

## **ILO EVALUATION**

# Promoting Economic Empowerment of women at Work through Responsible Business Conduct – G7 countries

ILO Project Code	GLO/17/37/EUR (106527)
Project Title	Promoting Economic Empowerment of women at Work through Responsible Business Conduct – G7 countries
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Responsible Chief	Vic Van Vuuren, Director ENTERPRISE Department
Administrative Unit in charge of the project	MULTI
Unit in charge of backstopping	MULTI
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	ILO – EUR 948,200 (EU contribution 837,200 EUR)
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## List of acronyms

ACTEMP	Bureau for employers' activities						
ACTRAV	Bureau for workers' activities						
CSR	Corporate Social Responsibility						
DDGP	Deputy Directorate General for Policy						
DFID	The United Kingdom Department for International Development						
EEAS	European Union External Action Service						
EPIC	Equal Pay International Coalition						
EU	European Union						
FPI	Foreign Policy Instrument						
<b>G7</b>	Group of Seven						
ILO	International Labour Organization						
ILS	International Labour Standards						
IOE	International Organisation of Employers						
ITC/ILO	International Training Centre/International Labour Organization						
ITUC	International Trade Union Confederation						
JSC	Joint Steering Committee						
M&E	Monitoring and evaluation						
MNE	Multinational enterprises						
MNE	Tripartite Declaration of Principles concerning Multinational Enterprises and						
Declaration	Social Policy						
MoU	Memorandum of Understanding						
MULTI	Multinational Enterprises and Enterprise Engagement Unit						
NYC	New York City						
PARDEV	Partnering for Development						
PIMS	Partnership Instrument Monitoring System						
UN	United Nations						
UNEG	United Nations Evaluation Group						
UNGC	United Nations Global Compact						
UNSG	Secretary General of the United Nations						
USA	United States of America						
SCORE	Sustaining Competitive and Responsible Enterprises						
SDG	Sustainable Development Goals						
SME	Small and Medium Enterprises						
STEM	Science, Technology, Engineering and Mathematics						
WEE	Women Economic Empowerment						
WEPs	Women's Empowerment Principles						

## I. Executive Summary

#### Summary of the project purpose, logic and structure

The project *Promoting Economic Empowerment of Women at Work through Responsible Business Conduct – G7 countries* is a joint project between UN Women and the ILO funded through the EU partnership instrument for a total of 6,446,200 euros (ILO part - 873,200 EUROS). The project implementation period is 3 years (January 2018 to December 2020) and the team is based in New York City, USA.

The overall objective of the project is to support sustainable, inclusive and equitable economic growth by promoting women's economic empowerment (WEE) in the public and private sector in G7 countries. More specifically, the project facilitates dialogue and exchanges amongst G7 and EU countries and engage with the private sector in the elimination of gender inequality faced by working women. The project targets three G7 countries – Canada, Japan and the United States.

The overall project is guided by the Women's Empowerment principles (WEPs), the International Labour Standards (ILS) and the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration). The ILO component of the project focuses in particular on the development and dissemination of knowledge products on policy and workplace good practices as well as on capacity building and training tools for policy makers, ILO constituents and companies.

The ILO component of the project focuses on the following activities:

- Develop, launch and promote a WEE best practices (how-to) multimedia series on: (i) government policies, (ii) company HR policies; (iii) company supply chain management, (iii) employers' organizations to promote gender equality
- ➤ Develop a training package for public policy makers on promoting gender equality in the workplace
- > Develop a guide for trade unions on promoting gender equality in the workplace
- Produce webinars and videos in line with "The women at work initiative"
- > Disseminate the training package on promoting gender equality in the workplace and assist interested employers' organizations and companies with self-assessments.

#### **Present Situation of the Project**

The project coordinator (Policy Specialist - Women's Economic Empowerment) started in her position in September 2018 meaning that the project had been fully operational for one year at the time of the evaluation.

#### Purpose, scope and clients of the evaluation

The mid-term internal evaluation gives an assessment of level of achievement of ILO led outputs as set out in the project document; determines to what extent the strategic approach of the project reflects the ILO comparative advantage and provides recommendations to improve performance, institutional arrangements and partnership arrangements.

While the overall project (implemented jointly with UN Women) is subject to an external mid-term review, the ILO conducted the internal evaluation of the component of the project under the direct

responsibility of the ILO. The evaluation report was therefore intended to provide inputs to the external mid-term review of the overarching project.

The primary clients of the evaluation include the constituents of the ILO, the project joint steering committee (JSC), project partners and stakeholders, the project management unit, the ILO Office in New York, the Multinational Enterprises and Enterprise Engagement Unit (ENT/MULTI) of the ILO ENTERPRISES Department and the European Union.

#### Methodology of evaluation

The primary basis of the evaluation is qualitative. The qualitative evidence is based on interviews with relevant stakeholders that have participated in the project as well as analysis of project-related documents and other contextual materials. The analysis also incorporates quantitative summative target values tracked and reported by the project. Quantitative data was obtained from project documents including the Progress Reports and the monitoring and evaluation system data.

The evaluation did not look into the activities/outputs carried out under the lead of UN Women. Consequently, the evaluation does not provide an assessment of the level of achievement of the overall project objectives. In addition, a key ILO officer for the design and early activities of the project was on maternity leave at the time of evaluation and therefore could not be interviewed.

#### **Main Findings**

Validity of design – The project is unique as it is funded by the EU partnership instrument, which is not an instrument for development cooperation and is designed to promote the Union's strategic interests worldwide by reinforcing its external strategies, policies and actions. The project is unique as it targets the group of most advanced economies and is funded by the EU partnership instrument. This was seen as an added value for project stakeholders but represented a challenge at the design phase of the project. In addition, the ILO late decision to participate in the project cost the ILO the opportunity to be fully engaged in the design process. Moreover, a lack of consultations with beneficiaries at the design phase led to some mismatches in terms of setting specific project priorities. The relationship between the project and the G7 was not sufficiently defined and there was no country level activities designed/proposed in the project document/logical framework.

**Relevance** – The project is highly relevant to the ILO, the UN Secretariat and the UN Women policy frameworks. It is also relevant to the G7 work on women's empowerment, the national policy frameworks (thanks to the mapping and consultations conducted by the national coordinators) and the two other «sisters' projects» - WIN WIN in Latin America and the Caribbean countries and WE EMPOWER Asia (in which the ILO is not a co-implementing agency).

**Project Progress and Effectiveness** – The project is on track based on its workplan. The mapping exercise led by the ILO was considered as a high quality tool to inform country level work. The development of a comprehensive capacity development programme with the International Training Centre of the ILO (ITC/ILO) brings coherence to the project intervention. Draft good practices are available for companies and government available as forecasted. Nonetheless, the project encountered issues developing good practices for employers' organizations and suggested to replace

them with trade union practices. The project also initiated work to promote the role of young women as leaders in trade unions. Finally, the project is on track to deliver the forecasted webinars.

Adequacy and efficiency of resources use – Having a project coordinator on a part time basis (50%) is insufficient to carry out the workload related to the project (delivery of project outputs and coordination with UN women and other institutions). The ratio between staff costs and activity cost is much lower than the UN WOMEN part of the project. Nonetheless, the project is maximizing the use of its resources by partnering with other initiatives. Overall, the project is using financial resources adequately.

**Effectiveness of management arrangements** – The ILO is fully responsible for its budget and activities but UN Women is responsible for financial and technical reporting. At country level, coordination between the project and ILO country offices takes place on an ad hoc basis. The governance structure of the project is not tripartite (neither the joint steering committee nor national AGs) and the project does not have detailed management tools such as a joint workplans to enhance coordination and maximize impact.

**Sustainability** - The project does not have a sustainability plan (document). Nonetheless, the project designs and rolls out activities with sustainability in mind, through integration of project outputs in other initiatives that will continue after the project closes.

**Gender equality and non-discrimination** – The project objective is to promote gender equality and non-discrimination through women's economic empowerment.

**Project communication and visibility** – There is a visibility issue between the G7 project and the we empower knowledge platform.

**Tripartism and social dialogue** – The project was not designed based on tripartite consultations and does not have a tripartite governance structure at global nor at country level.

**International Labour Standards** – The project seized the opportunity to promote international labour standards on gender equality, including the new ILO Convention on violence and harassment at work

#### Recommendations

#### Recommendations addressed to the project team

1. Develop and implement joint country level workplans to pilot test selected ILO tools and reinforce ILO participation in identified national events

The ILO component of the project can only have an impact on the empowerment of women in Japan, the US and Canada if some of the tools/webinars it is developing are pilot tested in the target countries. In addition, joint country level workplans would identify where the ILO could contribute to the UN WOMEN led activities (in particular in some of the multi-stakeholders events). The development of these workplans should be a joint endeavour between the ILO specialist, the project manager and the national coordinators. The workplans should notably tackle the issue of financing taking into consideration the fact that the ILO has, for now, no budget allocation for country level activities. *Priority – High, resource implication – Medium, Timeline – immediate* 

2. Develop and implement one detailed global level workplan to enhance project impact based on the added value of each agency

The activities implemented by the ILO are identified in the logical framework. Otherwise, collaboration currently takes place on an ad-hoc basis. The plan to be developed jointly with ILO, UN Women and EU contribution shall notably detail how the training tools and webinars developed by the ILO can be disseminated via the UN women component of the project and vice versa. It should also highlight how the ILO could support the implementation of a selection of UN Women led activities to enhance project effectiveness and sustainability, keeping in mind the limited ILO staff resources. In addition, this joint workplan should be discussed with the EU to agree on a list of activities where the EU presence/political support is needed. *Priority – High, resource implication – Medium, Timeline – Immediate* 

#### 3. Develop and implement a joint sustainability/exit strategy

Sustainability was not mainstreamed in the project document. Even though the ILO component of the project seeks to ensure sustainability of outputs, the project needs to build a robust global sustainability plan, involving all project stakeholders (beneficiaries, ILO, UN Women, EU). This exercise should notably take into consideration work undertaken under the two "sisters" projects WIN WIN and WE EMPOWER Asia. *Priority – Medium, Resource implication – Low, Timeline – Immediate* 

## 4. Continue to encourage the participation of ILO constituents in the governance structure of the project

Despite the challenges encountered to engage with the employers' organizations and national governments to some extend, the ILO and UN Women (in particular national coordinators) should continue to seek to engage with the ILO constituents at every possible occasion, including as part of the Advisory groups and through participation in project activities. *Priority – Medium, Resource implication – Low, Timeline – Immediate* 

## 5. Seek to include national members of the G7 Gender Equality Advisory Council in the United States AG

With the United States G7 presidency in 2020, it would be beneficial for the project to bring on board national members to the Advisory Group (if the Trump administration keeps the Advisory Group structure), as it was the case for the AG in Canada. *Priority – Medium, Resource implication – Low, Timeline – by the end of 2019 or early 2020* 

#### 6. Clarify the visual identity of the project vs. the visual identity of the WE EMPOWER platform

Empower Women is a knowledge, engagement and learning platform managed by UN Women. The assimilation of the visual identity of the Empower Women platform by the project is problematic for the ILO, as the platform is administrated solely by UN Women and showcase other initiatives outside the project's scope of work. Consequently, it would be important for the project to clarify what is the visual identity of the project vs. what is the visual identity of the Empower Women platform. If empowerwomen.org is indeed the project platform, then the ILO should contribute to/approve the content uploaded on the platform and the EU and the ILO should not be listed as "partners" at the same level as other international organizations and initiatives but as funder and co-implementer. Priority – High, Resource implication – Low, Timeline – clarification to be provided in the next communication and visibility report

Recommendations addressed to the project and the EU

## 7. Allocate a full time policy specialist position (project coordinator) under the ILO component of the project

Managing the ILO component of the project is a full time job, as it entails delivering all the technical products as well as providing inputs to UN Women led activities, ensuring the visibility of the ILO in the project and handling coordination with the UN Women team. The EU, UN Women and ILO should discuss where the necessary budget allocation should come from to have this position funded on a full time basis. *Priority – Medium, Resource implication – High, Timeline – Immediate* 

## 8. Coordinate ILO and UN Women inputs to the G7 on the issue of women economic empowerment

For now, the ILO component of the project does not have any direct contact with the G7 regarding reporting on project progress/highlights. Nonetheless, the ILO through its Director General and Director for Policy does directly engage with the G7 on women's empowerment issues under the G7 Labour Ministers' works. UN Women also directly engages with the Group through its Executive Director (member of the Group). The ILO, UN Women and the EU should jointly report on progress and highlights to improve policy coherence and enhance the visibility of this specific initiative. *Priority – High, Resource implication – Low, Timeline – For the US Presidency of the G7* 

## 9. Clarify/reinforce collaboration between the G7 project and WIN WIN and WE EMPOWER ASIA

The EU sees the G7 project as part of a larger portfolio of three projects aimed at advancing progress towards gender equality. The EU notably seeks to promote members states enterprises good practices through this instrument. So far, coordination with the ILO has been ad-hoc with the WIN WIN project and the ILO is not part of WE EMPOWER Asia. In particular, it is be recommended to build synergies between WE EMPOWER Asia, ILO Regional Office in Bangkok and other ILO projects implemented in the region. In addition, in order to ensure stronger coherence, strategies should be further streamlined in the case of future projects falling under the same policy instrument. *Priority – Medium, Resource implication – Low, Timeline – Medium term* 

#### Recommendation addressed to the ILO

#### 10. Draft ILO guidance regarding management of UN joint projects

Issues related to the management of this project, in particular regarding the governance structure and donor reporting could have been prevented if the ILO had consolidated procedures related to the joint management of projects and integrated these elements in the project document. *Priority – High, Resource implication – Low, Timeline – Medium term* 

## II. Project Background & Description

On 1 January 2018, the ILO and UN Women launched the project "Promoting economic empowerment of women at work through responsible business conduct - G7 countries" with the support of the European Commission, under the Foreign Policy Instrument (FPI) partnership. The project operates at a global level as well as in Canada, Japan and the USA.

The **overall objective** of the project is to support sustainable, inclusive and equitable economic growth by promoting women's economic empowerment (WEE) in the public and private sector in G7 countries. More specifically, the project facilitates dialogue and exchanges amongst G7 and EU countries and engage with the private sector in the elimination of gender inequality faced by working women.

The project guiding platform includes the Women's Empowerment principles (WEPs) and guidance from international labour standards (ILS) and the Tripartite Declaration of principles concerning multinational enterprises and social policy (MNE Declaration). The ILO component of the project focuses in particular on the development and dissemination of knowledge products on policy and workplace good practices as well as on capacity building and training tools for policy makers, ILO constituents and companies.

The overall joint project takes a two-track approach:

**Track 1** focuses on multi-stakeholder policy and action-driven dialogues and knowledge exchanges (case studies, good practice, and tools), campaigns and incentives. This track includes two project outcomes that contributes to:

Outcome 1: Advancing women's economic empowerment through multi-stakeholder dialogues within and across the G7 countries

Outcome 2: Companies' enhanced knowledge on how to implement the WEPs and promote international labour standards (ILS)

**Track 2** covers private-sector engagement, training, toolkits, incentives for implementing WEPs, transparency, voluntary monitoring and reporting; virtual learning for women's enhanced access to quality jobs and business opportunities, and links between EU/G7 women's business associations and networks.

This track includes three project outcomes that focus on contributing to:

Outcome 3: WEPs companies' implementation of gender-responsive practices in line with the WEPs and ILS

Outcome 4: Aligning companies' voluntary monitoring and reporting with the WEPs and ILS

Outcome 5: Women's strengthened economic opportunities

The ILO component of the project focuses on the following **activities**:

Activity 1.1.2 Develop, launch and promote a WEE best practices (how-to) multimedia series
on: (i) government policies, (ii) company HR policies; (iii) company supply chain management,
(iii) employers' organizations to promote gender equality, in line with provisions of
international labour standards.

- Activity 1.4.2 Develop a training package for public policy makers on promoting gender equality in the workplace, based on provisions of international labour standards
- Activity 2.2.3 Develop a guide for trade unions on promoting gender equality in the workplace.
- Activity 3.3.2. (b) Produce webinars and videos in line with "The women at work initiative" for online training delivery on relevant UN Women, EU and ILO platforms.
- Activity 4.1.2 Disseminate the training package on promoting gender equality in the workplace and assist interested employers' organizations and companies with selfassessment.

## III. Evaluation Background

The internal mid-term evaluation of the ILO component of the project "Promoting women's economic empowerment at work through responsible business conduct in G7 countries" is conducted in accordance with the ILO policy for evaluations. An ILO official (not involved in the project), Ms. Justine Tillier, who participated in the Internal Evaluation Certification programme of the ILO, conducts the evaluation. The evaluation is coordinated by Ms. Laura Addati, Policy Specialist Women's Economic Empowerment, ILO office for the United Nations (New York).

### Purpose & Scope of the evaluation

While the overall project (implemented jointly with UN Women) will undergo an external mid-term review, the ILO is conducting an internal evaluation of the component of the project under the direct responsibility of the ILO. This evaluation report will notably be used to provide inputs to the external mid-term review of the overarching project. At ILO level, improvement of existing projects is the most important purpose of internal evaluations. The core evaluation questions, findings and recommendations therefore reflect this approach. This fosters both organizational learning, but also the culture of evaluation.

#### The mid-term internal evaluation:

- Gives an assessment of level of achievement of ILO led outputs as set out in the project document; assess performance as per the foreseen targets and indicators of achievement at output level and indicative achievements of outcomes; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities.
- Determines to what extent the strategic approach of the project reflects the ILO comparative advantage.
- Provides recommendations to improve performance and strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluator wishes to make recommendations.

#### Clients of the evaluation

The primary clients of the evaluation include the constituents of the ILO, the project joint steering committee (JSC), project partners and stakeholders, the project management unit, the ILO Office in New York, the Multinational Enterprises and Enterprise Engagement Unit (ENT/MULTI) of the ILO ENTERPRISES Department and the European Union. The findings and recommendations of the

evaluation shall then be used to contribute towards strategic and programmatic improvements during the remaining project implementation period and towards the sustainability of the project outcomes.

## IV. Methodology

### **Overall Approach, Standards and Ethical considerations**

The evaluation utilises mixed methods (qualitative and quantitative) to gather evidence from the available documentation and related publications and from a comprehensive range of stakeholder perspectives to answer the evaluation questions. The primary basis of the evaluation is qualitative. The qualitative evidence is based on interviews with relevant stakeholders that have participated in the project as well as analysis of project-related documents and other contextual materials. The analysis also incorporates quantitative summative target values tracked and reported by the project. Quantitative data was obtained from project documents including the Progress Reports and the monitoring and evaluation system data.

The evaluation is carried out in the context of the evaluation criteria and approaches for international development assistance established by OECD/DAC Evaluation Quality Standard. In addition, the ILO's specific guidance and standards on results based management in project design described in the ILO Development Cooperation Manual (February 2016) as well as and the ILO's policy guidelines for Evaluation (3<sup>rd</sup> Edition 2017) will be utilised.<sup>1</sup>

The evaluation adheres to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group (UNEG) Ethical Guidelines and Norms and Standards in the UN System (<a href="http://www.unevaluation.org/document/detail/1914">http://www.unevaluation.org/document/detail/1914</a>). The evaluation process observed confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff was not present during interviews.

## Data collection methodology

The evaluation TOR provides a set of questions to guide the evaluation. These questions are organized under the evaluation criteria (1) Relevance and strategic fit (2) Validity of design; (3) Project progress and effectiveness; (4) Adequacy and efficiency of resource use; (5) Effectiveness of management arrangements and (6) Sustainability and Impact orientation.

As this is an internal evaluation of a specific component of a more comprehensive project, the emphasis is on assessing the validity of design, relevance, effectiveness and efficiency of the ILO component in the context of a broader project.

<sup>&</sup>lt;sup>1</sup> http://www.ilo.org/wcmsp5/groups/public/---ed\_mas/-eval/documents/publication/wcms\_571339.pdf

#### **List of Evaluation Questions**

Evaluation criteria		Related key evaluation questions					
a.	Relevance and strategic fit	<ul> <li>How appropriate is the intervention strategy and is it proving effective in meeting the project's objectives?</li> <li>How has the intervention's design and implementation contributed so far (or not) toward the ILO goal of achieving gender equality and promoting international labour standards and policies on gender equality in G7 countries?</li> </ul>					
b.	Validity of design	<ul> <li>Was the design process adequate?</li> <li>Is the project logical and coherent? Do outputs causally link to the intended immediate outcomes/objectives?</li> <li>Are the activities and outputs of the project consistent with the overall goal and the attainment of its outcomes? Were the outcomes, targets and timing realistically set?</li> </ul>					
C.	Project progress and effectiveness	What progress has the project made towards achieving its specific objectives? Is this progress sufficient? What are the reasons/factors behind that progress?					
d.	Adequacy and efficiency of resource use	<ul> <li>Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?</li> <li>How efficient is the project in utilizing project resources to deliver the planned results? How efficient is the project in delivering on its outputs and objectives?</li> </ul>					
e.	Effectiveness of management arrangements	<ul> <li>Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?</li> <li>Are the available technical and financial resources adequate to fulfil the project plans?</li> </ul>					
f.	Sustainability and Impact orientation	<ul> <li>Is the project strategy and project management steering towards impact and sustainability?</li> <li>What more should be done to improve sustainability? What is needed to leave sustainable results in the particular thematic areas addressed by the project?</li> </ul>					

#### **Data Sources and Data Collection Methods**

The main sources of data and methods are described below. In analysing the data, the evaluator triangulated information from various sources and stakeholder perspectives as far as possible to ensure reliable and robust conclusions.

#### **Document review**

- Review of documents directly related to the project including design, implementation
  progress and reporting documents and materials produced by the project. The specialists have
  provided the key project documents through a series of email transfers. See List of Documents
  reviewed in Annex.
- Review of context related materials.
- Empowerwomen.org and ILO project Webpages.

#### Stakeholder interviews

Stakeholder interviews, either individual or group-based as appropriate, were conducted by the evaluator face-to-face, or by Skype calls.

Taking advantage of the fact that the evaluator was in NYC during the evaluation period, the opportunity was seized to arrange meetings in person with related project staff and partners.

#### Stakeholders Validation Meeting in Geneva

On 2 October 2019, the evaluator presented her findings to a cross-section of ILO, UN Women and EU representatives. The meeting held a dual purpose; to obtain feedback from participants regarding the initial findings and to discuss the operationalization of some of recommendations.

#### Limitation

The evaluation did not look into the activities/outputs carried out under the lead of UN Women. Consequently, the evaluation does not provide an assessment of the level of achievement of the overall project objectives. In addition, a key ILO officer for the design and early activities of the project was on maternity leave at the time of evaluation and therefore could not be interviewed.

## V. Main Findings

### **Validity of Design**

The project was designed on the basis of the Action Fiche Annexed to the Commission implementing decision on the 2017 Annual Action programme for the EU partnership agreement. This partnership instrument differs from traditional EU funding modalities, since it is not an instrument for development cooperation and it is designed to promote the Union's strategic interests worldwide by reinforcing its external strategies, policies and actions. The objective of the project as defined in the Action Fiche is to support sustainable, inclusive and equitable economic growth by promoting economic empowerment of women in public and private sector in G7 countries. This project will ultimately contribute to promote EU and international shared principles and values such as gender equality and women empowerment. The Action Fiche was drafted by the European Union (EU) in collaboration with UN Women. The EU then reached out to UN WOMEN and ILO for the development of the project document and implementation. The EU offered an envelope of 6 million euros for the project, but did not decide the split in terms of activities and resources between UN Women and ILO.

The project overall scope and target regions were already decided at the time the project was brought to the ILO's attention. This scope on the most "advanced economies in the world" is not usual for the ILO, which often implements projects in developing countries, quite often thanks to extra budgetary funding by G7 countries. Nonetheless, the ILO considers partnerships as a contribution to promote the Decent Work agenda in its entirety within the framework of the 2030 SDGs, and addresses the challenge to increase and diversify the ILO's resources and partnerships at the global, national and local level to better serve its constituents. There is therefore no restriction on which countries partnerships should target. This particular project is unique for the ILO as it is funded via the EEAS

partnership instrument (PI), supporting the external policy priorities of the EU with partner countries, via a delegation agreement. It is therefore not a development cooperation project.

Due to this specific scope on most advanced economies, the ILO took some time before agreeing to participate in the implementation of this project and to select the appropriate unit to administer the project – the Multinational enterprises and enterprise engagement unit of the ILO ENTERPRISE Department (ENT/MULTI) <sup>2</sup> This delay cost the ILO the opportunity to fully engage in the negotiation/consultation and drafting process leading to the formulation of the project document. National employers' organizations initially consulted on the project idea by the Bureau for employers' activities (ACTEMP), did not show interest in engaging in the process and therefore were not further consulted during the drafting phase of the project document.

In addition, the EU, UN Women and/or ILO did not engage with the three target countries governments to agree on the project scope and objectives. The ILO expected that the EU would have conducted consultations with the three target countries prior to the redaction of the Action Fiche.

This lack of stakeholders' involvement during the design phase of the project notably led to some mismatches in terms of setting specific project priorities, including related to the themes picked for each country. For instance, employers' organizations were then only contacted at the time of setting up the national project advisory groups (even though an initial contact was made by ACTEMP before the ILO agreed to implement the project). In response to this challenge, the ILO held extensive consultations and an information-sharing process in Geneva, which was reinforced by the ILO Policy Specialist in New York when she joined in September 2018. The project was presented as an important opportunity to help promote women's economic empowerment (WEE); increase global visibility of the role and work of employers' organizations; and develop joint knowledge products and resources. As a result, the International Organization of Employers (IOE) has been helping identify speakers for the project's events, share good practices and knowledge products. Nonetheless, the project could not secure support from ACTEMP.

Japanese Government officials were also concerned that they had not been consulted in the project design phase, and that they had not had the chance to approve the project. When the national coordinators came on board, a lot of time was spent on building partnerships and trust through face-to-face meetings, introductions to stakeholders, and careful management of these contacts. The ILO office in Tokyo, supported by the Delegation of the EU to Japan, helped the national coordinators to build a good working relationship with the national constituents.

The idea of bringing together the specific expertise of the ILO and UN Women to support the economic empowerment of women is fully coherent. As outlined in the project document, UN Women is the authoritative agency on gender equality and the empowerment of women, while the ILO is the authoritative agency regarding decent work, standard setting and technical expertise on women economic empowerment and gender equality. The project document also details all relevant background information and specific actions taken by each of the agencies towards the project topic and built on them to design the project strategy.

<sup>&</sup>lt;sup>2</sup> The ILO Gender, Equality and Diversity Branch and the Bureau for Employers' Organizations were contacted first.

In addition, the reasoning that many multinational corporations have their headquarters in G7 countries and that creating impact and results for women's economic empowerment at the highest level of corporation have important trickle down effects to their operations across the world is rational. Nonetheless, tracking actions down the supply chain is extremely challenging and the ILO is currently exploring opportunities to target specific supply chains. It is therefore difficult to demonstrate, at this stage of implementation, that global advocacy work and the development and dissemination of tools and WEPs signatories can directly impact the situation of women workers down these supply chains.

The project directly links the project design to the G7 roadmap for a gender- responsive economic environment adopted in 2017 in Taormina, Italy.<sup>3</sup> However, it does not explain how a part of the project's work, <sup>4</sup> in particular regarding the ILO component, directly contributes to the recommendations of the roadmap, nor through which modality the project should directly engage with the G7 actors working on gender equality. The issue of lack of direct engagement with the G7 was not identified as a risk in the project document even though the project was not negotiated with the targeted G7 countries or the working group mentioned above.

It is outside the scope of this evaluation to evaluate the coherence of the overall logical framework of the project, but it can still be noted that ILO led activities are well identified within the logical framework and that they correspond to areas where the ILO has strong technical expertise. Nonetheless, they are scattered across the logical framework. In addition, some (but not all) project activities led by UN WOMEN also correspond to areas of expertise of the ILO such as equal pay and providing women with technical STEM-related skills, but the ILO is not involved in their implementation. Overall, the articulation and linkages between UN WOMEN and ILO activities could have been stronger if the ILO had been involved earlier in the drafting of the project document.

Furthermore, the logical framework does not identify what are the activities to be carried at country level and does not provide any role for the ILO in this regard. Nonetheless, in Japan, collaboration with the ILO office is fluid and the ILO is involved in project activities regarding sexual harassment and Decent Work. However, ILO Tokyo is a very small team with limited HR capacities, therefore national coordinators in Japan should rely on the ILO project coordination for technical support. Overall, it remains difficult to assess how the ILO component will contribute to improving economic empowerment in G7 countries if none of the products developed are pilot tested in the project target countries.

#### Relevance

#### Relevance with the ILO policy framework

The project is implemented in the framework of the ILO Programme and Budget 2018-2019 under outcome 4 – **Promoting sustainable enterprises**. Under this outcome, the project is in line with *Indicator 4.3. Number of member States that have designed and implemented dialogue platforms on responsible business practices or effective programmes for improving the functioning of markets and* 

<sup>&</sup>lt;sup>3</sup> G7 Roadmap For A Gender-Responsive Economic Environment, G7, 2017, Taormina, Italy, available at - <a href="http://www.g7.utoronto.ca/summit/2017taormina/Gender-Roadmap.pdf">http://www.g7.utoronto.ca/summit/2017taormina/Gender-Roadmap.pdf</a>

<sup>&</sup>lt;sup>4</sup> The evaluator has only seen a table linking the WEP and the Taormina roadmap.

value chains in order to promote decent work.<sup>5</sup> In addition, the project is fully contributing to the crosscutting policy driver on Gender equality and non-discrimination. In particular, with the work aimed at leveraging partnerships with UN entities and multilateral agencies/institutions and on strengthening constituents' capacity to foster the economic and political empowerment and inclusion of groups that are made particularly vulnerable to discrimination.

In addition, the project is also fully aligned with the Women at work initiative, one of the seven ILO centenary initiatives, which aims at better understanding and addressing why progress on delivering on decent work for women has been so slow and what needs to be done towards securing a better future for women at work. The initiative addresses four main areas – discrimination (including stereotypes) that undermine access to decent work; low pay and the absence of equal pay, lack of recognition, unequal distribution and under evaluation of care work and violence and harassment.<sup>6</sup> These areas together with stakeholders' consultations and under the umbrella theme "promoting a future of work that works for both women and men" informed the selection of focused themes for each of the three target countries.<sup>7</sup> The project also used the momentum created by the negotiation of the ILO Convention on ending violence and harassment in the world of work.

The rational for having the Multinational Enterprises and Enterprise Engagement Unit (ENT/MULTI) of the ILO administer the project was based on the fact that: it focuses on promoting and following up the Tripartite declaration of principles concerning multinational enterprises and social policy (MNE Declaration); it is responsible for the ILO Helpdesk for Business on International Labour Standards<sup>8</sup> and it coordinates activities related to Corporate Social Responsibility (CSR).

#### Relevance with the UN Secretariat & UN Women policy frameworks

The project is contributing to the achievement of the Agenda 2030 and the Sustainable Development Goals (SDGs). In particular, the ILO component of the project contributes to SDG 5 - Achieve gender equality and empower all women and girls; SDG 8 - Promote inclusive and sustainable development, decent work and employment for all and SG 17 - revitalize global partnership for sustainable development.

A detailed analysis of the overall project relevance to the UN WOMEN policy framework is outside the scope of this evaluation. Nonetheless, it is relevant to note that the project contributes to the broader WE EMPOWER programme and to the strengthening of the Women's Empowerment Principles (WEPs) — a set of 7 principles offering guidance to business on how to advance gender equality and women's empowerment in workplace, marketplace and community. Under the project, UN Women notably manages the secretariat, develop/update tools, and conducts advocacy work to advance companies' implementation of the WEPs.

<sup>&</sup>lt;sup>5</sup> This is the interpretation of the evaluator. There is no mention/link to the P&B indicator part of the project documentation.

<sup>&</sup>lt;sup>6</sup> https://www.ilo.org/global/about-the-ilo/history/centenary/WCMS 480301/lang--en/index.htm

<sup>&</sup>lt;sup>7</sup> United states – gender pay gap, women in business, entrepreneurship and trade, and young and skills for the future – Canada: gender pay gap, women in business, entrepreneurship and trade, work life balance and childcare – Japan – gender pay gap, work life balance and childcare

<sup>&</sup>lt;sup>8</sup> The ILO Helpdesk is the one-stop shop for company managers and workers on how to better align business operations with international labour standards and build good industrial relations.

<sup>&</sup>lt;sup>9</sup> Prior to the start of the project, the WEP secretariat was transferred from the UN Global Compact (UNGC) to UN Women.

Against this context, the project is considered as highly relevant as it gives an opportunity to provide policy coherence between the ILO, UN Women, UNGC and the UN Secretariat on women's economic empowerment issues in business operations.

#### Relevance with the G7 policy framework

The project strategy is embedded as a response/contribution to the realization of the G7 roadmap for a gender-responsive economic environment adopted by the leaders of the G7 in 2017 in Taormina (Sicily, Italy). The roadmap focuses on the structural policies falling within the G7 governments' jurisdiction that are likely to have the greatest impact in delivering gender equality through enabling women's labour force participation, entrepreneurship and economic empowerment. The Roadmap takes stock of the outcomes of the previous G7 Presidencies, in particular the Elmau and IseShima Leaders' Declarations and the relevant international frameworks, notably the Beijing Declaration and Platform for Action the global call to action of the UNSG high level panel for Women's economic empowerment and the 2030 Agenda for Sustainable Development. It also takes into consideration voices heard from the third sector and civil society at the W7 forum – Starting from Girls.

The project is still highly relevant to the areas of focus of the G7 Gender Equality Advisory Council under the French Presidency (2019) which has been working on recommendations regarding –

- Combating violence and discrimination;
- Access to education;
- Women's economic empowerment and entrepreneurship.

The link of the project as a contribution to the G7 Gender Equality Advisory Council in general and more specifically as a follow up to the Taormina Declaration is straightforward. However, there is no systematic approach for the project to report on progress to the G7. Beyond the project, the Deputy Director General for Policy (DDGP) of the ILO requests inputs on gender equality and women empowerment to specialists in the Gender, Equality and diversity Branch of the ILO as well as to the Policy specialist (project coordinator) in the framework of the regular ILO engagement with the G7. In addition, the project was mentioned by the Governing body of the ILO as part of MNE Declaration follow up mechanisms.

A large number of interviewees outlined the fact that an added value of the project is that it upholds the principle of gender equality as a universal agenda given that it has yet to be achieved in any country including G7. The project is unique in this regard and works with the view that creating impact and results for women's economic empowerment at the highest level of corporation could have important trickle down effects to their operations across the world. Key national stakeholders are very much engaged towards the realization of the project objectives, as they see this project as an opportunity for them to show case good practices from their own country. Nonetheless, engagement from employers' organizations in the USA and Japan could not be secured, against numerous attempts by the ILO to bring them on board.

#### Relevance with the national priorities of Canada, Japan and United States

Canada, Japan and the United States were selected as target countries by the EU as they are the three G7 members that are not part of the EU. A policy-mapping document was drafted under the leadership of the ILO during the inception phase of the project with the idea of using these mappings as an input for the work of the national Advisory Groups (AGs) to be formed. This mapping exercise focused on three selected themes per country, <sup>10</sup> which were agreed at the joint Steering Committee of April 2018, and highlighted the countries' good practices in terms of legislation, policies and initiatives to date on women's economic empowerment undertaken by governments', employers' and workers' organizations and other key national key stakeholders of the three target countries. However, since this process took place before the ILO policy specialists and national coordinators were hired and formed the national AGs, some priority themes were adjusted to better reflect the national stakeholders' priorities (AG members). These AGs are not composed of all of the ILO tripartite constituents, even though this was foreseen in the risks and assumptions (in the project document) and as a mitigation measure to ensure efficiency of the project at country level.

#### Relevance with the donors' policies/EU and two other sisters' projects

This project is funded as part of the Partnership instrument advancing the EU's core interests. Through the Partnership Instrument (PI), the EU cooperates with partners around the world to advance the Union's strategic interests and tackle global challenges. The PI funds activities that carry EU agendas with partner countries forward, translating political commitments into concrete measures.

The EU actions, implemented in close partnership with the UN, advance progress towards gender equality by promoting business links, joint ventures and innovation between women from the EU and 16 non-EU countries in Asia, in the G7, and in the Latin American and Caribbean region. The EU notably seeks to promote members states enterprises good practices through this instrument. Three Partnership Instrument actions are working, in synergy, to increase commitment of public and private sector to gender equality and women empowerment, to strengthen the capacity of private companies and employers' organisations to implement these commitments and to advance the agenda of gender equality in the world of work at all levels. This includes the project evaluated here and the WIN WIN" project (ILO/UN Women) that promotes the economic empowerment of women in the corporate sector in the LAC region, in particular in Argentina, Brazil, Uruguay, Chile, Costa Rica and Jamaica. It also includes "WE EMPOWER Asia" (UN Women) promoting the economic participation and empowerment of women in seven Asian countries - namely China, India, Indonesia, Malaysia, the Philippines, Thailand, and Viet Nam - focusing on the role that the private sector can play in partnership with the public sector and networks of women entrepreneurs, women-owned business and associations. 11 However, the ILO is not part of WE EMPOWER ASIA, which can hinder policy coherence between the three initiatives and can cause the ILO and UN Women to work further apart under the G7 project as UN WOMEN is building synergies with the WEE Asia project, but cannot extend this collaboration on the ILO side.

<sup>&</sup>lt;sup>10</sup> Selected themes per country - United States: Gender pay gap; women in business, entrepreneurship and trade; and young women and skills for the future;- Canada: Gender pay gap; women in business, entrepreneurship and trade; and work-life balance and childcare- Japan: Gender pay gap, work-life balance and childcare, culture and stereotypes.

<sup>&</sup>lt;sup>11</sup> https://ec.europa.eu/fpi/what-we-do/partnership-instrument-advancing-eus-core-interests en

## **Project progress and effectiveness**

The table below outlines the ILO activities of the project as part of the Partnership Instrument Monitoring System (PIMS).

Activity	Indicators	Baseline	Targets	Results as of Dec. 2018 <sup>12</sup>	Status as of August 2019 (assessed by the evaluator)
1.1.2. Develop, launch and promote a WEE best practices (how-to) multimedia series on: (i) government policies, (ii) company HR policies; (iii) company supply chain management, (iii) employers' organizations to promote gender equality, in line with provisions of international labour standards.	A2: Person days of expertise or technical assistance provided	0	190	60	In progress – the mapping exercise was completed. Contract ongoing with the international consultant for the media series. Draft good practices for companies and governments are available and agenda for 6 webinars set in conjunction with activity 3.3.2. However, the project is not in a position to develop the good practice for employers' organizations due to ACTEMP refusal to participate in project implementation. The project is therefore suggesting to document good practices from trade unions instead.  Timeline – 2 Good practices to be delivered by December 2019.  Timeline – 2 Good practices to be delivered by April 2020.
1.4.2. Develop a training package for public policy makers on promoting gender equality in the workplace, based on provisions of international labour standards	A2: Person days of expertise or technical assistance provided	0	120	0	In progress – Ongoing contract with ITC/ILO to deliver the training package for policy makers, including the following on-line modules:  - Closing gender pay gaps: policy dimensions - Embracing work-life integration Online module for policy makers – concept maps developed One more to go – violence  Timeline - To be delivered by December 2019.
2.2.2 Develop a modular training package on promoting gender equality in the workplace, based on provisions of international labour	A2: Person days of expertise or technical	0	90	0	In progress – Ongoing contract with ITC/ILO to deliver the training package.  The Training package for company HR managers and company supply chain managers on promoting gender equality at the workplace, will include 3 modules on:

<sup>&</sup>lt;sup>12</sup> Although included in the ILO progress reports of March and April 2019, information was not updated as part of the 1<sup>st</sup> annual progress report submitted by UN Women in May 2019.

standards, for company HR managers, including in SMEs (posting on relevant platforms)	assistance provided				<ul> <li>work-family balance and care policies and services;</li> <li>equal pay for work of equal value;</li> <li>non-discrimination and violence and harassment against women in the workplace.</li> <li>It will also include a repository of tools for promoting gender equality and a responsible business conduct within multinational companies, including SMEs of the supply chain as well as a self-assessment tool. These tools will be hosted on E-campus and also available on the WE platform.</li> <li>Timeline - Training package for company HR managers and company supply chain managers (3 on-line modules): by April 2020.</li> </ul>
2.2.3 Develop a guide for trade unions on promoting gender equality in the workplace	A2: Person days of expertise or technical assistance provided	0	70	0	Initiated – development of the concept note, work plan and budget with ACTRAV ITC/ILO ongoing
3.3.2. (b) Produce webinars and videos in line with "The women at work initiative" for online training delivery on relevant UN Women, EU and ILO platforms.	A2: Person days of expertise or technical assistance provided	0	50	6	<ul> <li>In progress – webinar on equal pay delivered in January 2019.</li> <li>Produce 2 webinars on non-discrimination in the workplace (October 2019) and childcare (December 2019) (ILO)</li> <li>Produce 3 informative/promotional videos on equal pay, work-family balance and violence and harassment against women in the world of work (March 2020) (ILO)</li> <li>Produce 1 webinar on violence and harassment against women in the world of work (April 2020) (ILO)</li> </ul>
4.1.2 Disseminate the training package on promoting gender equality in the workplace and assist interested employers' organizations and companies with selfassessment	A2: Person days of expertise or technical assistance provided	0	55	0	No started. The capacity development package on promoting women's economic empowerment in the workplace will be disseminated both at policy and corporate level, and within companies' supply chains.  The project is identifying the companies to be involved in the testing process and training. Following the dissemination, companies that have expressed interest in the WEE Project capacity-development platform, or have tried the self-assessment

	tools and/or learning products, could receive additional targeted assistance. The strategy could include follow-up on-line technical assistance sessions or further engagement in direct assistance through the full MIG-SCORE methodology Expect outputs - 3 dissemination/training webinars to be run by the ITCILO in 2020. A Number of follow-up technical assistance sessions to interested companies, which have taken the self-assessment or participated in the webinars during the project life-span
	Timeline – by August 2020

The activity level indicators do not provide appropriate information to indicate if the activities realized led to solid results. Therefore, the evaluator has added a column to the table to assess the level of achievement of each project activity against the workplan and information provided in progress reports and interviews.

During the inception period, the ILO has led the mapping of *Policies, initiatives and tools to promote women's economic empowerment in the world of work in the United States, Canada and Japan.* The national coordinators of the project have praised the quality of the information produced under this output, even though these mappings were conducted before the national AGs were set up, as agreed at the first joint Steering Committee meeting. This mapping now serves as the basis for the ILO component and development of activity 1.1.2. *Develop, launch and promote a WEE best practices (how-to) multimedia series on: (i) government policies, (ii) company HR policies; (iii) company supply chain management, (iii) employers' organizations to promote gender equality, in line with provisions of international labour standards.* Draft good practices for companies and governments are available. However, the project is not in a position to develop the good practice for employers' organizations due to ACTEMP and affiliated employer's organizations refusal to participate in project implementation in Japan and the Unites States. ILO is therefore suggesting to document good practices from trade unions instead.

In order to bring further coherence to the overall ILO project intervention, ILO developed a comprehensive capacity development programme with the International Training Centre of the ILO (ITC/ILO) encompassing the following project activities –

- 1.4.2. Develop a training package for public policy makers on promoting gender equality in the workplace, based on provisions of international labour standards
- 2.2.2. Develop a modular training package on promoting gender equality in the workplace, based on provisions of international labour standards, for company HR managers, including in SMEs (posting on relevant platforms)
- 4.1.2 Disseminate the training package on promoting gender equality in the workplace and assist interested employers' organizations and companies with self-assessment

Preparatory work included reviewing existing training tools and consultations held with ILO Office units, UN Women, ILO constituents and other international experts for the training for companies, including SMEs.

The capacity development strategy will be implemented through the conception, instructional design and development of a WE EMPOWER web-based project platform ("WEE Platform"), developed by the ITC/ILO. The platform will be linked to other relevant platforms, such as EmpowerWomen.org, EPIC, ILO Help-desk for business on ILS, UN Global Compact, etc. The "WEE Platform" will be public. The access to tools (free online self-assessment) and distance learning modules will require a registration. The training package will be hosted at the E-Campus (the ITC/ILO learning management system). The online interactive system aims to respond to the following key capacity development strategic objectives:

- Sensitization
- Self-assessment
- Training

#### Dissemination and action

Targeted products will be made available in three languages (English, French and Japanese, in line with the AG recommendations and budget availability) according to the different categories of stakeholders to be addressed, i.e. policy makers or companies, including SMEs in the supply chain. Beneficiaries will have the opportunity to customize the learning paths according to their specific gender gaps, interests/needs, and identified priorities. The approach is also further described in the schema below:



The delivery schedule is as follows:

- Sensitization
- WEE web-based platform: by end 2019.
- 3 informative/promotional videos: by March 2020.
- B) Self-assessment (1 on-line self-assessment tool): by November 2019.

#### C) Training

- Training package for policy makers (3 on-line modules): by December 2019.
- Training package for company HR managers and company supply chain managers (3 on-line modules): by April 2020.
- Translation of training packages into French (in line with AG recommendations): by August 2020.
- Translation and adaptation of training packages into Japanese (in line with AG recommendations and budget availability) by August 2020.

#### D) Dissemination and technical assistance

- 3 dissemination/training webinars: by August 2020.
- Number of follow-up technical assistance sessions to interested employers' organizations and companies, which have taken a self-assessment (during 2020)

This strategy to draft and roll out one holistic capacity development programme could strongly support the achievement of project objectives by building one strong tool that the various target beneficiaries can use. These tools are not available yet, so it is too early to assess if they meet the objectives set by the project.

In addition, the project initiated work with the Bureau for workers' activities (ACTRAV) at the ITC/ILO to develop a training package to promote the role of young women as leaders in trade unions, which shall be integrated in their wider online course entitled *Young Women's Leadership* – A key to empowerment of trade unions in the world of work. It will be disseminated mainly via

SOLICOM, a web platform opened to trade unions around the world. The ILO bureau for workers' activities had been looking for a partnership with UN Women to work on this issue (before hearing about the project) and was finally referred to the project by the international trade union confederation (ITUC) in Brussels.

Finally, the project is on track regarding the design and delivery of webinars. It delivered its first webinar on equal pay in January. It attracted 259 participants, primarily from business/private sector (40%) and civil society (40%). Almost all participants reported having learned more on the topic after the webinar (99%) and the large majority (86%) reported positive levels of satisfaction with the information received. Resource from other initiatives such as the ILO's Global Wage Reports or the Equal Pay International Coalition (EPIC) were leveraged for this event, anchoring this event in a broader policy framework.

Nonetheless, none of these activities are directly related to the county level work carried out under the project (work managed by the national coordinators), except as part of the dissemination strategy outlined in the ILO capacity development programme. It is therefore difficult, at this stage, to assess how they will directly benefit/impact the target groups of the project.

### Adequacy and Efficiency of resource use

The total budget attributed to the ILO is EUR 948,200. The total budget includes the EU Contribution (EUR 837,200) and a contribution from the ILO (EUR 111,000). Staff costs under the project amount to EUR 355,740 and around 45% of the EU contribution is directly allocated to activities (EUR 372,000). This ratio is comparable to other ILO projects. Given the nature of the project, with a strong focus on advocacy, building networks and sharing good practices and lessons learned, a larger staff contribution would have been appropriate. In comparison, UN WOMEN staff costs (including national coordinators) amount to EUR 3,172,680 and allocation for activities amounts to EUR 1,711,144, meaning that staff costs are close to twice higher than the activity costs allocated under the UN women component of the project.

Having only a part time policy specialist (50%) to coordinate the ILO component of the project is an underestimation of the amount of work necessary to deliver this project, taking into consideration the delivery of the outputs as well as the coordination work needed with the UN Women (larger) part of the project both at global and country level. In addition, at the time the project was designed, the ILO was not aware that US authorities would not deliver a diplomatic visa for a part time international staff. This obligation required the ILO to mobilize further funds to bring the project manager on board 100% dividing her time between the project and other initiatives. As of September 2019, thanks to funds "saved" on the staff budget line<sup>14</sup>, 80% of the policy specialist position is funded by the project. The policy specialist tracks her working time on timesheets, while staff working 100% under the project is not requested to do so. This arrangement is not specified

<sup>&</sup>lt;sup>13</sup> Costs charged to the project.

<sup>&</sup>lt;sup>14</sup> Savings are due to the fact that the policy specialist only started in September 2018, while the position was funded since the beginning of the implementation period.

in the Delegation agreement and a more coherent way to track down work carried out under the project could be sought.

Allocating 20% of administrative staff time to the project is deemed appropriate given the limited number of contracts handled by the project and thanks to the additional administrative and financial support provided by ILO regular staff both in MULTI and in the ILO-NYC office.

The project is collaborating with several teams within the International Training Centre of the ILO in Turin, Italy to deliver most of its technical outputs including - the training package for public policy makers (1.4.2.), the guide for trade unions (2.2.3), the training package for HR and supply chain managers (2.2.2.) and the webinars and videos in the line with the women at work initiative (3.3.2.). This represents over EUR 106,000 of commitments and expenditures <sup>15</sup> or 70% of the activity budget for year 1.16 Working with ITC/ILO is efficient; the Centre has strong expertise developing capacity development tools to promote gender equality and women empowerment at the workplace. In addition, the ITC/ILO has the added value of overseeing the development of the entire product from the development of the technical content to the delivery mechanism (face to face or online), which demands less time investment for the policy specialist than other output delivery arrangements. The collaboration with ITC/ILO also fosters cost efficiency as the project is seeking to contribute to larger initiatives and programmes delivered by the ITC/ILO such as the training module for young women/trade union leaders as part of the larger programme on Young Women's Leadership – A key to empowerment of trade unions in the world of work. Finally, these cost sharing arrangements foster sustainability as the project modules will continue to be disseminated/delivered by the ITC/ILO after the project closes. For all these reasons, the project was judicious in choosing the ITC/ILO as key partner.

### **Effectiveness of management arrangements**

#### **Effectiveness of staff arrangements**

The policy specialist, women's economic empowerment, or the "ILO project manager" reports to the Director of the ILO Office in New York and receives technical guidance from the Multinational enterprises and enterprise engagement unit (MULTI) in ILO headquarters. The rational for having the ILO staff located in the ILO office in New York is based on the necessity of having the specialist close to the rest of the project team in UN Women headquarters, as well as a number of project partners such as the UN Global Compact and the UN secretariat. The benefits of this arrangement are clear, however it also results in the manager being away from most of the ILO colleagues providing support to the project — specialists and management in both MULTI, GED, BUDCT, PARDEV etc. based in Geneva.

As mentioned above, allocating only 50% of staff time to this position is considered as a constraint to ensure proper delivery of the project outputs as well as to ensure proper collaboration with the UN women component of the project. In addition, this proposed set up was inappropriate, as the delivery of the G4 (diplomatic) visa in the United States is only possible for a full time position.<sup>17</sup>

<sup>&</sup>lt;sup>15</sup> As of 8 August 2019.

<sup>&</sup>lt;sup>16</sup> Funds for year 2 had not been received by the time of the evaluation report drafting.

<sup>&</sup>lt;sup>17</sup> They office was not aware of this constraint at the outset.

Nonetheless, the ILO managed to mobilize additional funds to recruit the personnel on a full time basis for the first year of implementation.

The policy specialist and the ILO official responsible (Head of ENTERPRISE Department) are fully responsible for the delivery of the ILO component of the project, including financially. Nonetheless, based on the UN to UN agreement signed between the ILO and UN WOMEN, the lead agency/UN WOMEN is responsible for the overall financial and progress reporting to the donor. Due to late submission of the narrative and financial reports (May 2019 instead of January 2019) and subsequent slow disbursement by the EU, the 2<sup>nd</sup> instalment was only received by UN Women in the course of August. The ILO was notified by UN Women about the processed transfer of the allocated share of the 2<sup>nd</sup> instalment on 4 October, 2019.

#### Effectiveness of national level management arrangements

At national level, part time national coordinators (consultants hired by UN Women) are leading the implementation of project activities. The nature of the relationship between the national coordinators and the ILO local office depends on the national situation. In Canada, there is no ILO office. In the USA, the ILO Washington office was invited to the first AG meeting, but there is no regular communication between the national coordinator and the ILO office, as the ILO Washington office has decided not to be involved in the project. Nonetheless, the project keeps the office up to date on progress. In Japan, the national coordinators work closely with the ILO Tokyo office and notably supported raising the visibility of the ILO at the W20 meeting and organized a press briefing with the ILO after the adoption of the ILO instrument to combat violence and harassment at work in June 2019.

#### Effectiveness of the governance structure

The structure of both the overall project steering committee (SC) and national advisory groups (AGs) does not reflect the tripartite nature of the ILO. In the project document, there is no mention of the tripartite constituents to steer the action of the project in the dedicated section. Nonetheless, as part of the mitigation measures proposed to address the issues of the multiplicity of actors at country level, the use of the ILO tripartite structure was proposed. This point should have been addressed during the design phase of the project including through the formal appraisal (quality assurance) process of the ILO.

The global SC is limited to UN WOMEN, ILO and the EU. While it is important to convene the three main actors of the project in the same forum, not having the project partners and beneficiaries as part of the overall project steering committee prevents the project from being fully aligned with the beneficiaries' needs. In addition, it would be very beneficial to involve members of the G7 Gender Equality Advisory council in charge of following up the Taormina roadmap in a specific forum.

In Canada, AG members include the Canadian Labour Congress, a representative of the Ministry of Labour as observer and no employers' organization. In addition, for Canada, members of the G7 Canadian Presidency's Gender Equality Advisory council sit on the AG. This is a great opportunity and efforts should be made to replicate this good example for the upcoming US presidency (if the Trump administration decides to keep the G7 Gender Equality Advisory Council). For Japan, a representative of the national trade union confederation is a member of the AG, a representative

of the Ministry of Labour is an observer but there is no employers' organizations sitting in the AG due to reluctance by other members. For the United States, none of the tripartite constituents are represented. The project has tried to address the issue of lack of involvement with key partners over the past year, but was unsuccessful to fully bring on board the above-mentioned partners. In addition, the project team - UN Women and ILO are not officially members of the AG either.<sup>18</sup>

In comparison, the sister project WIN WIN<sup>19</sup> has employers' organizations as part of its regional and national advisory bodies, as well as the project team including ILO and UN Women. It is directly managed by the Bureau for employers' activities of the ILO (ACTEMP). Fostering the participation of the ILO constituents in the governance structure of the project could also benefit UN WOMEN as an opportunity to broaden its own network and reach.

In addition, consideration could also be given for engagement with the G7 labour & employment ministerial group and the L7 (trade unions).

#### **Effectiveness of project coordination tools**

Apart from the overall logical framework, the project does not have any tool to deliver the project efficiently and jointly. Tools such as an ILO/UN Women **joint detailed workplan** are crucial to ensure proper collaboration and joint delivery of the project activities/outputs. More detailed than the overall logical framework, this workplan shall indicate what the potential synergies for selected activities are, space for co-creation, as well as deadlines and resources allocated. This joint workplan is also important for the EU to gain an overview of the overall project and decide/discuss where it should participate/provide support. Last but not least, such a workplan shall indicate country level activities to ensure that the project has an impact on its intended national beneficiaries. Nonetheless, budget allocations for country level work shall be forecasted as there is no country specific budgets in the current project management documents.

#### Sustainability

The project has not developed a standalone sustainability document. In the project document it is indicated that: "With a contribution from the European Union of six million euros, the Project will be implemented over a period of three years. It is expected that this funding will help leverage additional human and financial resources from the private sector along with other relevant partners to ensure sustainability of results." According to the OECD/DAC criteria against which this evaluation is based, "sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable". On sequently, raising more resources to sustain project results is not an appropriate sustainability strategy. On the contrary, the project needs to consider how the results will be maintained after project closure starting at the design stage of the intervention.

Despite the absence of overall sustainability strategy, the ILO project component designs and implements specific activities with sustainability in mind and has thus made efforts to embed the

<sup>&</sup>lt;sup>18</sup> Based on the list of AG members provided.

<sup>&</sup>lt;sup>19</sup> For more information on the WIN WIN project - <a href="https://www.ilo.org/actemp/news/WCMS">https://www.ilo.org/actemp/news/WCMS</a> 645577/lang-en/index.htm

<sup>&</sup>lt;sup>20</sup> https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

project activities in the broader frame of women's economic empowerment work carried out by other parts of the ILO and other partners working on the issue. In particular, the project sought synergies with other ILO initiatives such as the Women at work Initiative, the ILO ongoing work on ending violence and harassment in the world of work (even before the adoption of the Convention in June 2019) or EPIC.

In addition, collaborating with the ITC/ILO is a good way to ensure sustainability of the outputs produced. As indicated in the efficiency of resources use section, the project is notably seeking to contribute to larger ITC/ILO training courses that will continue to be disseminated/delivered by the ITC/ILO after the project closes. The ITC/ILO will remain after project closure and can keep on delivering the courses, assessments and hosting the repository of documents. This will permit the project to maximize its impact after project closure.

As part of the ILO capacity development programme, the project also details a dissemination strategy that would include webinars as well as technical assistance in enterprises using the MIG-SCORE methodology.<sup>21</sup> However, there is no comprehensive strategy to pilot the tools in target countries, due to a lack of human and financial resources.

The ILO is also looking at developing products that are of direct interest to other stakeholders such as the UN Global Compact. For instance, the training package developed for company HR managers could then be connected or even embed as a tool available to the UNGC enterprises members and shared with WEP enterprises as well.

The web tools developed with ITC/ILO will be linked to empowerwomen.org for dissemination. However, there is no clear strategy/roadmap between UN WOMEN and the ILO on how these tools could be advertised in other forum coordinated by the project.

#### **ILO Cross Cutting Priorities**

#### Gender equality and non-discrimination

The primary goal of the ILO regarding gender equality is to promote opportunities for women and men to obtain decent work in conditions of freedom, equity, security and human dignity. The empowerment of women is the main objective of this project as outlined throughout this evaluation report. This project thus directly contributes to the realization of this cross cutting policy driver of the ILO.

#### **Project communication and visibility**

Launched in 2013, Empower Women is a knowledge, engagement and learning platform managed by UN Women and funded from 2012 to 2017 by the Government of Canada.<sup>22</sup> It is managed by UN Women and gathers a global network of 410+ Champions for women's economic empowerment

<sup>&</sup>lt;sup>21</sup>Sustaining Competitive and Responsible Enterprises (SCORE) is an ILO initiative aimed at improving productivity and working conditions in SMEs. It recently developed a gender specific tool – MIG-SCORE – to assess gender equality, as one of the key productivity factors.

<sup>&</sup>lt;sup>22</sup> www.EmpowerWomen.org

from over 70 countries. It promotes the WEPs, share resources on women's economic empowerment across the world and show case various initiatives on the issue. WE EMPOWER G7 is listed as a project on the platform. The project now uses the Empower Women platform visual identity developed by UN Women. The assimilation of the visual identity of the Empower Women platform by the project is problematic for the ILO, as the platform is administrated solely by UN Women and showcase other initiatives outside the project.

Nonetheless, the project team, including the national coordinators, rightly use the UN Women and ILO logo for all communication materials developed under the project including at country level. However, for the use of ILO logo, timely consultations and approval by the ILO, and, for country level work, by ILO constituents who are AG members, should be sought prior to the publication and dissemination of all communication materials.

#### **Tripartism and Social dialogue**

As outlined in the validity of design and management arrangement sections of the report, tripartism and social dialogue are an issue of concern for this project. No tripartite consultations were conducted when drafting the project document and the governance structure (SC and AG) of the project is not composed of the ILO tripartite constituents. This is the result of a multitude of factors such as the late involvement of the ILO in the design of the project, a lack of consultations during the design phase of the project (when the project idea was proposed to the ILO), the lack of interest from employers' organizations in some of the target countries and the specific nature of this project — a joint project with UN Women. UN Women is the lead agency for this partnership and does not have a tripartite constituency. In addition, there is no specific guidance on the governance requirements for the ILO in this specific case.

#### **International Labour Standards**

As outlined in the project document, the ILO has experience advising governments on law and policy to redress gender inequality. Numerous ILO conventions and recommendations specifically address gender equality, including two fundamental ILO Conventions<sup>23</sup> - the Equal Remuneration Convention, 1951, No. 100 and the Discrimination (Employment & Occupation) Convention, 1958, No. 111; as well as the Workers with Family Responsibility Convention, 1981 (No. 156), the Maternity Protection Convention, 2000 (No. 183) and the newly adopted Violence and Harassment Convention, 2019 (No. 190). The United States have not ratified any of these Conventions and Japan has not ratified Convention No.100. The project deals with the topic relevant to these Conventions. However, it does not focus on the universal ratification of these Conventions, although the project includes advocacy efforts and technical assistance to promote the ratification of ILO Conventions on gender equality.

<sup>&</sup>lt;sup>23</sup> The ILO Governing Body has identified eight "fundamental" Conventions, covering subjects that are considered to be fundamental principles and rights at work: freedom of association and the effective recognition of the right to collective bargaining; the elimination of all forms of forced or compulsory labour; the effective abolition of child labour; and the elimination of discrimination in respect of employment and occupation. These principles are also covered by the ILO Declaration on Fundamental Principles and Rights at Work (1998). As of 1st January 2019, there were 1,376 ratifications of these Conventions, representing 92 per cent of the possible number of ratifications. At that date, a further 121 ratifications were still required to meet the objective of universal ratification of all the fundamental Conventions.

In addition, the project contributes to the realization of the guidance set in the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration)—the ILO normative instrument which promotes synergies between government and business policies to promote responsible business, including women's economic empowerment at work. As outlined in the project document, the MNE Declaration has been endorsed by the G7 as a key normative instrument for responsible business. Most recently, the 2019 Biarritz G7 Social Communiqué set new commitments to ensure Gender Equality in the World of Work underlining the crucial role played by social partners in promoting gender equality in the world of work, as well as the instrumental role of the business community in putting principles into practice

Last but not least, the International Labour Conference adopted a new International Labour Standard to combat violence and harassment at work in June 2019. This topic is highly relevant to the project, opportunities have been sought to address it at country level as part of the implementation strategy in Canada and Japan. In Japan, the project organized a press briefing following the adoption of the Convention that was well attended by the media. At global level, the programme social media communications will continue to highlight ILO gender equality Conventions, in particular the new Convention No. 190. Further opportunities could be seized to advocate for its ratification by G7 countries under the project.

### VI. Conclusions

The project is unique for the ILO due to a series of reasons. It is the only ILO cooperation project targeting G7 "advanced economies", which created some resistance within the ILO and with some of the constituents. It is a joint project with another UN agency and for which the ILO is not the lead agency. It is the only project based in the ILO-NYC office. In addition, the ILO did not propose the project initial idea. Finally, the project document did not foresee a tripartite governance of the project. Due to all these specificities and challenges, some links are missing between the inputs, outputs, objectives and desired impact. In particular, the project seeks to bring about change in Canada, Japan and the United States but the ILO component does not implement activities directly in these countries. In addition, due to the project design, which foresees a separate activity-based repartition of resources between the two agencies, there is no joint detailed workplan between UN Women and ILO to deliver the project. Nonetheless, the project proved creative to find ways to overcome the initial delays and maximize the delivery of outputs with reduced human and financial resources (using the ITC/ILO).

All actors recognize the relevance of this project to address women's economic empowerment issues in the three target countries and beyond, to bring coherence to the various UN (and others) initiatives aimed at promoting women economic empowerment and to share good practices and lessons learned with the other G7 countries. In addition, the project sought to build on existing tools and initiatives to avoid unnecessary duplication and maximize the potential impact of the project outputs. In order to ensure that the project will reach its objectives and that results are sustained, a number of adjustments are necessary notably regarding coordinating and leveraging of each actor. In particular, more integrated workplans are necessary to ensure that the ILO outputs feed into the broader global component of the project as well as with each of the national components. In addition, the joint project contribution to the work of the G7 should be further

mainstreamed showing a unified voice on the issue. Finally, the project needs to invest in a robust sustainability strategy beyond a phase II of project, when external funding will end. This sustainability plan could also touch upon how UN Women and ILO envisage to collaborate beyond the lifespan of this project on the issue of women's economic empowerment. This could come as a concrete complement/plan to the Memorandum of Understanding (MoU) between the ILO and UN Women about to be signed.

### VII. <u>Lessons learned</u>

- Identifying the minimum requirements for the ILO in terms of governance and management of UN joint initiatives is critical to the successful implementation of projects - For details on this lesson learned – please see table in Annex 1
- 2. Being agile/seizing opportunities is key to maximize the quality and efficiency of project implementation. - For details on this lesson learned – please see table in Annex 1

## VIII. Recommendations

### Recommendations addressed to the project team

1. Develop and implement joint country level workplans to pilot test selected ILO tools and reinforce ILO participation in identified national events

The ILO component of the project can only have a direct impact on the empowerment of women in Japan, the US and Canada if some of the tools/webinars it develops are actually pilot tested or rolled out in the target countries. Joint country level workplans would also identify where the ILO could contribute to the UN WOMEN led activities (in particular in some of the multi-stakeholders events). The development of these workplans should be a joint endeavour between the ILO specialist, the project manager and the national coordinators. The workplans should notably tackle the issue of financing taking into consideration the fact that the ILO has, for now, no budget allocation for country level activities. *Priority – High, resource implication – Medium, Timeline – immediate* 

2. Develop and implement one detailed global level workplan to enhance project impact based on the added value of each agency

The activities implemented by the ILO are clearly identified in the logical framework. Otherwise, collaboration currently takes place on an ad-hoc basis. There is no joint workplan between the ILO and UN Women to deliver jointly and maximize project impact. The plan to be developed/revised jointly with ILO, UN Women and EU contribution shall notably detail how the training tools and webinars developed by the ILO can be disseminated via the UN Women component of the project and vice versa. It should also highly how the ILO could support the implementation of a selection of UN Women led activities to enhance project effectiveness and sustainability, keeping in mind the limited ILO staff resources. In addition, this joint workplan should be discussed with the EU to agree on a list of activities where the EU presence or political support is needed. *Priority – High, resource implication – Medium, Timeline – Immediate* 

#### 3. Develop and implement a joint sustainability/exit strategy

Sustainability was not mainstreamed in the project document. Even though the ILO component of the project seeks to ensure sustainability of outputs, the project needs to build a robust global sustainability plan, involving all project stakeholders including project beneficiaries and the EU. This exercise should notably take into consideration work undertaken under the two "sisters" projects WIN WIN and WE EMPOWER Asia. The sustainability plan will encourage the development of partnerships and support collaboration, and help define progress and the necessary action steps needed to ensure long-term success after the grant ends. *Priority – Medium, Resource implication – Low, Timeline – Immediate* 

## 4. Continue to encourage the participation of ILO constituents in the governance structure of the project

Despite the challenges encountered to engage with the employers' organizations and national governments to some extend, the ILO and UN Women (in particular national coordinators) should continue to seek to engage with the ILO constituents at every possible occasion, including as part of the Advisory groups and through participation in project activities. *Priority – Medium, Resource implication – Low, Timeline – Immediate* 

## 5. Seek to include national members of the G7 Gender Equality Advisory Council in the United States AG

With the United States G7 presidency in 2020, it would be beneficial for the project to bring on board national members to the Advisory Group (if the Trump administration keeps the Advisory Group structure), as it was the case for the AG in Canada. *Priority – Medium, Resource implication – Low, Timeline – by the end of 2019 or early 2020* 

## 6. Clarify the visual identity of the project vs. the visual identity of the WE EMPOWER platform

Empower Women is a knowledge, engagement and learning platform managed by UN Women<sup>24</sup>. The assimilation of the visual identity of the Empower Women platform by the project is problematic for the ILO, as the platform is administrated solely by UN Women and showcase other initiatives outside the project's scope of work. Consequently, it would be important for the project to clarify what is the visual identity of the project vs. what is the visual identity of the Empower Women platform. If empowerwomen.org is indeed the project platform, then the ILO should contribute to/approve the content uploaded on the platform and the EU and the ILO should not be listed as "partners" at the same level as other international organizations<sup>25</sup> and initiatives but as funder and co-implementer. *Priority – High, Resource implication – Low, Timeline – clarification to be provided in the next communication and visibility report* 

<sup>&</sup>lt;sup>24</sup>As indicated earlier in the report, it gathers a global network of 410+ Champions for women's economic empowerment from over 70 countries. It promotes the WEPs, share resources on women's economic empowerment across the world and show case various initiatives on the issue. WE EMPOWER G7 is listed as a project on the platform.

<sup>25</sup> See - https://www.empowerwomen.org/en/who-we-are/our-partners

### Recommendations addressed to the project and the EU

## 7. Allocate a full time policy specialist position (project coordinator) under the ILO component of the project

Managing the ILO component of the project is a full time job, as it entails delivering all the technical products as well as providing inputs to UN Women led activities, ensuring the visibility of the ILO in the project and handling coordination with the UN Women team. The EU, UN Women and ILO should discuss where the necessary budget allocation should come from to have this position funded on a full time basis. *Priority – Medium, Resource implication – High, Timeline – Immediate* 

## 8. Coordinate ILO and UN Women inputs to the G7 on the issue of women economic empowerment

For now, the ILO component of the project does not have any direct contact with the G7 regarding reporting on project progress/highlights. Nonetheless, the ILO through its Director General and Director for Policy does directly engage with the G7 on women empowerment issues under the G7 Labour Ministers' works. UN Women also directly engages with the Group through its Executive Director (member of the Group). The ILO, UN Women and the EU should jointly report on progress and highlights made under the project to improve policy coherence and enhance the visibility of this specific initiative. *Priority – High, Resource implication – Low, Timeline – For the US Presidency of the G7* 

## 9. Clarify/reinforce collaboration between the G7 project and WIN WIN and WE EMPOWER ASIA

The EU sees the G7 project as part of a larger portfolio of three projects aimed at advancing progress towards gender equality by promoting business links, joint ventures and innovation between women from the EU and 16 non-EU countries in Asia, in the G7, and in the Latin American and Caribbean region. The EU notably seeks to promote members states enterprises good practices through this instrument. The EU showed this willingness to enhance synergies between these 3 projects by inviting the WIN WIN and WE EMPOWER Asia team at the G7 steering committee meeting. So far, coordination on the ILO front has been ad-hoc with the WIN WIN project and the ILO is not part of the WE EMPOWER Asia project. In particular, it would be recommended to the project team of WE EMPOWER ASIA to build synergies with the ILO Senior Gender Specialist in the ILO Regional Office in Bangkok and other ILO projects implemented in the region. In addition, in order to ensure stronger coherence, strategies should be further streamlined in the case of future projects falling under the same policy instrument. *Priority – Medium, Resource implication – Low, Timeline – Medium term* 

#### Recommendations addressed to the ILO

#### 10. Draft ILO guidance regarding management of UN joint projects

Issues related to the management of this project, in particular regarding the governance structure and donor reporting could have been prevented if the ILO had consolidated procedures related to

the joint management of projects and integrated these elements in the project document. These guidelines could indicate (see lesson learned below for further details)—

- 1. What are the minimum requirements in terms of constituents representation in the steering committees of joint projects
- 2. Recall or define what are the minimum consultations with tripartite constituents required when setting up a new project
- 3. What is the minimum threshold in terms of human and financial resources to participate in a joint project (this could be a percentage of the total available budget)
- 4. Recall ILO rules in terms of evaluation requirements
- 5. Propose models of integration regarding the implementation of the projects (from the more integrated to the least integrated) full blending of activities, separate activities within outputs, separate outputs, separate objectives, separate logical framework
- 6. In case of UN to UN agreement, indicate that even if the lead agency is in charge of reporting on progress, as each agency is financially responsible for delivery, indicate what activities/outputs are funded by which project
- 7. Recall that both parties have the same contractual rights and obligations vis à vis narrative and financial reporting, staff time reporting etc. *Priority High, Resource implication Low, Timeline Medium term*

## IX. Annexes

### Annex 1 – Lessons Learned templates

ILO Lesson Learned Template					
Project Title: Project TC/SYMBOL:  Name of Evaluator: Justine Tillier  Date: 29/08/2019  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				
Brief description of lesson learned (link to specific action or task)	Identifying the minimum requirements for the ILO in terms of governance and management of UN joint initiatives is critical to the successful implementation of projects. This exercise has to be carried out at the design phase of the project and could be based on ILO guidance on the issue.				
Context and any related preconditions	In the context of the UN Reform, the emphasis is laid on pooled funding mechanisms and integrated programming, which requires the Office to adapt to this new way of working. (see Governing Body – Update on the United Nations reform – GB.335/INS/10 – 5 March 2019)				
Targeted users / Beneficiaries	PARDEV and ILO Departments involved in developing new joint project/programme documents with other UN entities				

#### Challenges Notably due to delays in deciding which technical unit would take the lead for the /negative lessons development of this proposal, the ILO missed the opportunity to fully engage in the **Causal factors** development of the proposal from scratch. The office worked on a draft prepared by the project partner - UN Women. This notably contributed to the ILO receiving only 15% of the overall budget, the tripartite constituents not being represented in the governance structure of the project and the activities between UN WOMEN and ILO not being properly integrated. **ILO Administrative** The ILO, as an institution, should define a set of minimum standards/guidelines, Issues (staff, when taking part in a UN joint project/programme – resources, design, These guidelines could indicate: implementation) 1. What are the minimum requirements in terms of constituents representation in the steering committees of joint projects 2. Recall or define what are the minimum consultations with tripartite constituents required when setting up a new project 3. What is the minimum threshold in terms of human and financial resources to participate in a joint project (this could be a % of the total available budget) Recall ILO rules in terms of evaluation requirements 4. 5. Propose models of integration regarding the implementation of the projects - (from the more integrated to the least integrated) - full blending of activities, separate activities within outputs, separate outputs, separate objectives, separate logical framework In case of UN to UN agreement, indicate that even if the lead agency 6. is in charge of reporting on progress, as each agency is financially responsible for delivery, indicate what activities were funded by which project 7. Recall that both parties have the same contractual rights and

reporting etc.

obligations vis à vis narrative and financial reporting, staff time

## **ILO Lesson Learned Template**

Project Title: Project TC/SYMBOL: Name of Evaluator: Justine Tillier

Name of Evaluator: Justine Tillier Date: 29/08/2019

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
Brief description of lesson learned (link to specific action or task)	Being agile/seizing opportunities is key to maximize the quality and efficiency of project implementation With limited resources, an evolving context and a wide variety of outputs to deliver, the project managed to link activities as part of a broader capacity development programme and to create successful linkages with initiatives/opportunities as they emerged (while staying focused on the elements to deliver).
Context and any related preconditions	The project has a series of training materials to deliver under various objectives of the project and needs to adapt its strategy to a number of unpredictable events such as policy choices to advance women economic empowerment under the Trump Presidency of the G7, the ILO Centenary initiative or the adoption of the ILO Convention on violence and harassment.
Targeted users / Beneficiaries	Project management experts
Positive lessson- Causal factors	The project logical framework and project stakeholders remain flexible for the project to seize upcoming opportunities to enhance the project synergies with other important initiatives to maximize impact.
ILO Administrative Issues (staff, resources, design, implementation)	Many ILO projects/initiatives are implemented in widely complex, evolving contexts and would benefit from a more agile approach to management. The ITC/ILO is currently engaging with senior and mid-level managers with methods and tools on the issue. An ITC/ILO blended course reviews the findings from recent research on complex social systems, adaptive management and agile management approaches, and how to factor non-linear cause effect relationships, emergent behaviour and other patterns into programming and project management processes. The course has been designed on the back of growing acknowledgement among development cooperation practitioners and senior public sector managers about the shortcomings of the standard waterfall or predictive programming and project management approach particularly when applied to soft projects or programmes subject to high degrees of uncertainty. For example, the theory of change underpinning programmes and projects typically assumes linear cause-effect relationships in actor interaction (where inputs lead to outputs lead to outcomes and eventually result in impact) when in practice these relationships often take the character of feedback loops, and can any time trigger unexpected dynamics and behaviours. The training programme rooted in the system thinking paradigm will provide participants with adaptive-management and agile approaches, tools and techniques to cope, to plan and control programmes and projects complexity and offer a platform to exchange knowledge on emerging good practice in more systemic programme and project management.

# **Annex 2 - List of interviewees**

Date	Location	Name	Title / Department	
July 26, 2019	In person	Victor Van Vuuren	Director of Enterprises, ILO	
July 26, 2019	In person	Githa Roelans	Chief of MULTI, ILO	
July 25, 2019	In person	Chaillet Oliver	Finance Officer BUD/CT, ILO	
July 29, 2019	In person	Vinicius Pinheiro	Director New York Office, ILO	
July 29, 2019	In person	Lauren Gula	UNGC	
July 30, 2019	Skype	Laura Addati	Policy Specialist Women's Economic Empowerment, ILO	
July 30, 2019	In person	(1) Meral Guzel,	(1) Women's Empowerment Principles	
		(2) Diana Rusu,	Specialist, Un Women	
		(3) Carla Kraft, (4) Diana Ranola	(2) WEE Specialist, Innovation and Knowledge Management, UN Women	
			(3) Communications and Advocacy Analyst, UN Women	
			(4) Operations and Reporting Associate, UN Women	
July 31, 2019	Skype	Mariko Saito	UN WOMEN National Coordinator Japan	
August 1, 2019	Skype	Kristin Haffert	UN WOMEN National Coordinator USA	
August 1, 2019	Skype	(1) Stephanie Dei,	(1) Coordinator – Canada	
		(2) Camille Beaudoin	(2) Programme Assistant - Canada	
August 6, 2019	Skype	Vicky Smallman	Canadian Labour Congress	
August 6, 2019	Skype	Inviolata Chinyangarara	ACTRAV, ILO	
August 7, 2019	In person	Jae-Hee Chang	ACT/EMP, ILO	
August 7, 2019	Skype	Audrey Le Guével	PARDEV/Brussels, ILO	
August 7, 2019	In person	Peter Rademaker	PAREDV, ILO	

		And Nisha Baruah	
August 21, 2019	Skype	Lise Pate	European Commission
August 22, 2019	Skype	Anna Falth	Project Manager, UN Women

### Annex 3 - List of documents reviewed

#### **Project documentation**

- 11. PARDEV minute
- **12.** Project document
- 13. Action Fiche
- 14. Un agency to UN agency contribution agreement
- 15. Pagoda rules
- Draft minutes Joint PI Women's Empowerment Programmes Steering Committee meeting
- PPT First Steering Committee Meeting
- We EMPOWER JAPAN First advisory group meeting, 22 November 2018
- We empower Japan Advisory Group ToR
- We empower Canada Advisory Group Meeting 1 Recap
- We empower Inception phase Report Canada implementation strategy
- We empower Inception phase report Japan Implementation strategy
- We empower Inception phase report United States implementation strategy
- We empower US strategy Revised May 2019
- We empower US advisory group ToR
- We Empower Canada Advisory Group Meeting 17 July 2091, ppt presentation & draft agenda
- Inception Phase report
  - o Results matrix
  - o Action plan
  - Key messages
  - KM & CV
  - Canada implementation strategy
  - Japan implementation strategy
  - US implementation strategy
  - Knowledge products
  - Survey
  - o Team who is who
  - o Calendar of events 2018-2019
  - Steering Committee
  - o Budget
- Overall project 1<sup>st</sup> progress report (narrative and financial report)- January 2018 April 2019 - Annexes

- Results matrix
- o Inception Report
- o Stocktaking of policies in the 3 target countries
- o Events in 2018 2019
- Overview of Advisory groups composition and ToR
- ILO 1<sup>st</sup> progress report January- December 2018
  - Results matrix
  - o We empower webinars editorial calendar
  - Component workplan for year 2
  - o Financial statement 2018
  - ILO budget and reporting template 2018
  - o Budget

#### **Project outputs**

- ToR Knowledge, training and visibility development consultant
  - COMPONENT C TRAINING Development of an online training module on 'Work/life balance and care policies and services' for policy makers of G7
  - COMPONENT C TRAINING Development of two online training modules on 'WORK 4 GENDER EQUITY IN PAY'
- ILO Capacity Development Component Concept Note
- EMBRACING WORK-LIFE INTEGRATION online module for policy makers concept map
- Closing gender pay gaps: policy dimensions Online module for policy makers | Concept map
- Draft Company Good Practices for Women's Economic Empowerment and Gender Equality in the Workplace (activity 1.1.2)
  - Good practices Matrix Companies
- Draft Government Policy Good Practices for Women's Economic Empowerment and Gender Equality in the Workplace (activity 1.1.2)
  - Good practices matrix Governments
- Achieving Equal Pay: Lessons from the ILO 2018/2019 Global Wage Report and global stakeholders (activity 3.3.3)
  - Concept note
  - Question asked
  - Summary report
  - o Social Media Information
- Country Mapping
  - Japan
  - o USA
  - o Canada

## **Annex 4 - Evaluation ToRs**



## **Terms of Reference**

## **Mid-term Internal Evaluation**

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## 1. Key Facts

Title of Project	Promoting women's economic empowerment at work through responsible business conduct in G7 countries.
Project TC Code	GLO/17/37/EUR
Administrative Unit (ILO)	ILO New York and MULTI
Technical Unit(s) (ILO)	ILO New York and MULTI
Type of Evaluation	Internal
Time frame:	36 months, Jan 2018 – Dec 2020
Executing Agency:  UN Women and ILO	
Total Programme Cost (Euro):	6,446,200 Euro. ILO Component: 948,200 Euro
Donor:	European Commission – Partnership Instrument

## 2. Background Information

On 1 January 2018, the ILO and UN Women launched the "Promoting economic empowerment of women at work through responsible business conduct - G7 countries" project with the support of the European Commission, under the Foreign Policy Instrument (FPI) partnership. The project operates in Canada, Japan and the USA.

The **overall objective** of the project is to support sustainable, inclusive and equitable economic growth by promoting women's economic empowerment (WEE) in the public and private sector in G7 countries. More specifically, the project will facilitate dialogue and exchanges amongst G7 and EU countries public and private sectors; and engage with the private sector in the elimination of gender inequality faced by working women.

The project guiding platform includes the Women's Empowerment principles (WEPs) and guidance from international labour standards and the Tripartite Declaration of principles concerning multinational enterprises and social policy. The ILO component of the project focuses in particular on the development and dissemination of knowledge products on policy and workplace good practices as well as capacity building and training tools for policy makers, ILO constituents and companies.

#### a. Project Overview

The project takes a two-track approach:

**Track 1** focuses on multi-stakeholder policy and action-driven dialogues and knowledge exchanges (case studies, good practice, and tools), campaigns and incentives. This track includes two project outcomes that contributes to:

Outcome 1: Advancing women's economic empowerment through multi-stakeholder

dialogues within and across the G7 countries

Outcome 2: Companies' enhanced knowledge on how to implement the WEPs and promote international labour standards (ILS)

**Track 2** covers private-sector engagement, training, toolkits, incentives for implementing WEPs, transparency, voluntary monitoring and reporting; virtual learning for women's enhanced access to quality jobs and business opportunities, and links between EU/G7 women's business associations and networks.

This track includes three project outcomes that focus on contributing to:

Outcome 3: WEPs companies' implementation of gender-responsive practices in line with the WEPs and ILS

Outcome 4: Aligning companies' voluntary monitoring and reporting with the WEPs and ILS

Outcome 5: Women's strengthened economic opportunities

The ILO component of the project focuses on the following **activities**:

- Activity 1.1.2 Develop, launch and promote a WEE best practices (how-to) multimedia series on: (i) government policies, (ii) company HR policies; (iii) company supply chain management, (iii) employers' organizations to promote gender equality, in line with provisions of international labour standards.
- Activity 1.4.2 Develop a training package for public policy makers on promoting gender equality in the workplace, based on provisions of international labour standards
- Activity 2.2.3 Develop a guide for trade unions on promoting gender equality in the workplace.
- Activity 3.3.2. (b) Produce webinars and videos in line with "The women at work initiative" for online training delivery on relevant UN Women, EU and ILO platforms.
- Activity 4.1.2 Disseminate the training package on promoting gender equality in the workplace and assist interested employers' organizations and companies with selfassessment.

### b. Project Management Structure

The ILO Coordination team in Geneva led by the Chief of the Multinational Enterprises and Enterprise Engagement Unit (MULTI) at the ILO Enterprises Department and the Technical Officer in the same unit acted as the management team of the ILO Component over the inception phase and until the Policy Specialist (50 per cent) was in post as of 1<sup>st</sup> September 2018. Administrative assistance for the project was provided by the Administrative Associate, who was appointed in September 018 until December 2018. The project team in Geneva provided consistent and timely support and coordination to the project activities over the Year 1 reporting period. The ILO office in Tokyo is also playing a key role in liaising with ILO Constituents and key counterparts in Japan.

At UN Women HQ, the project is currently managed by a project team within the Economic Empowerment Section in the Policy Division. Led by the Project Manager, the team consists of the Women's Empowerment Principles Specialist, Knowledge Management and Innovation Specialist, Communications and Visibility Analyst and Operations and Reporting Associate.

The project is also supported by country coordinators in Canada, Japan and the United States.

## 3. Purpose, Scope and Clients

#### a. Purpose

While the overall project (implemented jointly by UN Women) will undergo an external mid-term evaluation, the ILO will produce and implement an internal evaluation of the ILO component. The report of this internal evaluation will be used to provide input to the external mid-term evaluation.

The mid-term internal evaluation serves three main purposes:

- i. Give an assessment of level of achievement of objectives as set out in the project document ; assess performance as per the foreseen targets and indicators of achievement at output level and indicative achievements of outcomes; strategies and implementation modalities chosen; partnership arrangements, constraints and opportunities.
- ii. Determine to what extent the strategic approach of the programme reflects the ILO comparative advantage.
- iii. Provide recommendations to improve performance and strategies, institutional arrangements and partnership arrangements, and any other areas within which the evaluation team wish to make recommendation.

### b. Scope

**Timeframe**: The midterm internal evaluation will cover the time period, 1 January 2018 to 31 July 2019, which is halfway through the project implementation.

**Geographic scope**: The midterm internal evaluation will cover the ILO component of the project and its linkages with the implementation of the project by UN WOMEN at the global level as well as in Canada, Japan, and the United States and linkages with stakeholders in the European Union.

**Programmatic coverage**: The midterm internal evaluation will cover ongoing project activities and will assess all outputs produced since the beginning of the project and the level of achievement of the three immediate outcomes and will provide recommendations for improvements

#### c. Clients

The primary clients of the evaluation include the constituents of the ILO, the project joint steering committee (JSC), project partners and stakeholders, the project management unit, the ILO Office in New York, and the European Commission. The findings and recommendations of the evaluation will be used to contribute towards improvement in the remaining project implementation period and toward the sustainability of the project outcomes.

#### 4. Fyaluation Criteria

The evaluation will cover the following evaluation criteria i) relevance and strategic fit, ii) validity of design, iii) project progress and effectiveness, iv) efficiency of resource use, v) effectiveness of management arrangements and iv) impact orientation and sustainability as defined in ILO policy guidelines for results-based evaluation<sup>26</sup>. Gender concerns are based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007). The evaluation

<sup>&</sup>lt;sup>26</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations, 2012

will be conducted based on the attached ILO Evaluation Policy Guidelines and following UN evaluation standards and norms.  $^{27}$ 

In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outputs and outcomes/immediate objectives of the project using the logical framework indicators.

#### a. Key evaluation questions

As mentioned in the previous section and in line with ILO evaluation guidelines, the project should be assessed against six evaluation criteria. A number of questions have been developed for each set of criteria, as set out in the table below. The following key evaluation questions (second column; these are not extensive) are expected to be answered through this mid-term internal evaluation:

**Table 1: Key evaluation questions** 

Evaluation criteria		Related key evaluation questions	
g.	Relevance and strategic fit	<ul> <li>How appropriate is the intervention strategy and is it proving effective in meeting the project's objectives?</li> <li>How has the intervention's design and implementation contributed so far (or not) toward the ILO goal of achieving gender equality and promoting international labour standards and policies on gender equality in G7 countries?</li> </ul>	
h.	Validity of design	<ul> <li>Was the design process adequate?</li> <li>Is the project logical and coherent? Do outputs causally link to the intended immediate outcomes/objectives?</li> <li>Are the activities and outputs of the project consistent with the overall goal and the attainment of its outcomes? Were the outcomes, targets and timing realistically set?</li> </ul>	
i.	Project progress and effectiveness	What progress has the project made towards achieving its specific objectives? Is this progress sufficient? What are the reasons/factors behind that progress?	
j.	Adequacy and efficiency of resource use	<ul> <li>Are resources (human resources, time, expertise, funds etc.) allocated and used strategically to provide the necessary support and to achieve the broader project objectives?</li> <li>How efficient is the project in utilizing project resources to deliver the planned results? How efficient is the project in delivering on its outputs and objectives?</li> </ul>	
of management		Is the management and governance arrangement of the project adequate? Is there a clear understanding of roles and responsibilities by all parties involved?	

<sup>27</sup> ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

l.	Sustai	nability	
	and	Impact	
	orientation		

- Is the project strategy and project management steering towards impact and sustainability?
- What more should be done to improve sustainability? What is needed to leave sustainable results in the particular thematic areas addressed by the project?

## 5. Methodology

The midterm evaluation will include the following approaches and data source review:

#### 1. **Desk review**, including:

- existing reports (Inception Report, First Progress Report), project document and action fiche;
- o EU Partnership Instrument Monitoring Systems and project result matrix;
- existing documents and sources related to the project (event, meeting and activity concept notes, links to events available on websites, social media reports, finalized outputs).

The desk review of all the key project documents will be conducted at the early stage of the evaluation process. The results of the desk review will further inform the methodological approach of the evaluation and will ensure the use of specific evaluation techniques to evaluate and report on the evaluation findings.

2. **Key project informant interviews**, ILO project staff in NY, Geneva, and Tokyo, UN Women project staff in New York, Canada, Japan and the United States.

#### 3. Representatives from the following groups:

- National Advisory Groups members and constituents,
- Government staff, employers, unions, individual experts who have received training or otherwise worked with the project,
- UN and other development agencies who are partners of the project,
- Other stakeholders.
- 4. **Presentation** of preliminary evaluation findings, conclusions and recommendations.

The evaluation will apply the appropriate methodology to address human rights and gender equality. The key elements that need to be considered are:

- Stakeholders participation in the evaluation to avoid biases, such as gender biases, distance biases (favoring the more accessible), power bias or class bias, with inclusion of the most vulnerable.
- Adequate sample (in case of larger groups) addressing the inclusion of women and men of the diverse stakeholders groups.
- Mixed-methods: the evaluation should apply both quantitative and qualitative methodology to gather and to analyze data and to offer different perspectives to the evaluation.
- Data disaggregation by the Human Rights applied criteria and GE approach.
- Triangulation: data from different sources are compared to confirm the inputs.
- Validation of the findings with different groups to increase the accuracy and reliability of the findings.

The evaluation will comply with UN Norms and Standards and UNEG ethical guidelines. This TOR is accompanied by the code of conduct for carrying out the evaluation.

#### Main Deliverables

The evaluator will provide the following main outputs:

- An inception report
- A draft report
- A final report (with lessons learned and good practices templates completed)
- An evaluation summary using the ILO Evaluation Summary template

The evaluator will produce (a) an inception report with a section of definitions for activities, outputs, outcomes and objectives and (b) final report according to the ILO evaluation guidelines and reflecting the key evaluation questions. The quality of the report will be determined by conformance with Checklist 4 'Formatting Requirements for Evaluation Reports', and Checklist 5 'Rating for Quality of Evaluation Reports'. The maximum length of the final report should be about 20 pages long.

The expected structure of the final report as per the proposed structure in the ILO evaluation guidelines is outlined below:

- Cover page with key intervention and evaluation data
- Executive Summary
- Acronyms
- Description of the Project
- Purpose, scope and clients of evaluation
- Methodology
- Findings (organized by evaluation criteria)
- Conclusions
- Recommendations
- Lessons learned and good practices

The evaluator is required to append the following items:

- Terms of Reference
- Data collection instruments
- List of meetings / consultations attended
- List of persons or organisations interviewed
- List of documents / publications reviewed and cited
- Any further information the evaluator deems appropriate can also be added.

# 7. Management Arrangements and Work Plan

#### a. The Evaluator

The internal evaluator should be a suitably qualified evaluation expert with extensive experience in evaluations particularly within the ILO and ideally also the subject matter in question. Full command of English as working language will be required.

#### b. Work Plan & Time Frame

The evaluation process is expected to be concluded within 8 weeks (effectively translating into 30 work days as per the work plan below). The ILO Policy Specialist will act as the Evaluation Manager and be the direct focal point for support during this time.

The draft report is expected to be submitted **not later than 30 September 2019** to the Evaluation Manager. Two weeks days will be allocated to concerned parties to provide inputs, where after the Evaluation Manager will return the draft report to the evaluator **not later than 14 October 2019**. The final report should be submitted to the Evaluation Manager **not later than 31 October 2019**.

The table below gives an indication of the planned activities in the final evaluation process with the corresponding time.

Table 1: planned activities in the final evaluation process with the corresponding timelines.

Phase	Responsible Person	Tasks	Proposed timeline	Number of days
ı	Evaluator	<ul> <li>Desk Review of project related documents</li> <li>Telephone briefing with ILO MULTI HQ, ILO New York and ILO and UN WOMEN Project staff</li> <li>Preparation of the inception report</li> </ul>		10
II	Evaluator (logistical support by the project)	<ul> <li>Interviews with stakeholders</li> </ul>		5
IV	Evaluator	<ul> <li>Draft report based on desk review, interviews         /questionnaires with stakeholders</li> <li>Debriefing/Presentation of preliminary findings</li> </ul>		5
V	Evaluation Manager	<ul> <li>Circulate draft report to key stakeholders</li> <li>Stakeholders provide comments</li> <li>Consolidate comments of stakeholders and send to evaluator</li> </ul>		8
VI	Evaluator	<ul> <li>Finalize the report including explanations on why comments were not included</li> </ul>		5
VII	Evaluation Manager	<ul> <li>Review the revised report and submit it to EVAL for final approval</li> </ul>		2
		Total number of working days for Evaluator		30

## 8. Legal and Ethical Matters

The evaluation will be carried out in adherence with the ILO Evaluation Policy, ILO Policy Guidelines for Results-Based Evaluation; UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct and the OECD/DAC Evaluation Criteria.

In accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects" the gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and, if feasible, the evaluation team. Moreover the evaluator should review data and information that is disaggregated by sex and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

Ethical safeguards should be maintained during the evaluation process and women and men will be interviewed in ways that avoid gender biases or reinforcement of gender discrimination and unequal power relations.

#### 9. Relevant Documents

**Project Document** 

**UN Evaluation Group Norms and Standards** 

**UN Evaluation Ethical Guidelines** 

**ILO Code of Conduct** 

**ILO Evaluation Policy** 

**ILO Policy Guidelines for Results-Based Evaluation** 

Checklist 5: Preparing the evaluation report

Guidance Note 4: Integrating gender in the monitoring and evaluation of projects