



FIRST ITEM ON THE AGENDA

Thematic evaluation report: Gender issues in technical cooperation**Introduction**

1. The Officers of the Committee on technical cooperation selected the theme of this paper on 9 June 2004. The paper reports on the findings of evaluations¹ of a selection of ILO technical cooperation programmes and projects over the last five years that have either been completed or are still under way. Overall, the ILO implemented over 1,000 programmes and projects during this period.
2. The criteria for selection were to include at least one technical cooperation project or programme from each region, and sector, as well as at least one implemented by ACTRAV, ACT/EMP, the Social Dialogue, Labour Law and Labour Administration Department (DIALOGUE) and the International Training Centre of the ILO (ITC Turin). Programmes and projects were selected after consultation with the regions, sectors, ACTRAV, ACT/EMP, the Policy Integration Department (INTEGRATION), the Development Cooperation Department (CODEV), and ITC Turin.
3. Thirty-four programmes and projects were examined. These included 19 gender/women-specific programmes and projects, and 15 gender-mainstreamed programmes and projects. Programmes and projects which had to have been completed in the last five years, have been subject to an evaluation and evaluation reports are available. A list of all programmes and projects considered in this report are included in Appendices I and II.

Background

4. In line with the Platform of Action adopted by governments at the Fourth World Conference on Women in 1995, the Office endorsed gender mainstreaming² as a strategy to achieve gender equality in the world of work in 1999. The ILO's first strategic budget:

¹ Either mid-term and/or final evaluation reports. Those with only self-examinations reports were excluded.

² See glossary of definitions in Appendix III.

Programme and Budget for 2000-01, and the decent work report identified gender as cross-cutting for the four strategic objectives of the Organization. In the Programme and Budget for 2004-05, the ILO introduced for the first time a shared policy objective on gender equality: *ILO constituents take positive action to increase gender equality in the world of work*. Furthermore, the 2004 International Labour Conference resolution concerning gender equality, pay equity and maternity protection called for the mainstreaming of gender in labour market policies and programmes.

5. Specifically, the International Labour Conference at its 87th Session (June 1999) adopted conclusions concerning the role of the ILO in technical cooperation. On gender equality, the conclusion stated that the gender equality aspect and questions of equal opportunity must be emphasized and integrated in all technical cooperation programme activities of the ILO.
6. As a result of earlier policy and practical approaches taken by the ILO, promoting gender equality through technical cooperation within the last five years has been carried out through quite a number of gender-specific programmes and projects. These included programmes such as more and better jobs for women (MBJ), gender, poverty and employment (GPE), expanding employment opportunities for women (EEOW) in Asia, women's entrepreneurship and gender equality (WEDGE) and vocational training for low income women (FORMUJER) in Latin America, as well as individual country projects.
7. At the same time there have been intensified efforts to integrate gender concerns into "mainstream" projects addressing technical areas under the four strategic objectives of decent work, including promoting fundamental principles and rights at work, the International Programme for the Elimination of Child Labour (IPEC), employment promotion, social protection, strengthening employers' and workers' organizations, and strengthening labour relations and social dialogue.

Major objectives of the programmes or projects examined

8. The programmes or projects examined cover the following main topics in their objectives which are in line with current ILO strategic objectives:
 - enhancing gender mainstreaming capacity of ILO constituents;
 - capacity building for gender equality and poverty reduction;
 - improving working conditions and social protection for women;
 - employment promotion and skills training for women;
 - enterprise development;
 - self-reliance of indigenous people;
 - promoting fundamental principles and rights at work;
 - strengthening tripartism, social dialogue and employers' and workers' organizations;
 - combating child labour and exploitation of women and children.

9. The types of projects and strategies which contributed to the objective of gender equality were:

Capacity-building programmes and projects:

- Capacity building of constituents and other policy-makers and institutions to understand how gender equality approaches and mainstreaming gender concerns could improve national policy and programme approaches to poverty alleviation and employment generation.
- Improving the capacity of workers' and employers' organizations to increase membership and in particular the participation and membership of women workers and business owners.

Employment opportunities, better working conditions for women workers, programmes and projects:

- Assisting women to be more self-reliant by improving income-generating opportunities, providing skills development, social protection and by strengthening their representation.
- Improving working conditions and employment opportunities (including self-employment) for women workers.

Promoting tripartism, social dialogue and fundamental principles and rights at work projects:

- Improving social dialogue and institutions of social dialogue with a focus on fundamental principles and rights at work, especially non-discrimination and gender equality.

Combating child labour and the exploitation of women and children:

- Improving the status and self-worth of women and girls by skills development, training and education, mobilizing communities (especially women's groups, men, fathers) and ILO constituents' support.

Evaluation results

10. In achieving these objectives a variety of approaches were adopted by the ILO with the cooperation of the constituents and other parties. These were commented on in the evaluations carried out. In examining project evaluations and other reports, a number of key elements were considered:

- For "mainstream" projects in different ILO technical areas these elements were: inclusion of gender in project design (background analysis, objectives, indicators, outputs, activities, institutional and management arrangements and budget); availability of gender expertise to assist the projects; whether technical tools produced were gender sensitive; and inclusion in evaluation terms of reference of impact assessment on gender equality and gender expertise on evaluation teams.
- For "gender/women-specific" projects these elements were: the project strategy to promote gender equality and women's empowerment; whether gender equality tools were adapted and used or new tools produced; and the contribution of the projects to gender mainstreaming in the ILO.

- For both “mainstream” and “gender/women-specific” projects these elements were: inclusion of monitoring mechanisms or impact assessment measures for gender equality; whether data was disaggregated by sex; the participation of both women and men in project activities and as beneficiaries; involvement of governments, employers’ and workers’ organizations; and institutional support and linkages and synergies with other projects and programmes

Capacity-building programmes and projects

11. Capacity building on gender equality and gender mainstreaming was recognised by evaluators in the following projects:

- Gender, poverty and employment (GPE) in Argentina, Brazil, Chile, Costa Rica, Ecuador, Honduras, Nicaragua, Paraguay, Peru programme where the GPE capacity-building package had been accepted by policy-makers and has been and continues to be used as a framework for employment policies and is mainstreamed in the majority of countries where it has been introduced. All nine countries involved have concrete examples of GPE application in policies and strategies of constituents.
- GPE southern Africa project, where 15 South African representatives of the social partners were trained on GPE methodology and in one year delivered face-to-face and distance-learning activities on GPE to 200 people. Nineteen online distance-learning graduates (policy-makers, programme implementers) have produced high-level papers for policy analysis. The GPE perspective has been integrated into government policies, submissions to Parliament, in tendering and in the Office of the Status of Women of the Presidency. Subregional briefs and high-quality policy papers have been prepared.
- GPE Arab region trained trainers at ITC Turin on GPE methodologies in Arabic. Training materials were prepared in Arabic.
- GPE online modular training course, developed in cooperation with the ITC Turin continues to be available for training in all regions.
- Gender mainstreaming (GM) capacity projects in China, Nepal, Uganda and the United Republic of Tanzania created greater awareness, understanding and skills of gender equality and gender mainstreaming among policy leaders from ILO constituents. Gender mainstreaming tools, manuals and action plans have been developed, trainers trained and gender issues introduced in social dialogue. There was a reported increase in women’s representation in workers’ and employers’ organizations, the constitution of one employers’ organization was amended to remove gender bias and gender mainstreaming was increased in other ILO projects in East Africa.
- The enhanced capacity to promote gender equality in the decent employment (interregional) programme developed an array of tools well adapted to target audiences, including an equal employment opportunities information base, Equality at work, being used by governments, trade unions and employers’ organizations and development agencies to improve policy approaches, a resource kit for trade unions has been translated into six languages and is being used by national and international trade union centres, an information guide on protecting female migrant workers translated into three languages and being used by several ILO departments.

- Expansion of employment opportunities for women (EOW) Nepal, aimed at contributing to poverty alleviation, enhancement of the socio-economic status of women and promotion of gender equality. It strengthened the organizational capacity of community-based women's groups and ILO constituents. Trade unions reported that the project had assisted their organization of agricultural workers and women's groups resulting in 728 agricultural workers becoming involved with the union. Forty-two trade union officials were trained on organization of rural women workers. Other results included training of 14 local facilitators (men and women) on gender equality and social justice, paralegal training of trainers for 54 women from village development committees and partner civil society organizations.
 - The workers' education assistance to farm workers' organizations in South Africa project had established a strong foundation for trade union education and training skills, and farm workers were more aware of their rights.
 - The sensitization of social partners on the principles of the ILO Declaration on Fundamental Principles and Rights at Work project in East Africa developed training materials and training of trainers.
12. The factors noted in achieving these results were the ability to include a focus on women's participation in project activities by constituents; validation efforts; trade unions' sensitization on the importance of gender equality for national development; empowerment of women through organizing of women workers; effective support at ILO field level in project implementation and linkages to other ILO projects; good management and competency of project staff; and availability of sex-disaggregated statistics of participation in project activities.

**Capacity-building programme on gender equality, employment promotion
and poverty eradication (GPE)**

This is a dynamic capacity-building tool, centred around a modular training package which illustrates the gender-specific disadvantages of women living in poverty, identifies key policy issues and provides guidance on how these issues can be addressed. The approach was validated in several regions with ILO constituents and has received enthusiastic reception where introduced, and has been adapted and translated. In many regions there has been cost sharing and funding provided by donors providing testimony to its relevance.

13. Challenges which affected the overall impact of the programmes or projects, which often went beyond gender issues, included: weakness in institutional support, e.g. organizational and recruitment difficulties amongst constituents; difficulties to identify trainers and local language training materials; the need to train at operational levels rather than at the macro level; project staff turnover; the need for better targeting of the groups for gender sensitization; the need for ILO support to be more decentralized; the need for project documents and structure to provide better guidance for project implementation and evaluation.
14. Sustainability issues raised were: the need for continued funding required to move beyond current regions and current phases often due to the initial phase of the project being delayed or not finalizing its work; awareness/training materials should be designed and tailored to the needs of targeted participants beyond gender practitioners; need to anchor the programme in an institution rather than with individuals (who move on); updating analysis, knowledge bases and tools to respond to emerging trends requires continuous and substantial external funding; labour-intensive nature of tools; insufficient strategy for ongoing support, including monitoring to institutionalize gender mainstreaming.

Employment opportunities, better working conditions for women workers, programmes and projects

15. A number of programmes or projects were implemented to assist women with improving their opportunities to gain employment and incomes, improve their working conditions, skills and self-reliance. Examples of results noted by evaluators were:
- The More and Better Jobs (MBJ) India project aimed at improving alternative employment opportunities and organization of women *beedi* (cigarette) workers. Outputs were exceeded with 57 self-help groups and 1,151 workers assisted (vs. 25 groups and 500 women planned), skills training and awareness raising for 2,849 workers (vs. 1,000 planned). The objective of the MBJ Viet Nam project was to facilitate school-to-work transition of young women and improve employment opportunities. The module on gender equality and life skills was developed and an established network of trainers has raised awareness. MBJ Mexico sought to demonstrate success of an integrated approach to improving employment and conditions of workers in EPZs and women in the informal economy. The project trained 2,234 women workers, 750 male managers, HRD and government officials, agreements were made with textile companies, women's groups representing 428 women were integrated in seven municipalities, and government resources were mobilized.
 - The FORMUJER project in Argentina, Bolivia, and Costa Rica aimed at capacity building of technical and vocational training institutions to design and implement policies to improve the quality of training for work and increase the employability of women and men. Training technology (curricula, methodologies) products, models of implementation were created and people trained in the regions with 248 courses conducted and 3,400 individuals directly trained.
 - The feeder roads programme project in Mozambique, a labour-intensive public works scheme, contributed to institution building, rehabilitation and maintenance of feeder roads. The socio-economic impact was positive with the gender component positively influencing women's participation in labour-based brigades (average of 13.7 per cent women recruited) and gender-sensitive criteria for selection in skills training increasing women's participation to 17 per cent. Provincial "Gender Nucleus" assisted this and improved working, living and health conditions of workers. Most women heads of families benefited from annual cash income per family of US\$233 for eight months per year and used salaries for home improvement, support for family expenses particularly of children.
 - The strategies and tools against social exclusion and poverty (STEP) project in Burkina Faso aims to introduce microhealth insurance schemes for poor women through women's entrepreneur associations. Several schemes were established providing coverage for women not previously covered. Training courses for women were developed and gender expertise has been deployed.
 - Increasing employment and incomes for women through the women's entrepreneurship development (WED) project in Ethiopia saw field surveys conducted, business case studies prepared and situation analysis of women entrepreneurs in Ethiopia published. A video of successful case studies was developed and used for advocacy. Capacity of the Women's Affairs Department of the Ministry of Trade and Industry was built, support given to the development of women's entrepreneur associations with one noting an increase of 700 in membership, training of trainers conducted, ten business development services

facilitators trained, training of entrepreneurs in basic business skills and marketing held.

- Support to management of ancestral domains of indigenous communities of the Philippines under INDISCO project was aimed primarily to discover and demonstrate an effective methodology for strengthening the capacity of indigenous peoples to manage their ancestral domains in a sustainable way. For the most part the project achieved all of its objectives. These included a survey and analysis of gender issues, development of mechanisms for equal opportunities for men and women to participate in decision-making e.g. ban on liquor in public places, leadership, 20 per cent increase in women's participation in leadership (two women became members of the council of elders and one was elected to the local municipal council), awareness of the complementary role men and women can play in community development processes, establishment of a federation of women's organizations in the domain, awareness of gender issues e.g. men increasing share of childcare, 412 trained on livelihood skills to create income and employment opportunities with 18 livelihood training participants starting business and increasing income by 17 per cent, two groups started community stores, a training module on start and improve business available, at least four existing cooperatives improved their financial management.
 - The strategic approaches towards employment promotion (PEP) project in China was designed to pilot a sustainable, replicable model of micro and small enterprise development and job creation in the urban areas, aimed at laid-off workers (especially women) and the unemployed. Implementation was successful, measured against planned objectives, inputs and outputs with start your business (SYB) vocational training to 6,653 beneficiaries, (2,344 graduated to the following SYB business-planning programme). The Credit Guarantee Fund provided guarantees to 396 loan applications of which 252 were approved with loan disbursements to 233 individual borrowers.
 - The EEW Indonesia project contributed to the design of gender-sensitive policies of the planning ministry, the development of gender training manuals for the national employers' organization, increased income and savings for project beneficiaries, promoted cooperatives as a viable tool to sustain livelihood, and increased confidence of women by being economically stronger. The EEW Nepal saw 16 savings and credit organizations registered as cooperatives with more seeking registration, loan disbursements were increased 13 times in value, and all districts reported increases in women's income.
 - The project on improving working conditions of women in EPZs in Central America (MAQUILA) saw women (and men) beneficiaries more empowered about their rights, increasing their self-esteem, respect, negotiating skills, working conditions, involvement in unions, laid-off workers reinstated and labour inspectors trained.
 - Strengthening the national network of homeworkers project in the Philippines (PATAMABA) through skills training and income-generating activities, developed a successful credit scheme backed up by training on microlending and orientation that was sustainable. Sixteen trainers trained on women's entrepreneurship who in turn trained 1,152 beneficiaries who reported an increase in customers, viable businesses, improved financial position (30-50 per cent more income), and 95 per cent could prepare business plans.
- 16.** The factors noted in achieving these results were: a participatory, bottom-up approach in planning, implementing and monitoring by constituents, the community and beneficiaries; cultural sensitivities taken account of; committed project partners; good management and administration of the projects; strong analysis (including gender) of the problems; clear

and logical project design; briefing and gaining support of the government; gender sensitization; inclusion of a gender component to improve involvement and conditions of women workers; follow-up and support built into the projects; replication in other countries; full support of the ILO field technical expertise and use of ILO tools and methodologies (GPE, SIYB).

Highlights on participatory approaches

The MBJ Mexico project was in line with priorities for workers' and employers' organizations, which were women's employment, tools to improve conditions of work and productivity, better labour relations and incomes. There was good ownership by the Government of the results and commitment to project activities including mobilizing resources from state and municipal institutions. The MBJ India project was found to have a problem with analysis and understanding of the social, cultural, economic and political contexts and an accurate assessment of experience and capacities of implementing partners. Full participation of trade unions, employers' representatives, government representatives, civil society organizations and women *beedi* workers determined local strategy. Ownership of the project stimulated trade union activism on behalf of *beedi* workers, including assisting the organizing of these workers.

The INDISCO Philippines project carried out a survey and gender analysis of gender issues in the community, which formed the basis for developing the gender awareness programme and setting up indicators and monitoring mechanisms.

The TICW Greater Mekong project carried out planning and early initiation of community-based activities which added weight to the argument that gender relations are critical to both the problem of trafficking and its solution. The project used a systematic and participatory approach to project development, which assisted high-level ownership amongst partners, in particular the government. Partner organizations were effectively selected.

17. Challenges identified which affected the overall impact of these projects, which often went beyond gender issues were: late development of surveys; lack of gender analysis (assessment of needs of both men and women); insufficient detail of sources of information on which problem identification and justification was based; weak analysis and identification of the target groups; lack of training needs assessments; inadequate project appraisal systems; need for project staff briefings on gender; insufficient capacity of implementing partners; need for better selection of income-generating activities benefiting women; focus mostly on traditional "women-dominated" enterprises; unavailability of qualified trainers on gender; political delays and changes in government; civil conflict; absence of monitoring mechanisms; involving workers' and employers' organizations in implementation strategies; need to decentralize some management aspects.
18. Sustainability issues raised were: need for an exit strategy to deepen and build on achievements; the need to go beyond micro levels and consolidate achievements at higher policy levels; to establish systematic monitoring to identify good practices; uncertain long-term commitment of partners after project life; too ambitious for funds allocated and objectives set; and the need to implement more project activities in the informal economy; better coordination with other ILO programmes, e.g. GPE.

The WED Ethiopia evaluation recommended that because of the pilot nature of the project more attention should be devoted to systematic reporting, monitoring and lessons learned so as to document good practices, strengths, and weaknesses, in order to allow sustainability, replication and the defining of a clear exit strategy.

Promoting tripartism, social dialogue and fundamental principles and rights at work projects

19. Projects to improve social dialogue and institutions of social dialogue and promote fundamental principles and rights at work had the following examples identified by evaluators of results:

- Project to improve labour relations and promotion of women's economic equality in Colombia. The second objective of the project sought to contribute to generation of quality employment for poor women to reduce poverty and increase economic and social equality. Training manuals on gender and micro-enterprises were designed and validated, micro-enterprise business development plans prepared, seminars were held with trade union federations on topics such as gender, poverty and employment, women workers and collective bargaining. Baseline studies on poor women's economic development were carried out, 80 per cent of beneficiaries of organized economic activities were poor women, heads of households.
 - The promotion of social dialogue in francophone Africa project (PRODIAF) was successful in increasing awareness among constituents on gender issues and women's participation in social dialogue systems. As a result gender was taken into account in project activities and national studies, women's participation in workshops and seminars was encouraged, accurate counts of participants by sex were made, meetings with women trade union officials held.
 - The South Asia and Viet Nam project on tripartism (SAVPOT) organized a number of gender-specific activities including addressing gender issues at the enterprise level. The Nepal chapter assisted three competing unions to understand the importance of gender equality for national development. A joint trade union committee formed to deal with social dialogue and women's rights evolved into a tripartite committee on gender issues and then a subcommittee on gender in the National Labour Advisory Council.
 - The strengthening labour relations in East Africa (SLAREA) project addressed gender issues in workshops covering strengthening employers' and workers' roles in labour relations, social dialogue and tripartism, mediation and conciliation, labour dispute prevention, globalization and labour law reform. Gender equality was a topic to sensitize social partners on gender issues and non-discrimination. Women's participation was 33 per cent in workshops and female resources facilitated workshops.
 - In the project on promoting fundamental principles and rights at work in the Ukraine gender concerns were included in collective bargaining training and a guide to collective bargaining on gender equality was translated and adapted.
- 20.** The factors noted in achieving these results were: the ability to include a focus on women's participation in project activities by constituents; trade unions sensitization on the importance of gender equality; effective support at ILO field and headquarters level in project implementation and linkages to other ILO projects; good management and competency of project staff; availability of sex-disaggregated statistics of participation in project activities.
- 21.** Challenges identified affecting the overall impact of these projects which often went beyond gender issues, were: governments changing policy priorities; political changes in the countries; slow legislative reforms; change in trade union leadership; steering and advisory committees not established; overambitious project objectives and activities; costly survey instruments; absence of a strategy to mainstream gender in activities; awareness raising not translated into on-the-job capacity building; lack of statistical data to measure progress; weak organizational capacities of constituents; logistical problems and lack of sufficient support from ILO headquarters.

Data collection

The SLAREA project evaluation found that the project had paid attention to the project strategy to ensure at least one-third of participants in training were women and had achieved this in national and subregional activities. However, there were difficulties in collecting and gathering statistics for measuring progress due to the incapacity of the social partners to compile, analyse and release data.

The evaluation team of the project promoting fundamental principles and rights at work in the Ukraine took special note of the gender components of the project. It found that the plan to construct gender information centres and a planned survey was not the most appropriate way to achieve less discrimination against women and more equality of opportunity. It saw the need for increased technical support and training by the ILO, particularly in sensitive and vital areas including gender issues.

22. Sustainability issues raised were: time frame too short to ensure sustainable practices and follow up on good practices; need to redirect project focus to train constituents on freedom of association and collective bargaining integrating gender equality; need for mainstreaming gender in training materials; need to establish gender-focused working groups from constituents; develop better linkages with training institutions.

Combating child labour and the exploitation of women and children projects

23. Projects that sought to combat the trafficking of children for labour exploitation and to combat the exploitation of child domestic workers had the following examples of results:
- The Greater Mekong subregional project to combat trafficking in children and women (TICW), Cambodia, China (Yunan province), Lao PDR, Thailand and Viet Nam conducted effective stakeholder ownership exercises, briefings on gender and produced project management guidelines and gender studies. The project had a positive influence on national and local government structures and civil society organizations, enabling engagement on issues not previously focused on and development of plans to address the problem.
 - The combating the trafficking of children for labour exploitation in West and Central Africa (LUTRENA) project helped create a legal framework and strengthened national capacities. It prevented further trafficking of girls and boys and rehabilitated others through direct action programmes. It improved knowledge on the phenomenon of child trafficking and its gender dimension. Models of prevention for trafficking, withdrawal and reintegration of affected children were developed and good practices recorded.
 - The child domestic workers (CDW) projects promoted regional agreements on child labour and national task forces. Rapid action surveys, studies for adoption of legislation and working with organizations of adult domestic workers were featured. Girls and boys were withdrawn, prevented and protected, awareness, including the gender dimensions, was raised on the problem, children were intercepted and those trafficked for CDW were rehabilitated, and half-way houses were established in the Philippines. The Government of the Philippines adopted a magna carta for household helpers.
24. The factors noted in achieving these results were: gender-sensitive background analysis and justification for projects; mobilizing and uniting various beneficiaries and partners – governments, employers' and workers' organizations, civil society, and the general public, including stakeholder ownership exercises; systematic and participatory approach in project design; harmonized national legislation at the subregional level; addressing the demand for child labour – parents, traditions and customs; activities for awareness raising

and prevention; identification, withdrawal and reintegration of children; strategy integrated into national strategies and approved by government; effective efforts to change gender-based exclusion practices, culturally-sensitive discussions with employers; effective communication between ILO staff in the region and headquarters.

25. Challenges identified which affected the overall impact of these projects and which often went beyond gender issues were: poor design; no gender analysis; gender not considered in target groups; baseline survey assessments after projects had started; no specific gender objectives; no indicators and means to verify achievement of objectives from a gender perspective; monitoring system needed strengthening; need for mechanisms to track and record impact and identify good practices; the need for maintaining ownership at all levels; capacities of staff and partners to be strengthened in order to monitor impact; resistance by employers; feared interference in family; administrative and funding delays.
26. Sustainability issues raised were: short time frame of projects needing further phases to consolidate gains; need for better links to IPEC; absence of analysis and strategy to address gender and socio-cultural issues relating to the problem, including gender awareness among decision-makers and their capacity and the ability to bring about change; reliance on government and civil society. continued engagement on trafficking, political will, budget allocation and implementing plans of action; need for good baseline material; need to work with groups dealing with gender issues not just women; greater involvement with workers' and employers' organizations; need to address non-traditional skills for both women and men.

Key issues and findings

27. This report is timely and provides an opportunity for the Organization to reflect on the results of "gender/women-specific" and "mainstream" projects. Information drawn from evaluations has enabled the identification of good practices on gender mainstreaming and the assessment of the overall extent of gender mainstreaming in ILO technical cooperation. Future directions to strengthen the integration of the gender dimension more systematically in all ILO projects and programmes have also been identified.

Project formulation and design of "mainstream" projects

28. Evaluations found that for gender equality to be addressed during the life of "mainstream" projects it is essential that a gender mainstreaming strategy is included in the project document that forms the basis for the actual implementation. Otherwise, there is every possibility that gender issues will be neglected or tackled in an ad hoc manner during the execution of the different phases of the project cycle. However, evaluations show that it is not enough to analyse the different situations and needs of women and men within the background and justification section of the project document, but that all the components of the project need to be gender sensitive for gender equality to be addressed in practice.

“Gender-sensitive” project design

INDISCO: This is an excellent example of how to mainstream the promotion of gender equality throughout the whole product document. Gender is part of the background and justification section; it is included throughout the project, and promoting gender equality is part of two immediate objectives and corresponding outputs. Activities to achieve the objectives and six indicators are in place to measure the achievements. Evaluators noted that the declaration of support towards gender equality in the community from the very project inception has assisted in overcoming inherent, but often unspoken, resistance to deal with gender issues.

Involvement of constituents, implementing partners and beneficiaries

- 29.** For both “gender/women-specific” and “mainstream” projects, evaluations noted that when constituents, implementing partners and beneficiaries are actively involved in project planning and its launch, the chance of project success and sustainability is increased. They have local knowledge of problems and needs of both women and men on which to base project design. Assessing their ability to promote equality between men and women in employment is also a critical element of the background analysis of any project and building their capacity at a local level contributes to longer-term impact on gender equality.

Recognition in evaluation reports of the involvement of ILO constituents

EOW Nepal: There was a strong gender focus in the immediate objectives, indicators and activities. The project subcontracted responsibilities to workers’ and employers’ organizations, local government and selected civil society groups with a focus on strengthening institutional capacities and policy-making functions. As a result, trade unions (DCONT and NTUC) established women’s groups which continued functioning after project activities were completed. They broadened their mandate of organizing agricultural workers and better understood gender equality issues. The national employers’ organization (FNCCI) assisted project beneficiaries in marketing at local levels in cooperation with chambers of commerce and linked rural women producers with women entrepreneurs in Kathmandu.

EOW Indonesia: The Planning Ministry (BAPPENAS) developed the capacity to formulate gender-responsive planning instruments. The national employers’ organization (APINDO) and a national union (SPSI Reformasi) implemented gender-awareness activities and drafted gender training manuals for use with members. One provincial government allocated budget resources to support the project.

MAQUILA Central America: The project design was fully participatory. Further, the project strategy was changed after meeting resistance and concern that the project was working initially with only one organization that only targeted women workers. Consultation with project partners, including employers’ and workers’ organizations, led to gender-sensitization programmes and involvement of male workers (9 per cent trained) leading to enhanced commitment by project partners.

Monitoring and impact assessment

- 30.** For both “gender/women-specific” and “mainstream” projects, evaluations found that to measure the differential impacts of projects on women and men and on relations between them it is critical to assess the socio-economic situation of women and men *before* the project commences. Therefore, it is important to conduct baseline surveys at an initial stage of both “gender/women-specific” and “mainstream” projects. These can then guide the formulation of relevant gender indicators at the project design stage.
- 31.** A number of the projects evaluated used participatory methodologies which are important for effective design and monitoring and included specific indicators to measure impact on gender equality, but most did not, making it more difficult for the evaluation team to capture gender dimensions.

Mention in evaluation reports of baseline surveys and gender-sensitive indicators

TICW Greater Mekong project: An analysis was made on the social aspects based on case study material in each country, with a specific focus on the situation of trafficking of children and women. This enabled informed development of the project framework and the basis on which stakeholders built the project design.

PEP China project: The task of identifying the impact on beneficiaries was difficult since the project had not conducted a baseline survey and drawn up a comprehensive set of impact indicators.

EEOW Indonesia project: Detailed or measured socio-economic profiles of the project sites or regions were not undertaken, making systematic group-based monitoring difficult.

MAQUILA Central America project: A good effort was made to use gender-specific indicators that demonstrated the impact of the project beyond the (quantitative and qualitative) results.

Feeder roads programme project in Mozambique: The lack of quantitative baseline information resulted in difficulties to measure the project's impact on the target beneficiary groups.

Improvement of labour relations and promotion of women's economic equality Colombia: The project was designed based on the needs expressed by the Government, unions and consensus of other partners.

Data collection

32. Often in “mainstream” projects as well as in “gender/women-specific” projects data are not disaggregated by sex, not even for the intended target groups. It is important to also know the participation rates of women and men in all project activities; otherwise, it is difficult to measure impacts compared to objectives and indicators. For example, in projects intended to equip women and men to aspire to leadership positions, the absence of data on the number of women (and men) attending training on leadership or negotiating skills makes it hard to show how the project has contributed to any change in gender patterns of leadership, should this occur.

Evaluation comments on data disaggregated by sex

PEP China: Oral evidence suggested that the participation of the local women's federations and selection of beneficiaries seemed to have been done with gender sensitivity. However, there was no systematic record and report on the process and outcomes of the gender development.

MBJ India: More attention was called for on data collection such as baseline data for the target group to allow for measurement over time, e.g. health data on OSH hazards for the workers, market information and specific opportunities for alternative employment.

Workers' education assistance to farm workers in South Africa: There were few statistics on the number of women and men farm workers in the project background. There was an absence of sex-disaggregated data, which made it difficult to assess the levels of women's participation although partial data indicated 24-48 per cent women's participation in some activities.

Evaluation missions

33. If in the terms of reference (TOR) for evaluation missions of “mainstream” projects an analysis of how men and women benefited from the project and how gender equality has been promoted through the project is not specifically required, then there is a strong probability that the evaluation report will be silent on gender equality outcomes. Similarly, if the TOR does not require an assessment of the involvement of men in a “gender/women-specific” project, or its impact on gender mainstreaming in policies, programmes and institutions associated with the project, then this assessment will not be done. The best evaluation results have been found where the TOR spelled out very specific questions to be addressed in relation to gender equality promotion. For example, out of the 15 “mainstream” programmes and projects, five mentioned gender in the terms of

reference, five had no reference and it was not clear for the remaining five whether the evaluation teams were given specific guidance on examining gender aspects.

34. It is also important that at least one of the technical experts also has gender expertise on the evaluation team, particularly for “mainstream” projects, so that the impact of the project on gender equality will be highlighted, even if the TOR for the evaluation are silent on gender or the project is weak in its gender equality focus. The evaluation team can thus provide essential advice in refocusing or redirecting the project to deal with gender issues in an effective way.
35. Evaluation missions are guided by the achievement of the objectives set, indicators and outcomes of the project as found in the original project document. If these and project progress reports are not gender sensitive then gender aspects are likely not to be examined. Because evaluators focus on the actual project design, even when there has been action to address gender inequalities, these may not be reported on and remain invisible unless these have been highlighted in progress reports by project staff and interviews.

Evaluation missions’ mandate on gender impacts

PRODI AF: Having a gender-sensitive gender team ensured gender was taken up in the report. The “constraints” section mentions women’s low representation and thus difficulty to integrate gender issues. The report points out that although the project document is silent about gender, efforts were made in the implementation stage, including national studies, in which gender issues were taken up; and to increase the number of women participants in project activities, meetings with women trade unionists were held.

Feeder roads programme Mozambique: Final evaluation included the impact of the activities and income level of women in the TOR as well as specific attention to the results of the gender component and activities of the programmes. The team included a consultant specializing in gender and socio-economic issues in Mozambique.

Programme in support of employers’ activities: Although gender issues were not part of the TOR, the evaluation noted that overall the programme had been executed in an efficient manner and that gender activities had been conducted in several countries, reflecting that gender equality is a topic in ACT/EMP technical cooperation. However, there is no reporting on how these activities were implemented, and what the impact was.

CDW Indonesia: The evaluation team included gender expertise. It found that baseline data were collected but there was no gender analysis. The fact that only 10 per cent of the target group were boys was missed. Recommendations were made to improve gender approaches such as better data collection and management, promotion of gender awareness in the community and the forming of a CDW organization.

Project objectives and strategies for gender equality promotion

36. Most of the “gender/women-specific” projects had a target-group approach to reduce poverty through improving the access of women to resources. This was often done through assisting women to be more self-reliant by improving income-generating opportunities, providing skills development, social protection, awareness raising on women’s rights, organizing them and strengthening their representation. By and large, evaluations found that most of these projects achieved and sometimes even exceeded targets for training women, increased participation rates of women in decision-making, and in trade unions and employers’ organizations, increased their incomes through entrepreneurship development, increased the number of women covered by health insurance schemes, increased the share of men involved in childcare and set up savings and credit organizations and schemes. A common feature was a participatory bottom-up approach in planning, implementing and monitoring by constituents, community and beneficiaries, accompanied by strong gender analysis, gender studies and tools development.

37. As gender mainstreaming was not necessarily a stated objective in “gender/women-specific” projects, evaluations did not really address this. In a number of projects, however, the objectives and strategies included the integration of gender issues into labour law and capacity building of constituents on gender equality. Challenges for “gender/women-specific” projects include sustainability related to continued institutional support and monitoring mechanisms for these approaches and their full integration in ILO technical programmes to further enhance Organization-wide gender mainstreaming. This is particularly critical as in certain contexts “gender/women-specific” projects remain the principal approach to addressing gender inequalities.

ILO institutional support and synergies

38. The technical nature of the Office’s involvement in the programmes or projects was commented on in evaluation reports. Evaluations recommended in many cases that technical support and supervision on gender mainstreaming be decentralized to the field.
39. On financial and administration issues, evaluations found that most projects were affected by delays in the release of financial commitments leading to loss of momentum of projects and impact on the enthusiasm and morale of participants. Delays in commencement of projects meant a shorter project life, which affected long-term impact because planned activities were cancelled. Cited reasons included slowness in approval by host governments of the projects, and slowness in recruitment of project staff and establishment of project offices and facilities. These are problems and challenges beyond gender issues which affect the effectiveness of all projects, including gender-related ones.
40. Evaluations found that there was a tendency for projects to be more gender sensitive when funded by donors that have their own gender and development policies and required reporting.
41. Evaluations also saw the need for better synergies with other ILO projects in the country and region to reduce duplication and support a multidisciplinary and coherent approach to gender equality promotion.

Evaluations’ recognition of ILO institutional support and synergies

MBJ India: The field and headquarters staff had provided useful inputs in all stages of the project cycle including on technical, administrative and financial matters, but recommended for future projects that finance and administration be decentralized from headquarters to the field office.

Workers’ education assistance to farm workers in South Africa: The support given to the project from the field specialists was recognized as being of crucial importance as the project suffered from high turnover of local project coordinators and the lack of a chief technical adviser. The country office also gave good administrative support.

Promoting fundamental principles and rights at work Ukraine: The project staff had generated enthusiasm amongst beneficiaries. However, for long-term success, the evaluators saw a need for the ILO to substantially increase technical support in sensitive and vital areas including gender issues. A subsequent mission from ILO headquarters and the Subregional Office made specific recommendations to improve the mainstreaming of gender in the project.

TICW Greater Mekong: A good learning approach of the project drawing on good practices within IPEC country programmes was noted. There was effective communication with the field gender specialist, useful inputs from field vocational training and enterprise development specialists and headquarters enterprise development, social finance, business development programme and migrant units.

EEOW Nepal: The project provides a good example of how it was an integral part of the ILO Nepal country programme. Cooperation with the time-bound programme of IPEC, STEP and bonded labour projects led to the EEOW building up its capacity on gender mainstreaming.

SAVPOT evaluation found that ILO technical staff in the region had been involved in the project and were able to utilize social dialogue when they were working on other more specific technical projects.

Gender expertise and tools

42. Where the ILO has strong gender expertise in the field (country or subregion) to support projects, then it is more likely that the gender mainstreaming strategy will be achieved. On the other hand, in many cases, staff who were not part of the gender network tended to leave all responsibility to the gender experts rather than accepting their own role in gender mainstreaming. This confirms the validity of the Office-wide strategy to build the capacities of all staff on gender analysis, with gender experts playing a catalytic role. Where project staff of “mainstream” projects are knowledgeable on gender equality issues in the world of work, the gender dimension is fully taken into account throughout the project cycle.
43. Many of the “gender/women-specific” programmes and projects used and adapted existing tools. They also produced an array of gender tools in different technical areas as well as on the institutional processes of mainstreaming which can be effectively used in “mainstream” projects. “Mainstream” projects themselves have produced valuable tools which are gender sensitive, for example, the STEP programme in Africa and Asia.

Evaluations' comments on tools and expertise

MBJ Viet Nam: The project used ILO existing materials such as SIYB and Women's workers rights and gender equality tool kit and collaborated with other projects in the country, which contributed to the project's effectiveness.

Improvement of labour relations and promotion of women's economic equality Colombia: It was suggested that gender, poverty and employment methodologies be used to train beneficiaries and hence make the work of the ILO in this area better known.

Involvement of men

44. Often the preoccupation of “mainstream” projects is how to involve more women, while for “gender/women-specific” projects, the challenge is to involve more men. Evaluations recommended that men who work in partner organizations or male project staff and beneficiaries should be involved in gender-sensitive activities especially in awareness-raising workshops, but also in other activities.
45. Evaluations found that if male leaders and decision-makers are convinced of the benefits of equal rights and opportunities for both men and women in the world of work then they will support gender equality. Not having support from male decision-makers makes it more difficult for women to progress further in achieving their rights. As stated in one evaluation report the “gender problem is a problem for everyone and women's issues are people's issues”.³ Evaluations found that projects had a better chance to have an impact on gender equality in the long term if gender relations were changed through awareness raising, good practices and improvement in the daily lives of beneficiaries.

³ EEOW Indonesia, mid-term evaluation report.

Evaluation reports' comments on involvement of men and women

CDW Philippines: Efforts were made by the project to ensure that young adults who work as CDWs have "decent" jobs, recognizing that domestic work continues to provide jobs to many girls and women from poor population groups. The evaluation team suggested that capacity building include gender training for both women and men at all levels (policy-making and implementation amongst partners and at community level).

TICW Greater Mekong: It was recommended that in future phases of the Viet Nam chapter, advocacy strategies to change values be conducted, including campaigns to reinforce positive male role models and the importance of fathers and husbands in preserving family life and community values.

MBJ Viet Nam: It was noted that gender sensitization for policy-makers can be carried out effectively, perhaps with more cooperation from men if conducted as part of other technical workshops rather than through activities officially called gender awareness raising or training. Focused group discussions rather than training was suggested. Gender mainstreaming China, Nepal, Uganda and the United Republic of Tanzania: As the project emphasis was on capacity building of constituents, there was a high attendance of men in project activities and their understanding, awareness and commitment to gender equality and gender mainstreaming improved. This led to the formulation of strategic plans to address gender equality.

Concluding remarks

46. The evaluations of the selected technical cooperation programmes and projects found that good efforts were made by the Office to make projects more gender sensitive and to integrate gender concerns throughout the project cycle. In some cases the evaluation teams themselves provided gender-sensitive technical advice to project implementers. Tools produced by "gender/women-specific" projects and the participatory gender audits of ILO programmes, field offices and constituent organizations have been important means to assist staff, constituents and partners to understand the "why" and "how to" of gender mainstreaming in technical cooperation. The gender audits of ILO programmes and field offices also brought to light the increasing efforts to mainstream gender into technical cooperation projects as well as the ways to address the still too many projects that continue to be gender blind. There is, however, still a long way to go in institutionalizing this process as called for in the policy positions of the Organization.
47. Innovations are being made to provide incentives and strengthen capacity in "mainstream" projects to address gender issues throughout the project cycle, for example, by including a gender allocation for this purpose in their budgets. Under the technical cooperation resource allocation mechanism (TC-RAM) of the Office, some donors have demonstrated support for gender equality in the world of work. The ILO gender network in the field and at headquarters is providing services and tools in this regard and knowledge management has started on the "how to" of mainstreaming gender in the different technical areas addressed by ILO technical cooperation projects. The Gender Equality Partnership Fund (GEPF) has also been set up by the Office with an initial allocation from the 2000-01 surplus and is seeking further funding to consolidate, expand and sustain initiatives to promote gender equality actions in the world of work. These efforts, spearheaded by the Bureau for Gender Equality in cooperation with the Development Cooperation Department, are currently giving a boost to gender mainstreaming in technical cooperation.
48. Today, the Office is at a crossroads as to the extent and under which conditions "gender/women-specific" projects should be implemented and the need to accelerate the integration of gender into "mainstream" projects. As one project evaluation team said "It is essential that the ILO is clear and consistent as to whether the overall approach of the project is gender mainstreaming with or without women-specific action, or if a combined approach is used". Gender-specific actions are essential to respond to socio-economic differences between men and women and their access to resources. The ILO has been implementing various programmes aimed at promoting employment specifically for women within the framework of poverty eradication as steps towards gender

mainstreaming. This is clearly still necessary in countries and communities where women are more at a disadvantage than men. Women's specific projects provide valuable lessons and tools for mainstreaming gender concerns in legislation, policies, programmes and institutional frameworks, but they need to be integrated into overall ILO technical cooperation strategies to avoid marginalization and improve sustainability. Flexibility is important in order to select an appropriate mix of approaches relevant to the socio-economic context.

49. A key challenge facing the Office is to ensure that there are synergies, coordination and knowledge management through a commonly understood and endorsed strategy for integrating gender concerns in technical cooperation. This is particularly critical at the country level where a mix of "gender/women-specific", gender-mainstreamed, and gender-"blind" projects coexist. The decent work country programmes provide the framework for the constituents and the Office to work together to ensure coherence and coordination of all technical cooperation programmes and projects with respect to gender. Commitment of senior management to project management levels is, however, essential for ensuring that men and women are given equal opportunities as beneficiaries and partners in technical cooperation activities. Gender relations take time to change in any context and they will not be transformed over the life of one project cycle. Therefore, a strategic approach is needed at the country level to promote gender equality in the world of work.

50. *The Committee on Technical Cooperation may wish to recommend to the Governing Body that it request the Director-General to undertake the following, within existing resource levels:*

- (a) ensure that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle. Specifically, this implies the involvement of both women and men in constituents'/beneficiaries' consultations and analysis; the inclusion of data disaggregated by sex and gender in the background analysis and justification of project documents; the formulation of gender-sensitive strategies and objectives and gender-specific indicators, outputs and activities consistent with these; striving for gender balance in the recruitment of project personnel and experts and in representation in institutional structures set up under projects; and, finally in the terms of reference for evaluations, requiring the inclusion of impact assessment on gender equality and gender expertise in the evaluation team;*
- (b) work with donors so that all future ILO technical cooperation partnership agreements make specific provisions to guarantee and support gender mainstreaming in all the programmes included in the agreement;*
- (c) support the continuation and expansion of the Gender Equality Partnership Fund;*
- (d) increase, through technical cooperation, the capacity of ILO constituents and implementing partners to promote gender equality in the world of work.*

Geneva, 4 February 2005.

Point for decision: Paragraph 50.

Appendix I

List of gender-specific programmes and projects reviewed

| No. | Region | Sector | Project title | Project code |
|-------------|---------------|-------------------------|--|---|
| 1 | Interregional | Employment | Enhanced capacity to promote gender equality in decent employment | INT/02/M57/NET |
| | Americas | Employment | Más y mejores empleos para las mujeres en México (More and better jobs for women – Mexico) | MEX/99/M01/SPA |
| | Asia/Pacific | Employment | Improving working conditions and employment opportunities for women in the <i>beedi</i> industry in India (More and better jobs for women) | INT/02/M57/NET |
| | Asia/Pacific | Employment | Promoting more and better jobs for young women in Viet Nam | INT/00/M57/NET |
| 2 | Asia/Pacific | Employment | ILO/Japan Asia regional programmes for expansion of employment opportunities for women | RAS/01/M05/JPN |
| | | Employment | Expansion of employment opportunities for women (EEOW) – Cambodia and Viet Nam chapters | RAS/01/M05/JPN RAS/02/M03/JPN RAS/03/M06/JPN RAS/04/M03/JPN |
| | | Employment | Expansion of employment opportunities for women (EEOW) – Nepal | RAS/98/M11/JPN RAS/99/M07/JPN RAS/00/M09/JPN |
| | | Employment | Expansion of employment opportunities for women (EEOW) – Indonesia | RAS/96/M04/JPN |
| | | Employment | Expansion of employment opportunities for women (EEOW) – Thailand | THA/00/M01/JPN |
| | 3 | Interregional | Employment | Capacity-building programme for gender equality, employment promotion and poverty eradication programme (GPE) |
| Americas | | Employment | Incorporación de la dimensión de género en las políticas de erradicación de la pobreza y generación de empleo en América Latina (GPE) | RLA/02/M53/NET |
| Arab States | | Employment | Capacity-building programme for gender equality, employment promotion and poverty eradication for the Arab States (GPE) | RAB/02/M01/AGF |
| Africa | | Employment ITC Turin | Capacity-building programme for gender equality, employment promotion and poverty eradication in South Africa (GPE) | E11910 E11992 |
| 4 | Africa | DG | Enhancing the gender-mainstreaming capacity of ILO constituents in China, Nepal, Uganda and the United Republic of Tanzania | INT/02/M67/NET |

| No. | Region | Sector | Project title | Project code |
|-----|--------------|---------------------------|--|----------------|
| 5 | Africa | Social protection | Promotion des systemes de micro assurance pour les micros entrepreneurs femmes au Burkina Faso | BKF/00/M51/FRA |
| 6 | Africa | Employment | WEDGE (Women's entrepreneurship and gender equality) – Ethiopia | INT/M01/68/IRL |
| 7 | Americas | Standards | The improvement of labour relations and the promotion of women's economic equality in Colombia | COL/01/51M/USA |
| 8 | Americas | Employment | Formacion profesional para mujeres de bajos ingresos (FORMUJER) | RLA/96/M01/IDB |
| 9 | Americas | Employment | Proyecto para Mujeres Trabajadoras de la Maquila | RLA/97/07/MNET |
| 10 | Asia/Pacific | Standards Employment | Reducing labour exploitation of children and women: Combating trafficking in the Greater Mekong subregion (TICW) | RAS/99/M11/UKM |

Appendix II

List of gender-mainstreamed programmes and projects reviewed

| No. | Region | Sector | Project title | Project code |
|-----|---------------|-------------------|--|--|
| 1 | Africa | Employment | Feeder road programme (FRP) | MO2/96/013 (UNDP/Asdi) |
| 2 | Africa | Standards | Combating the trafficking of children for labour exploitation in West and Central Africa (LUTRENA) | RAF/01/P53/USA |
| 3 | Africa | Social dialogue | Strengthening labour relations in East Africa (SLAREA) | RAF/00/M50/USA |
| 4 | Africa | Social dialogue | Workers' education assistance to farm workers' organizations in South Africa | SAF/96/M03/DAN |
| 5 | Interregional | Social dialogue | Programme in support of employers' activities | INT/98/M23/DAN INT/99/M18/DAN INT/00/M35/DAN INT/01/M27/DAN |
| 6 | Africa | Social dialogue | Programme de promotion du dialogue social en Afrique (PRODIAF) | RAF/97/M14/BEL RAF/04/M02/BEL |
| 7 | Asia/Pacific | Employment | Support to management of ancestral domains by indigenous communities of the Philippines under INDISCO: Dakun project site | PHI/96/M04/NET |
| 8 | Asia/Pacific | Employment | ILO/Japan inter-country project on strategic approaches toward employment promotion (PEP) – China | RAS/01/M08/JPN |
| 9 | Asia/Pacific | Social dialogue | SAVPOT (South Asia and Viet Nam project on tripartism and social dialogue) | RAS/97/M01/NOR |
| 10 | Asia/Pacific | Social protection | PATAMABA – Strengthening the capacities of the national network of home workers in the Philippines: Coping with globalization. | INT/95/M08/DAN |
| 11 | Europe | Standards | Ukraine: Promoting fundamental principles and rights at work | UKR/01/51M/USA |
| 12 | Asia | Standards | Child domestic workers - Philippines, Indonesia | INT/00/12P/NET |
| 13 | Africa | Standards | Child domestic workers - Uganda, Zambia | INT/02/66P/NET |
| 14 | Americas | Standards | Child domestic workers - South America | RLA/00/53P/USA |
| 15 | Caribbean | Standards | Child domestic workers - Haiti | HAI/99/05/050/USA |

Appendix III

Glossary of terms

Gender equality

Gender equality, or equality between men and women, entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without limitations set by stereotypes, rigid gender roles and prejudices. Gender equality means that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born female or male.

Gender mainstreaming

In July 1997, the United Nations Economic and Social Council (ECOSOC) defined the concept of gender mainstreaming as follows:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.