012-13) also empowered 3+1 project partners to work together on legislation and policy reform. For example, BASIC supported the ACWF to review labour protection for women workers in 2010, in order to establish baselines for tripartite constituents to make policy recommendations for improving national regulations on labour protection for women workers. Consequently, many comments made by project partners and ILO are reflected in the National Regulations on Labour Protection for Women Workers, which were adopted in April 2012 and obliged employers to address workplace sexual harassment and improved maternity protection provisions.
- Additional details can be found at Annex viii paragraph a

2.3.B Coherence

63. The results of the questionnaire survey show that most ILO respondents think the project is coherent, however, a few participants were not satisfied with the project's coherence with UNDAF and other programmes of the donor in question.
64. Review of project documentation showed that for the gender mainstreaming countries whilst the first paragraph of project documents contains a standard mention of the MDGs only Cambodia, Indonesia and Nepal mention of UNDAF, and the ILO's actual and potential to contribute to that process through their gender mainstreaming experience.
65. All projects claim to have built on previous activities though none provide specific details which might have provided justification or indeed a type of baseline for the new activities being proposed.
66. Of the ILO staff who responded to the questionnaire less than half indicated that baseline data had been available for project formulation. Desk review of the project documents finds little or no reference to baseline information.
67. All project documents provide a Logframe in text and/ or matrix form. These Logframes are compiled from material in the DWCP relevant to activities under the Outcomes being mainstreamed and so may indeed include baseline data on which to develop gender mainstreaming activities although this is not indicated.
68. Whilst some countries' Logframes are stronger and more detailed than others almost all of them fail to demonstrate a clear causal chain from identification of gender mainstreaming activity according to baseline information; necessary inputs leading to activities; activities leading to results/outputs and outputs leading to CPOs & P&B Outcomes.
69. At each level of the frame the paragraph on Assumptions and Risks should indicate, for example, why the activity is expected to lead to the desired results, and what factors internal to the project or external may support or overturn those assumptions. The fact that in most cases the Assumptions and Risks paragraph is appended at the end of the Logframe indicates a modest grasp of Logframe principles. The Assumptions and Risks are usually stated in very generic terms in what appears to be a standard paragraph rather than enumerating the assumptions and risks inherent to the process of specific gender mainstreaming activities in a particular situation and at each level.
70. The Logframe Outcomes need to be more specifically linked to the CPOs listed in another section of the document though this link may be obvious to anyone who has participated in the OBW discussions around CPOs.

Table 5 : Assessing Coherence



71. Project documents under the Norway-ILO PA reference an external evaluation of the previous Partnership Agreement as follows : ‘The project strategy builds upon the recommendations of the external evaluation of the first phase of the PA, the most poignant being: to ensure that all ILO units and constituents understand what a process of gender mainstreaming entails from the outset: funds should be designated to GENDER to support other units; formal structures should be in place to ensure gender mainstreaming’.

72. These recommendations are indeed salient though with the exception of the second point their reflection in the new phase of the projects seems minimal. It also appears that these recommendations come from the evaluation of the BASIC projects which have a different orientation.

73. With the exception of Arab States/Jordan and Cambodia, documents make no reference to other sources of funding for gender mainstreaming. As has been noted earlier as the PAs being evaluated focussed on different countries with respect to gender mainstreaming synergies cannot have been expected between them. Synergies with other gender mainstreaming activities in the countries concerned supported nationally or by other donors are not mentioned in any document.

74. The BASIC III project document also cites the previous evaluation of BASIC⁴⁴ which recommended consolidation of previous activities and that ‘measures to ensure the sustainability of the outputs and impacts ought to be put in place’.⁴⁵

⁴⁴ Final Independent Evaluation of BASIC programme Development Planning Unit, University College London (2011)

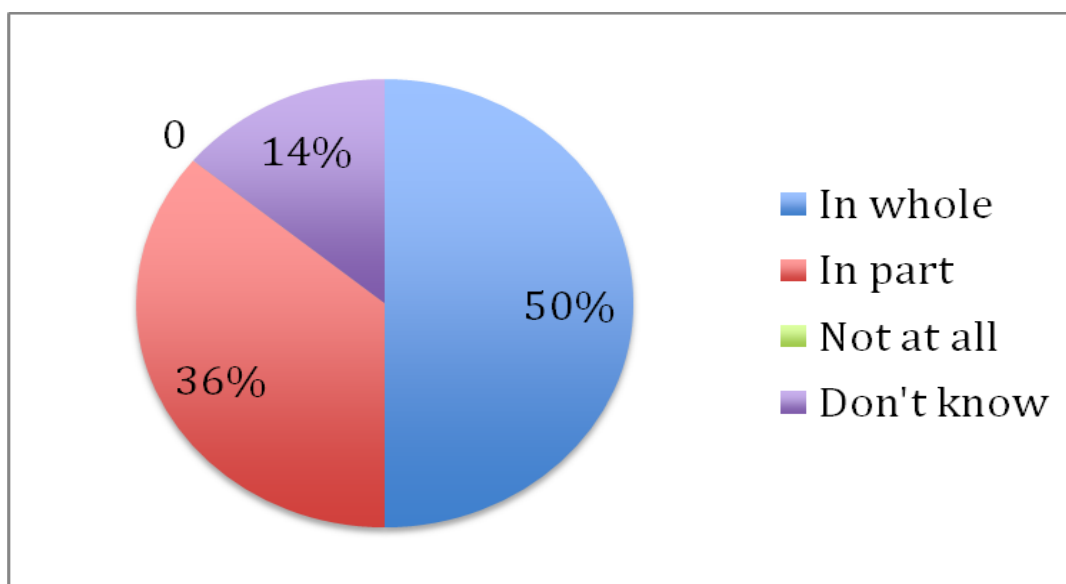
⁴⁵ Ibid page 33

75. The document mentions building upon the work of previous phases BASIC I & II in some detail and indeed this appears to be one of the strengths of BASIC III projects which have just completed their third two-year Phase.
76. A Logframe of the BASIC III project is provided in text rather than matrix form for all five front line countries. The Logframe lists development objectives, immediate objectives, outputs and indicators and provides one paragraph on assumptions and risks describing general expectations of the centrality of gender equality and women's empowerment to the ILO and the wider UN in relation to economic growth; and assumptions that ILO constituents will provide the necessary political and financial commitment for co-funding of activities. A Logframe of this level of generality does not appear to serve much practical purpose.
77. For each of the BASIC III countries the evaluator would have liked to have seen more country-specific project documentation relating to the country context in which the activities were formulated; the relationship between activities under different phases of the project; their synergies with other activities supported by ILO and by other donors and the national authorities. The process of South-South cooperation for 'sharing good practice' in four Least Developed Countries also needs to be better documented with the notable exception of Zimbabwe. Better documentation would appear to be necessary inter alia for the CTA to fulfil the function of knowledge-sharing coordinator as stipulated in the global project document.
78. That having been said the countries concerned provided the evaluator with a large number of reports, studies materials and concept notes about their activities. Zimbabwe had prepared a briefing document for the evaluation which indeed demonstrated the development of gender mainstreaming activities in their context and the impact they had and were having. Boxes III and IV show for China and India respectively; the impact of BASIC III activities on strengthening the national machinery for gender equality in China through the 3 + 1 approach; and in India the important work to ensure safe working conditions for women by addressing the prevailing problem of sexual violence in the workplace – and elsewhere. The work to combat sexual violence had also synergies with the domestic workers programme, and the work to address HIV/AIDS in India. Additional documentation on the BASIC III country activities is available at annex viii h).
79. With regard to South- South cooperation, and again with the exception of Zimbabwe there was little paper trail although some activities have been reported in the TPR for Outcome 17 (see annex vii). China had undertaken a background study to assess the capacity of partners and stakeholders for gender mainstreaming in Mongolia; Nepal had undertaken PGA training; and Brazil and Angola had collaborated directly to organize a meeting of Lusophone gender focal points in Maputo which resulted inter alia in a study on domestic workers supported by ILO ACT/TRAV.
80. All project documents contain a standard paragraph on the GED Global Product GLO777 as follows: 'The project sits within the overall goal of GENDER's global product, namely to enhance knowledge and capacity of ILO constituents in introducing gender equality in national economic and social strategies, policies and programmes'. The Global Product on Gender Mainstreaming (GLO777) which is funded by 25% of the gender mainstreaming funding under each of the PAs was intended to "take the form of providing technical inputs and advice to

Outcome Coordinators, and to the national staff overseeing the PA at country level on how they can better ensure that gender concerns are taken on board in planning, implementation, and evaluation of the PA". Pursuant to these activities GLO77 covered salary costs of the CTA and of a half-time administrative and financial assistant. The documents on GLO777 provided do not appear to have been updated from the previous biennium and detail the non-staff costs to be expended on support to the Participatory Gender Audit, Information and Research, curricula development, training and capacity building. The evaluator was not able to ascertain whether these activities were supported by GLO777 during the biennium being evaluated (2012-2013) but if these activities were planned they should have been reflected in project documentation more fully in the interests of coherence⁴⁶.The evaluator found that the GED Global Product was very little understood at the field level including by some Senior Gender Specialists and Senior Programme staff.

2.3.C Effectiveness

Table 6: Were the project's objectives for the biennium in country achieved on time (national constituents)?



81. Most ILO respondents considered that the gender mainstreaming activities had been highly effective or effective though most highly rated was "The establishment of clear monitoring and evaluation procedures from the outset", a finding which is not supported by data-gathering from documentation review, interviews or the field visit. Project design was also

⁴⁶ At its 320th Session the Governing Body also noted the issue of insufficient data on resources assigned to global products GB/320/PFA/3

highly rated for its flexibility which maximized the possibility of taking advantage of new opportunities and synergies as they became available.

82. Monitoring and evaluation measures are not clear from the project documents though it is stated that 'An internal evaluation was scheduled to take place in 2013 of all the countries under the Swedish Partnership , and of the global component'. A similar internal evaluation of projects under the Norwegian Partnership was envisaged. Subsequent enquiries with the CTA suggested that the only 'monitoring' to have taken place was the process of internal discussion whilst preparing submissions to the annual GED Technical Progress Report⁴⁷. In some countries such as Cambodia however these internal discussions also included a wide range of social partners.
83. National constituents who responded on effectiveness gave a similar positive picture being satisfied or highly satisfied with most aspects of the activities. The majority of positive responses came from; the Ministry of Economic Affairs in El Salvador who particularly appreciated the long-standing collaboration with the ILO in diagnosis of the situation of women entrepreneurs, and the resulting manuals for entrepreneurs and business women; and from Zambia who appreciated ILO's work in enhancing awareness of gender equality issues in the economy through activities with the banking sector.
84. All countries report a high level of achievement of their objectives though reports are often couched in terms of activities performed rather than results achieved and objectives met. The focus on activities rather than outcomes is due to a number of factors including the initial framing of gender mainstreaming activities without identifying the need or reason for that activity as noted in the previous section.
85. Particularly high marks were given by ILO staff to training activities developing national expertise and training capacity, especially through the Participatory Gender Audit (El Salvador, Nepal, Philippines, Zambia, Zimbabwe). The PGA seems to be very effective in enhancing collaboration between different social partners. Critics of the PGA have pointed out that in all cases the brief training – usually of two to two and a half days – needs to be followed up, and trainees should not be considered as PGA "facilitators" having gone through this process.
86. The evaluator would add the observation that that although the activity itself may be considered 'mainstreamed' in including both women and men, and in dealing with gender equality issues the true test of mainstreaming would be evidence of action taken as a result of the training e.g. effective measures to increase women's participation in decision-making and other actions to level the playing field.
87. The evaluator was not able to get from GED comprehensive information as to how many men and women had undergone PGA training under the two PAs during the biennium. Support was provided under both the gender mainstreaming (El Salvador, Philippines, Zambia) and BASIC components (Nepal). In the previous biennium it appears that PGA training was supported by GLO777 but in the absence of detailed reporting on GLO777 activities supported by the PAs it was not possible to ascertain whether this continued to be the case in the biennium 2012-2013. It seems likely that at least some small amounts of funding – such as the

⁴⁷ Communication from GED 23/04/2014.

travel costs for the PGA facilitator from Addis Ababa to Lusaka – may be from global product funding but a comprehensive picture was not available.

88. National constituents rated most highly ILO support to research and studies (e.g. concerning domestic workers, youth unemployment, and sexual violence in the workplace) with training and capacity-building ranked fourth, after awareness-raising activities and promotion of ILO Conventions.
89. Whilst it is impossible to list in the body of the report all achievements during the biennium in the 15 countries concerned Annex vii provides a complete presentation by Outcome of gender mainstreaming activities at policy, institutional and beneficiary levels according to the proposed analytical framework also presented in that annex. Information is based on the Technical Progress Reports for Outcome 17 for the biennium 2012-2013 prepared by GED for submission to the donors.
90. In addition to being integrated throughout the report more data on gender mainstreaming activities in China, El Salvador, India, East & Southeast Asia, Zambia and Zimbabwe is provided at Annex viii.

BOX IV : Combating Sexual Violence in the Workplace in India under BASIC III

- In recent years India has witnessed an increase in reported cases and global media coverage of sexual harassment and sexual violence against women in public spaces. Statistics also show that despite advances in education for girls there is a fall in female labour force participation rates which many experts and constituents interviewed attribute at least in part to women's fear of sexual harassment and violence in the workplace and in public spaces en route to their place of work.
- Other changes in the economic sphere have further reduced women's livelihood options in both agricultural and manufacturing sectors, hence they have entered into domestic work in large numbers and this is a sector which is by no means immune to abuse of various kinds. Domestic workers placed through unregulated and unscrupulous agencies are vulnerable to a host of exploitation, including withholding wages, working seven day weeks and excessively long hours. Lack of regulation concerning their working conditions and place of work also exposes them to higher risk to harassment by their employers.
- In 2013 in recognition of the seriousness of the situation the Sexual Harassment of Women in the Workplace (Prevention, Prohibition and Redressal) Act, 2013 came into force, though this Act had been proposed in 1997 by the Indian Supreme Court which also proposed guidelines for implementation across the board.
- In line with and pursuant to the implementation of this Act the ILO under the BASIC III programme has undertaken the following activities:
 - Produced step-by-step Guidelines for Labour Commissioners and Internal Complaints Committees, to prevent and address workplace sexual harassment
 - Trained tri-partite constituents on how both to prevent and address workplace sexual harassment against women
 - Trained 72 Employers from various enterprises as to the appropriate constitution of Internal Complaints Committees (ICC) at their respective enterprises to comply with the newly enacted legislation on Sexual Harassment.

- 197 Labour Department officials (153 Kolkata and 32 Port Blair) were trained on the contents and the operational aspects of The Sexual Harassment at Workplace (Prevention, Prohibition and Redressal) Act, 2013. 56 Labour Inspectors of Maharashtra state Labour Departments were trained on basic gender concepts and on understanding of Sexual Harassment.
- Additional details can be found at Annex viii paragraph c

2.3.D Efficiency

91. A summary of the financial allocations and expenditures over the biennium is provided at Annex ix. A financial audit was not envisaged as a part of this evaluation though the evaluator has the impression that the many small items of expenditure under all the projects were carefully handled and accounted for. It would have been useful from the evaluator's perspective if the system were able to more easily generate information as to how precisely Outcome 17 funds were allocated to the other Outcomes being mainstreamed. This currently can only be done manually and the evaluator obtained this information for Zambia during her field visit by persistent questioning of patient informants. This table is included at Annex ix. Despite requests to other countries being evaluated it has not been possible to obtain comparable tables for other countries. As the funds were "decentralized" the information was not easily available from GED.

92. GED has also provided copious and very detailed information on expenditures for BASIC III activities.

93. ILO respondents to the questionnaire survey were equally divided on the total or partial adequacy of funds for country level activities with two providing a clear negative. (Annex vi page 11).

During interviews almost all ILO staff complained about delays in release of funds resulting in a truncated time-frame for activities, difficulties in recruiting and a high turnover of staff. However the majority of ILO respondents to the questionnaire suggest that there was no significant delay in release of funds.

94. The decentralized funding for gender mainstreaming activities is thought by GED to be most effective when funds under Outcomes to be mainstreamed are also de-centralized particularly Outcome 2 Youth Employment, and Outcome 5 Domestic Workers .

93. The evaluation also suggests that some other factors are equally if not more important such as a strong vision and strategy for gender mainstreaming embedded in the DWCP (Cambodia, Nepal, Zimbabwe)⁴⁸ into which these relatively modest but potentially useful and synergistic sums can be integrated; and the presence of a staff member with management and coordination responsibilities committed to and knowledgeable about gender mainstreaming e.g. programme staff or gender specialists in Bangkok, Cambodia, China, Nepal, New Delhi,

⁴⁸ This observation would also apply to El Salvador despite the fact that there is no current DWCP See annex viii b)

San José, and Zimbabwe. These countries had very different types and amounts of funding but enjoyed the presence and involvement of long-term ILO staff members who were able to deploy the funds in a synergistic manner relative to other funding and activities. As is clear from the case study (Annex viii f) with the strategic deployment of a very modest amount of funding under the BASIC III South-South component (\$15,000) the ILO office has been able to leverage impressive additional resources through collaboration under the UNDAF.

94. The PAs support a number of staff posts both in the field and in Headquarters as is detailed in Annex ix. In a number of cases (e.g. India, Zambia and elsewhere) the staff costs of National Programme Coordinators are shared between Outcomes, for example between Outcome 17 and Outcome 5 (Domestic Workers) in India. Several countries (e.g. China, El Salvador) have noted that the funds were insufficient to support full –time professional staff for the activities which meant working through consultants, which though effective in the short –term may have less impact on national capacity-building. On the other hand it was noted that whilst lack of dedicated technical cooperation staff also added to the workload of the regular staff of the office this could enhance gender mainstreaming knowledge in the office itself.
95. The BASIC countries have benefitted from a longer time-frame having just finished their third biennium but also from the constant availability of senior programme staff and the attention of Senior Gender Specialists and other members of the DWT.
96. As noted above the staff costs of the CTA, and a part-time Administrative Assistant are supported by GLO777. Staff costs are used to provide technical inputs and advice to Outcome Coordinators at Headquarters and to the National Staff overseeing the PA at country level “on how they can better ensure that gender concerns are taken on board in planning, implementation and evaluation of the PA”. As has been demonstrated there has been good collaboration with the Coordinators of several Outcomes (notably 2, 5, 9, 11) although in the absence of a GED workplan or a report on this aspect of GLO777 it is difficult to assess achievements precisely nor to see how in the future GED would enhance collaboration with other units with whom interaction is less dynamic.
97. The evaluator was unable to obtain a work plan or report for the use of other funding to GLO 777 under the PAs. The Technical Cooperation Outcome-Based Report (Gender Mainstreaming) under the Norway-ILO Partnership Cooperation Agreement (2012-2013) records a sum of \$284,811 provided by Norway to the GLO777 complemented by \$131,166 from Sweden to GLO777. (Sida funding is given as \$137,764 in the Technical Progress Report under the Sida-ILO Partnership). No details are available as to how the non-staff element of this funding has been deployed. In addition \$250,000 of Regular Budget funds were allocated to GLO777 to undertake professional upgrading of judges on core gender equality Conventions in East Africa and the Caribbean; \$70,000 of RBSA to promoting maternity protection; and \$1000,000 “of regular budget” to assess the gender impacts of cash transfer programs”.
98. In terms of Technical Assistance provided by the Gender Bureau and the relevant regional offices most of the ILO and national constituents report that they are very satisfied (See Annex vi Report of Questionnaire Survey pages 13 and 24).

99. On the other hand, whilst appreciating the easy access to GED and the CTA by telephone and skype, and the financial support they received for extra conferences and studies, several interviewees would like GED to provide more substantive technical advice and leadership saying that it was now neither necessary nor sufficient to be advised that both women and men should be mentioned in documents, and sex-disaggregated data used.

100. Many people interviewed said they would appreciate GED and the CTA to ensure much more regular and systematic knowledge and information sharing between countries. This was a particular complaint of BASIC III countries with a special plea from the Lusophone group. The evaluator noted that often in English-language Headquarters' documents contributions from Lusophone countries were incorporated in the original Portuguese without translation. Translation should be arranged at field or Headquarters level.

2.3.E Impact

Table 7. Rate the impact of the project on the following aspects⁴⁹

	High impact	Impact evident	Some impact	No impact	No impact at all	N/A
Modification of national legislation/legislative reforms		3	8	1		2
Adoption of national policies on gender mainstreaming	2	3	6	1		2
Supporting the alignment of national gender mainstreaming systems with ILO norms and standards	2	2	4	2		4
Mainstreaming gender equality into ILO gender mainstreaming Country and Global outcomes	2	5	5			2
Developing national gender mainstreaming activities	2	6	3	1		2
Developing national gender mainstreaming expertise/trainers	5	5	2			2

101. The impact of gender mainstreaming activities supported under the PAs can be judged in a number of different ways only some of which can be fully addressed within the framework of this evaluation.

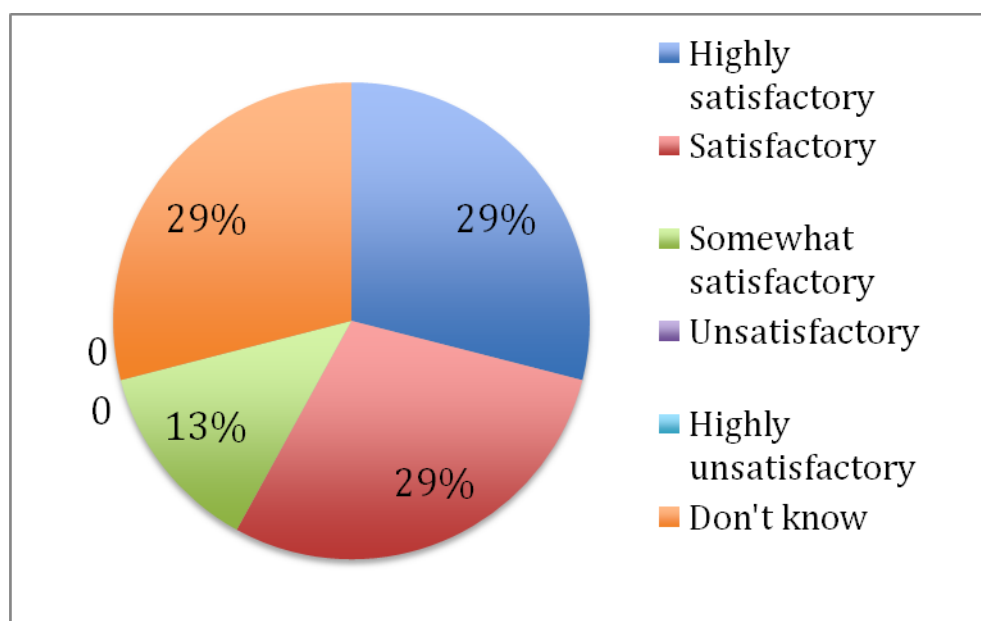
102. Reporting by the concerned country offices indicates that there has been impact on a number of levels as indicated in the table above and at annexes vii and viii; gender mainstreaming activities have contributed to changes convention ratification, in legislation; development of engendered national action plans (youth, domestic workers), studies of gender inequalities and discriminatory practices (domestic workers, unemployed youth, sexual violence in the workplace); creating demand for gender mainstreaming activities

⁴⁹ Numbers in the table indicate the number of responses for that item at that rating.

through the PGA methodology; creation of new alliances and structures of constituents and other stakeholders; enhanced participation of women and girls in decision-making in trade unions and other bodies; recognition and formalization of a cadre dominated by women as with domestic workers etc.⁵⁰

103. This is borne out by the survey responses of both ILO respondents (see Table 7) and National constituents (Annex vi page 26).

Table 8. Rating of overall impact by ILO staff



104. Many survey respondents reported enhanced collaboration between tripartite constituents as a result of gender mainstreaming efforts under the PAs (e.g. Nepal, Zambia). The same countries reported enhanced synergies being established with other ILO TC projects.

105. In terms of the impact of gender mainstreaming activities under the PAs in enhancing collaboration within ILO itself there is a mixed picture. As noted earlier there have been a number of collaborations between GED and other units although this is not the result of any clear mechanism for inter-unit collaboration such as has been recommended by several previous evaluations.⁵¹

106. Some field colleagues have also reported on enhanced collaboration within the office on gender mainstreaming activities (El Salvador, Brasilia). This has also been frequently reported for regional office level ; in New Delhi -where there is a pool of expertise in the Decent Work Team there has been good collaboration on gender mainstreaming on a variety of issues including between colleagues responsible for work on sexual violence and HIV/AIDS awareness.

⁵⁰ See Annex vii for details of gender mainstreaming activities under each Outcome.

⁵¹ Including the Evaluation of Gender Mainstreaming in the Sweden/ILO Partnership (2011) Una Murray

107. At country office level enhanced collaboration between different staff engaged on gender mainstreaming activities appears also to be very much dependent on internal dynamics of the office and the presence of a strong programme coordination expertise committed to gender equality and with an overview of the whole programming context. However this sometimes can lead to over-dependence on one individual. In Zambia for example where there were many good gender mainstreaming activities under different Outcomes, there was room for further coordination and synergies between them; and between these activities supported by the PAs and other gender mainstreaming activities in which ILO was involved under the UN Joint Programme. This was discussed with the office during the evaluator’s field visit and attributed to the recent departure of the previous long-serving gender focal point , though stronger synergies are being re-established going forward (See annex viii e).

108. In general, impact of these gender mainstreaming activities under the PAs may also be evident in the future by more funding under other Outcome areas being used to support gender mainstreaming activities within that sector or area of interest

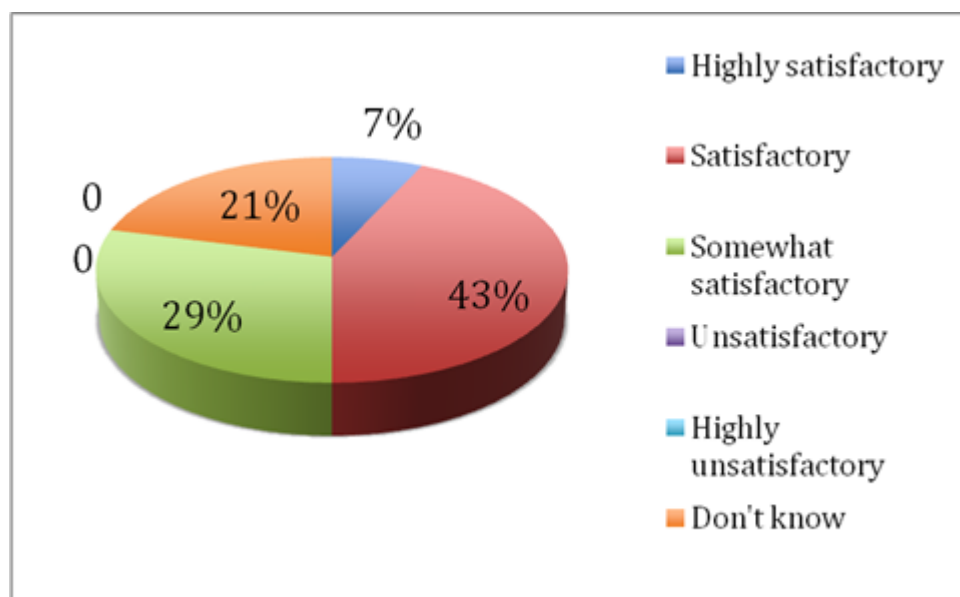
109. Impact of these activities should also be judged during the consultation with national constituents on the next phase of the DWCP.

110. The six-monthly meetings where CPOs are ranked and entered into IRIS should enable determination of impact of gender mainstreaming activities in the previous phase. As noted earlier the evaluator’s review of CPOs for the current biennium, and comparison with those of the previous biennium shows some enhancement of gender content.

111. Impact of these gender mainstreaming activities can also be demonstrated inter alia in the cases of El Salvador, Cambodia and Zimbabwe by the ILO being able to lever additional funding from other donors, and for the ILO being able to take leadership in this field.

2.3.F Sustainability

Table 9: Overall Sustainability



112. The survey results show that both ILO respondents and national constituents are only moderately sanguine about the sustainability of these efforts. ILO staff (Annex vi page 19) noted the short time-frame of activities, the lack of funding for national staff, and the persistent difficulties and delays caused by the IRIS roll-out.
113. Whilst many national constituents were confident of sustainability (Annex vi page 29) very few of them were highly confident. Some constituents (e.g. Philippines) stated that they had not been sufficiently involved in the project activities and were not copied in on any of the reports. Many (including Zambia and India) considered the time-frame too short. El Salvador noted that this was just a beginning of improvements related to gender inequality in-country which was considered very severe.
114. The sustainability of successful gender mainstreaming depends to some extent but not solely on the continued availability of funding from PA or other sources. One ILO correspondent has noted the continued importance of donor funding to support these activities at field level, and the absence of ILO Regular Budget Resources.⁵² The Zimbabwe case study in particular demonstrates how a small amount of funding can be used to leverage other resources if the ILO gender mainstreaming effort is clearly integrated into the broader efforts of other donors and the national authorities. El Salvador, Zimbabwe and Cambodia seem to have been successful in embedding their activities within the UNDAF framework .
115. Another key feature is the embedding of the activities in the DWCP from the outset in which case a few countries appear to stand out, namely Cambodia, Nepal and Zimbabwe.
116. Capacity-building of national constituents, ILO staff and other partners, and engendering institutional structures policy and legislation which appears to be highly rated by most respondents is another positive indication for sustainability. Some (China, Zimbabwe) stressed the need to strengthen ties between ILO's traditional partners and key national institutions related to gender mainstreaming which may not have been a traditional partner of the ILO.
117. The possibility of financial support to gender mainstreaming being assumed by national authorities was not raised by respondents.
118. A number of respondents cited the development, and adaptation of many successful knowledge products – some of which have been mentioned in Boxes I & II as a guarantee of sustainability, although this is only the case where targeted dissemination and use are guaranteed.
119. Respondents noted that continuing strong technical support and management commitment at all levels are a sine qua non.

⁵² The evaluator could not get a full picture of ILO's total spend on gender mainstreaming over the biennium with other than PA funding. Annex ix provides a table of funds for gender mainstreaming under the management of GED during the period.

3. CONCLUSIONS

1. It is clear from the evaluation that there are very many and some very good gender equality mainstreaming activities carried out under the two PAs under all the Outcomes scheduled for mainstreaming (2,5,9,10,11,14) although the documentation and reporting of these activities may underestimate their true volume and significance⁵³. However it is proposed that gender mainstreaming in technical cooperation under the PAs (as well as more broadly) could be strengthened by a more robust presentation of the issues in the P&B, and the ILO Gender Action Plan; by the establishment or updating of a clearer conceptual framework and guidelines for gender equality mainstreaming in technical cooperation; and the strengthening of the implementation of results-based management such that the results chain from development of DWCP to the achievement of P&B Outcome is clear to all persons involved.
2. The idea that gender mainstreaming is everyone's business is enshrined in ILO mandate and policy documents and needs to be reinforced. Gender equality mainstreaming needs to be more robustly presented in measurement criteria and strategy texts of the P&B across all 19 Outcomes, and the budget provided to realize such goals.
3. The ILO Gender Action Plan, aligned with the P&B, needs to be elaborated further, to strengthen ,on the basis of actual implementation experience, the guidelines for gender mainstreaming currently provided under each Outcome. The Action Plan should also provide guidelines as to where synergies and links between activities under different outcomes are most likely to be found in any particular country setting e.g. likely links between activities related to reduction of gender-based violence, and support to domestic workers. Whilst there is general acceptance that sex-disaggregated data, and guarantee of equal access for both sexes to activities and resources is important, the implications of gender mainstreaming across all Outcomes and in the larger context of technical cooperation based in the country programming process need to be better understood.
4. The ILO Gender Action Plan needs to present a clearer conceptual framework for gender equality mainstreaming which would align the ILO more clearly with global usage. The parsing of the differences between gender mainstreaming and gender specific appears to relate more to the alignment of Outcomes, Funds and institutional structures and posts than to conceptual or substantive concerns. Indeed, the linking of Outcomes, funding, and institutional units and jobs appears to militate against the achievement of substantive clarity on gender mainstreaming. So-called 'gender-specific' activities which focus primarily on one or other gender, typically through establishment of quotas, should be recognized as part of the overall strategy for gender mainstreaming with the objective of achieving gender

⁵³ As presented in detail under section 2.1 the evaluator found no consensus as to the meaning and application of the term 'gender-specific'. She has followed the usage of the ToR and the international community in using the term 'gender mainstreaming' to include so-called gender specific activities unless there is a special need to distinguish the latter.

equality. In order for the ILO to receive the recognition it deserves for its work in gender mainstreaming in the economic sector, amongst other things, it should utilize the standard terminology available rather than elaborating new terminology which may be less widely recognized (e.g. gender-targeted, gender-resistant, gender promotion etc).

5. The absence in the ILO Gender Action Plan, or elsewhere, of a clear framework for gender mainstreaming in technical cooperation can result in lack of internal coherence between activities; and an underestimation of the ILO actual contribution to gender mainstreaming on the global stage. Many such frameworks exist and are in use by other agencies and this evaluation has proposed one such for consideration. (See Annex vii). Some manuals and guidelines have been produced by ILO over the years but do not appear to have entered mainstream usage or to provide a comprehensive framework which provides a clear linkage between gender mainstreaming activities with beneficiaries and their empowering environment of institutions and service delivery structures; and conventions, policy and legislation.
6. Effective gender mainstreaming requires a results-based management approach, beginning with an analysis of the data and the establishment of a baseline; and proceeding through the results-chain, mediated by the fulfilment, or otherwise, of underlying assumptions about factors internal or external to the process. Some ILO staff involved in gender mainstreaming in technical cooperation need a better understanding of the chain of activities which links integration of gender mainstreaming in the DWCP to the achievement of P& B Outcomes. A particular area of opacity appears to be the formulation, ranking and clustering of CPOs in the IRIS system. Notable exceptions to this were Senior Gender Specialists and Programme Officers who participate in both processes and in Outcome-based Workplanning discussions between field and Headquarters relative to the establishment and ranking of CPOs. Whilst not everyone will fully participate in the entire results chain understanding of the entire process should be much more widespread.
7. Whereas it is comparatively simple to fund and implement isolated 'gender mainstreaming' activities... which may themselves be sex-disaggregated and gender-responsive... it is more challenging to identify activities according to demonstrated need which will have consequences and synergies at country level essential to the gender mainstreaming process. For example a Participatory Gender Audit (PGA) training may itself be gender mainstreamed in terms of participation and content, but the proof of mainstreaming is seen in the trainee's implementation of the knowledge gained by , for example, ensuring more women in decision-making bodies, a gender-sensitive workplace etc. Similarly research studies which respect gender mainstreaming principles need to be followed up by actions which also promote gender equality. Mainstreaming requires identification of appropriate activities in the larger context (e.g. of the DWCP) and reporting on results and effects in that context.
8. The understanding of the importance of a baseline for gender mainstreaming (or other) activities and how this should be developed and continually replenished needs to be strengthened. With regard to gender mainstreaming activities it is usually not necessary under the PAs or other funding to start de novo with a gender profile or gender situation

analysis of a country or sector. For most countries, at least one such baseline document exists as a result of cooperation over the years between the national authorities and other technical cooperation agencies ,and can be up-dated or expanded if necessary. Such situation analyses should be regularly nourished by new sex-disaggregated data made available by routine monitoring or special studies and research . Under the PAs the ILO has supported many such studies and the results need to be routinely incorporated in the baseline data on gender mainstreaming which forms part of the larger data base forming the foundation of the DWCP.

9. The abbreviated form of Logframe which is used in projects funded under the PAs (as elsewhere) does not encourage full expression of the RBM process . The 'grass-roots' end of the process tends to be 'short-changed' leading to a neglect of reasons for selecting the activities to be mainstreamed. If the identification /analysis process is ignored the OBPF appears to short circuit the full RBM process; funds are provided for activities under outcomes and those activities take place and are reported, though their impact in the field context may be less clear. The component of Assumptions and Risks is appended at the end and expressed in very generic terms. In reality this item should be used to express understanding of the internal and external issues which may affect the projects progress from activities to results to outcomes i.e. understanding of a causal link between levels. As currently appended at the end of the Logframe the intended purpose is not fulfilled.
10. The development of project documents provides an important opportunity to reiterate and reinforce gender mainstreaming principles and RBM. Whilst, as several field level interlocutors have noted ,these gender mainstreaming documents compiled from the DWCP and other documents are 'not really project documents' but primarily viewed as triggers for funds this appears to be an opportunity missed to reiterate gender mainstreaming principles and approaches; and to marry Headquarters and field perspectives in one clearly connected results chain. Project documents are the authority for activities even when staff move on, and memories fade. Project documentation is also a major source of evidence for an evaluation and should therefore be produced to a good standard not only with respect to substance but also with respect to including such apparently minor items such as dates and page numbers.
11. As noted earlier BASIC III activities which are currently represented by a single global document need to be better documented for the country level and a clear process for South-South collaboration established and reported upon.
12. Despite the rigorous appraisal process to which all proposals have been subjected a number of important considerations have been neglected. In addition to deficits already noted most project documents neglect also to mention implementation arrangements at the country office level, and stakeholder commitment both of which are important elements for sustainability.

13. Monitoring of gender mainstreaming activities under the PAs is an internal process reflected in the annual submissions to the Technical Progress Reports to the donor compiled by GED. In the very short time-frame for these activities it seems likely that the internal monitoring procedures adopted at country level were the best possible. With a longer time-frame more conceptual rigour should be introduced beginning as noted with the establishment of baseline for activities.
14. Reporting seems to be a rather discouraging process even for country offices with a great deal to report. There is a widespread perception that Headquarters colleagues are not really interested and that activities will be presented in a limited and fragmentary way without respect to country-specificity. Particularly for gender mainstreaming activities there is a perception that it is difficult under the OBW reporting template to report on important synergies or catalytic events which may not have been foreseen or which, though inspired by gender mainstreaming funds have been paid for under other Outcomes. Indeed some country office staff seemed fearful of reporting on this type of halo effect in case it was a violation of strict accountability.
15. There is little place for analysis, particularly in the PARDEV reporting format used in 2013. In fact the programme context and the PA-funded gender mainstreaming activities are reported in separate sections. Whilst this highlights activities funded it makes it difficult to reflect process and results or indeed particular achievements or shortfalls.
16. Gender mainstreaming activities are of course also monitored and reported upon as part of the DWCP consultative process with constituents, and subsequently as part of the OBW process. These processes are beyond the brief of the current evaluation but do themselves need to be assessed for the extent to which gender mainstreaming is included in these processes.
17. The fact that all targeted Outcomes included mainstreaming activities (see Annex vii) as well as the evidence of a number of joint products shows that there has been a good deal of interaction between GED and Outcome Coordinators under the PAs which may have strengthened gender mainstreaming in the institution itself. However as this process is not structured, nor specifically reported upon, and GED itself has no workplan the impact or sustainability of this is difficult to assess. Similarly the evaluator has had difficulty in obtaining information about country level activities supported by the GED Global Product GLO777 during the biennium.
18. Many staff appreciated the availability of the CTA and his team and their responsiveness to requests for information and additional funding. However, whilst it was recognized that it was important for GED and gender experts to have 'their own funds' in order to enhance gender mainstreaming, many people both in HQ and the field wanted to see more and more proactive and substantive technical leadership from GED. The view was also expressed that it was difficult to provide substantive technical support and guidance from a Headquarters' location where attention was inevitably directed towards servicing the

Governing Body, the ILC and the donors and it was difficult to keep abreast of real developments in the field.

19. Many in country and regional offices expressed a need for HQ to ensure more exchange and sharing of information between countries engaged in gender mainstreaming under the PAs . Currently most knowledge and experience exchange appears to be at the regional level with the Bangkok office being outstanding in this regard.

20. The BASIC countries were particularly adamant that they needed to know more about each others' activities, with the Lusophone countries expressing a strong need for more exchange amongst themselves as well as with the larger BASIC group. This dimension should be assured by GED and the CTA, and better systematic knowledge-sharing within the ILO overall.

21. It seems clear that ILO has a very important contribution to make in the field of gender equality in the world of work and enhanced conceptual clarity with respect to gender mainstreaming in technical cooperation would enable them to also enhance ties with other agencies and leverage funds. ILO risks underestimating its potential contribution on the global stage and may miss opportunities to demonstrate its overwhelming comparative advantage in the sphere of women's economic empowerment which is currently a priority for the UN, the EU and other major donors.

4. LESSONS LEARNED

4.1 Cross –unit Collaboration in gender mainstreaming at Headquarters under the PAs

1. Outcome-based funding under the PAs appears to have enhanced collaboration between GED and other Outcome Coordinators over the period under evaluation. GED recognizes particularly strong collaboration with Coordinators of Outcomes 2, 5 and 9 although there has also been collaboration with Coordinators of Outcomes 10,11 and 14. GED sees the key to successful collaboration as the common approach to decentralization of funds to the field level. Good interpersonal contacts and the willingness of all parties to collaborate play a role.
2. However, it is of course the ultimate aim of the exercise that GED's collaboration is no longer required. In order to be sustainable therefore this essentially finance-driven collaboration should be underpinned by a GED unit workplan and a clear mechanism for cross-unit collaboration. This collaboration should also be reported again and lessons learned for strategic collaboration to other units as necessary, or a recognition that GED support is no longer required. Currently this collaboration seems not to be documented and evidence had to be gathered by the evaluator in a piecemeal fashion.
3. GED needs to ensure that a clear conceptual framework for gender mainstreaming in technical cooperation is developed in consultation with gender specialists and other members of a strengthened gender network and is reflected in a robust and coherent manner in the P&B, in the ILO Gender Action Plan, in training tools and manuals and elsewhere. As noted earlier although the evaluator has proposed one such framework at annex vii the ILO has previously developed its own tools and manuals which may need to be revisited and perhaps updated with recent examples and approaches.
4. In terms of interaction with the field GED also needs to ensure more effective experience exchange between countries and regions, as is specifically stated as a function of the CTA. Experience exchange should involve not only recognizing and sharing good experience from the country and regional level but also bringing in new ideas and information on gender mainstreaming from outside the ILO.
5. The existing gender network needs to be expanded and strengthened initially by incorporating staff who have already been involved in gender mainstreaming activities under the PAs and are not recognized as part of the network. The evaluator has provided an expanded contact list which can be further elaborated.

4.2 Gender Mainstreaming at the field level under the PAs

1. Gender mainstreaming activities to be supported by GLO777 at the field level need to be clearly planned with the Outcome Coordinators and field offices and reported upon.
2. ILO field offices need to ensure an enabling environment for the seed funds to grow. A key feature of this environment is a DWCP which has been gender mainstreamed and provides a foundation for gender mainstreaming across the board.

3. For this process to be widely implemented a clear conceptual framework for gender mainstreaming in technical cooperation needs to be developed and adopted by the ILO. This work will be spear-headed by GED in consultation with the gender network.
4. Another enabling feature is the allocation of responsibility for overall coordination of gender mainstreaming activities to ILO staff members who have an overview of the programme and are likely to have some longevity in that position. This person can be a programme officer or a gender specialist at country level backstopped from the region. The activities of short-term gender specialists or gender consultants in the office often lack coordination which can reduce the potential benefits.
5. The evaluation suggests that capacity in RBM needs to be enhanced in the programming process, and the links between development of the DWCP and the Outcome-based work planning and funding clarified at the field level so it is not simply perceived as a Headquarters exercise.
6. Gender mainstreaming is further strengthened in the country concerned if the ILO's own efforts are linked into the UNDAF framework through established cooperation with national authorities and a broad range of donors and stakeholders.

5.RECOMMENDATIONS

5.1 ILO Headquarters

5.1.A The following recommendations are proposed for the ILO Gender, Equality and Diversity (GED) branch:

1. GED should ensure that greater conceptual clarity on gender mainstreaming is reflected in all its documents and reports as well as reinforced in the ILO Gender Action Plan and other corporate documents on programming , monitoring and evaluation. The evaluator recommends that if the term 'gender-specific' is retained it should be used to indicate 'affirmative action'-type activities which are part of the overall gender mainstreaming strategy and not as now seems to be the case projects or funds managed directly by GED.

(High priority; within the current biennium; staff resource implications)

2. GED should ensure that ILO's commitment to mainstreaming gender equality in all ILO technical cooperation projects clearly articulated by the Governing Body in March 2005 is more robustly and explicitly integrated across all Decent Work Outcomes in the Programme and Budget and more explicitly reflected in measurement criteria.

(High priority; within the current biennium; staff resource implications)

3. On the basis of experience in gender mainstreaming in technical cooperation under the PAs and elsewhere GED should now elaborate in consultation with the gender network more explicit guidelines as to what gender mainstreaming could and should entail at macro-meso-micro levels for each Outcome. This gender analysis framework should be included in the revised ILO Action Plan on Gender Equality and elsewhere with its complementarity to existing tools such as the PGA clearly articulated.

(High priority; within the current biennium; staff resource implications)

4. GED should ensure that future guidelines and tools to be issued to enhance gender mainstreaming in the ILO and amongst partners and stakeholders should clearly reflect that gender mainstreaming is understood as being inextricable from the RBM process. Whilst it is necessary that activities themselves are mainstreamed through sex-disaggregation, equal participation, and substantive attention to gender equality issues(equal remuneration, gender stereotyping, work life balance, sexual violence, maternity protection etc) gender mainstreaming needs a solid baseline, and should be reflected in results and consequences beyond the specific activity.

(High priority; within the current biennium; staff resource implications)

5. GED should advocate for the Participatory Gender Audit (PGA) which has been used extensively and successfully with constituents to be implemented for internal capacity-building.

(Medium priority; within the current biennium; staff resource implications)

6. GED should collaborate (with PARDEV) to ensure that the project appraisal process is carried out as is described in the Partnership documents ('an in-depth examination of the quality of design in terms of overall logic, the results-chain between the different levels of the logical framework, the measurability of results based on the proposed indicators, gender responsiveness, and the extent to which a project provides high value for money') with attention to all the dimensions relevant to gender mainstreaming at the field office level . This would include embedding the activities in the DWCP; stakeholder involvement; detailing of gender mainstreaming capacity at the country office level; ILO office collaboration with the UNDAF framework and a broad range of national stakeholders and development partners.

(High priority; within the current biennium; staff resource implications)

7. GED needs to ensure that activities under GLO777 at Headquarters and field levels are clearly planned for and reported upon.

(High priority; within the current biennium; staff resource implications)

8. GED should work to expand and strengthen through training and technical assistance the gender network at field and HQ levels. ILO staff who have already been working on gender mainstreaming under the PAs but who are not part of the gender network should be the front line for expansion and capacity-building.

(Medium priority; to be started within the current biennium; staff resource and conference, communication implications)

9. GED should recognize and build upon the excellent work ongoing at regional and country levels by undertaking more structured and pro-active experience exchange. This could take the form of thematic studies, internet conferences, more inclusive gender fora at regional levels.

(High priority; beginning immediately; staff resource implications)

10. GED needs to develop with the BASIC countries concerned more specific project documentation at individual country level and a clear framework for South-South cooperation.

(High priority within this year; staff resource implications)

5.1.B The following recommendations are directed towards PARDEV

12. PARDEV should ensure that the appraisal process for gender mainstreaming proposals is rigorously carried out to help to ensure quality of documentation and activities.

(High priority; within current biennium; staff resource implications)

13. PARDEV is recommended to develop a project reporting template which gives more scope of analysis and synergies and is experienced as more user-friendly by country offices. This should be done in consultation with field offices. If the current reporting process is maintained

reporting formats need to be modified to all for a more analytical presentation of gender mainstreaming activities in their context; to allow for synergies and shortfalls to be presented, and for more cross-referencing between reports of gender mainstreaming across Outcomes other than Outcome 17.

(Medium priority; within this biennium; staff costs)

5.1.C The following recommendations are proposed for PARDEV and PROGRAM

14. More consideration needs to be given to the interface and complementarity between different reporting systems to reduce duplication of effort at the field level.

(Medium priority; current biennium; staff resource implications)

5.1. D The following recommendations are proposed for PROGRAM consideration

15. The RBM process needs to be strengthened in the ILO overall by clearer inclusion of the full process beginning with identification of activities at the country level and clearly linking to P&B Outcomes. This process needs to be reflected inter alia in development of fuller Log-frame matrices to be periodically reviewed and up-dated.

(Medium priority; current biennium; staff costs)

5.2 ILO Regional & Country Offices

5.2. The following recommendations are directed towards ILO Country Office Management

16. ILO country office management should ensure that all staff including short-term gender specialists and NPCs are familiar with Outcome-based Workplanning and with RBM processes and how these relate to the DWCP.

(High priority: to be completed by the end of the current biennium; some resource implications for capacity-building events)

17. ILO Country Office management should ensure that gender mainstreaming is integral to the DWCP and embedded in the UNDAF where available.

(High Priority; within the next DWCP cycle; staff cost implications)

18. ILO Country Office management should ensure overall coordination and management of gender mainstreaming activities grounded in the DWCP

(High priority; within current biennium; no extra resource implications).

ILO Lesson Learned Template

Project Title: Independent Evaluation of Outcome 17 under the PAs
Project TC/SYMBOL: GLO/12/53/NOR:

Name of Evaluator: Jane Hailé

20 June 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>GED Global Product</p> <p>No work plan had been developed for the GED Global Product GLO777 for the biennium 2012-2013 with respect to HQ or country level activities supported by the PAs under this mechanism.</p>	<p>If the Global Product supported by the PAs is to be evaluable a full workplan needs to be developed covering planned activities at HQ level between GED and other units, as well as activities to support 'national staff overseeing the PA at country level' in order to ensure gender mainstreaming in planning, implementation , and evaluation'. These activities need to be complementary to activities under the Global Product supported from other funding.</p> <p>Information on the Global Product activities should be included in the country project documents.</p> <p>Global Product activities supported by the PAs need also to be fully reported upon each year and at the end of the biennium. Such reporting is essential to learn positive and negative lessons of the biennium and to plan the next steps going forward.</p>
<p>Context and any related preconditions</p>	<p>A work plan for GLO777 activities appears to have been developed for the previous biennium and included support to Participatory Gender Audit; research and information; knowledge development, training and capacity building. The evaluator could ascertain whether these activities had been continued over into the biennium 2012-2013</p>
<p>Targeted users / Beneficiaries</p>	<p>GED and all staff involved in gender mainstreaming activities at HQ and field locations under the PAs</p> <p>PARDEV</p> <p>Donors</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>In the absence of appropriate documentation the evaluation could not provide a full appreciation of activities supported by GLO777 at HQ or field locations, or make recommendations for the future.</p>

<p>Success / Positive Issues - Causal factors</p>	<p>It is clear that there has been some considerable cross-unit collaboration for gender mainstreaming under the PAs although precise data is not available. Gender mainstreaming was introduced in all targeted Outcomes</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>GED and the CTA have primary responsibility for developing the workplan with collaborating colleagues at HQ and in the field.</p>

ILO Lesson Learned Template

Project Title: Independent Evaluation of Outcome 17

Project TC/SYMBOL: GLO/12/53/NOR

Name of Evaluator: Jane Hailé

20 June 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element

Text

<p>Cross-Unit Collaboration on Gender Mainstreaming at ILO HQ under the PAs</p>	<ul style="list-style-type: none"> • Outcome-based funding under the PAs appears to have enhanced collaboration between GED and other Outcome Coordinators over the period under evaluation. GED recognizes particularly strong collaboration with under Outcomes 2, 5 and 9 although there has also been collaboration with Coordinators of Outcomes 10,11 and 14. • However in order to be sustainable this essentially finance-driven collaboration should be underpinned by a unit workplan and a clear mechanism for cross-unit collaboration. • GED needs to ensure that a clear conceptual framework for gender mainstreaming in technical cooperation is developed in consultation with gender specialists and other members of a strengthened gender network and is reflected in a robust and coherent manner in the P&B, in the ILO Gender Action Plan, in training tools and manuals and elsewhere. • In terms of interaction with the field GED also needs to ensure effective experience exchange between countries and regions, as is specifically stated as a function of the CTA. Experience exchange should involve not only recognizing and sharing good experience from the country and regional level but also bringing in new ideas and information on gender mainstreaming from outside the ILO. • The existing gender network needs to be expanded and strengthened initially by incorporating staff who have already been involved in gender mainstreaming activities under the PAs and are not recognized as part of the network. The evaluator has provided an expanded contact list which can be further elaborated
<p>Context and any related preconditions</p>	<p>Gender mainstreaming under Outcome-based Partnership Funding</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO HQ Units including GED</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>Good collaboration and consultation with gender network required</p>

<p>Success / Positive Issues - Causal factors</p>	<p>Excellent experience already available in the organization which can be drawn upon</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>This work will be spear-headed by the Gender, Equality and Diversity Bureau.</p>

ILO Lesson Learned Template

Project Title: Independent Evaluation of Outcome 17

Project TC/SYMBOL: GLO/12/53/NOR

Name of Evaluator: Jane Hailé

20 June 2014

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

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Text

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