Guidance Note 3.1:
Integrating gender equality in monitoring and evaluation

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International Labour Organization

▶ Evaluation Office

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This third version of EVAL's guidance note on gender equality in evaluation expands on the 2007 and 2016 versions. This update reflects new developments and takes into account the latest United Nations Evaluation Group's (UNEG) guidance on the subject. This is a practical guide to ensure that due attention is given to inclusion of the principles of gender equality and other human rights, as reflected in the guidance note on normative work. The intended audience is all ILO professionals who deliver or manage programmes and projects of development cooperation.

Further reading: *Supplementary guidance note: Integrating gender equality in monitoring and evaluation*

This guidance note is a living document and has not been professionally edited.

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▶ 1. WHY THIS GUIDE?

This guidance note explains why it is important to integrate gender equality[1] systematically into monitoring and evaluation processes. It describes ILO's mandate and policy on gender equality and briefly explains the relationship between gender equality and other human rights by underscoring key related concepts of the ILO's evaluation strategy and the United Nations Evaluation Group Handbook [Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance](#). It also addresses the objectives of the institutional gender mainstreaming and gender-responsive analysis efforts as well as the responsibilities for ILO evaluations in alignment with United Nations System-wide Policy on Gender Equality and the Empowerment of Women (UN-SWAP).

In light of ILO's mandate, managers of ILO technical cooperation projects as well as programming and technical staff should be aware of the requirement to mainstream gender in all activities.

> Gender-responsive monitoring and evaluation systems are as important as a gender-responsive project design. Gender-blind design projects can be corrected by formulating gender-inclusive indicators and conducting gender-responsive evaluations, thereafter keeping track of the project's contribution to the goal of gender equality in the world of work.

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1. Whereas the main focus of the guidance note lies on gender, ways for monitoring and evaluation processes to be responsive to other human rights are also reflected in this document.
2. ILO Governing Body Document GB.292/TC/1 (2005) [Thematic Evaluation Report: Gender Issues in Technical Cooperation](#).
3. [Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance](#)

▶ 2. INTRODUCTION

The 1999 [ILO Policy on Gender Equality and Mainstreaming](#) states that as an organization dedicated to fundamental human rights and social justice, ILO must take a leading role in international efforts to promote and realize gender equality. The policy specifically refers to evaluation as part of the institutional mechanisms that will help in mainstreaming gender. Since then, several Actions plans have aimed to support effective and inclusive gender-responsive delivery of the Decent Work Agenda by operationalizing the ILO Policy on Gender Equality and Mainstreaming. Objectives are reflected in the cross-cutting nature of gender equality in accordance with, among recent policy documents, the [ILO Declaration on Fundamental Principles and Rights at Work (1998 Declaration)](#), the [2008 ILO Declaration on Social Justice for a Fair Globalization](#) and the [2009 International Labour Conference (ILC) resolution concerning gender equality at the heart of decent work](#).

> ❝ *The extent to which ILO development cooperation ignores gender perspectives reinforces unequal power relations between women and men in labour markets and exacerbates women's lower status*
>
> ILO Action Plan for Gender Equality 2018–21

Gender mainstreaming, which is a strategy to achieve the aim of gender equality, should be used throughout the project's lifecycle as required by the March 2005 Governing Body discussion that requested the Office to ensure that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle.[2] Intervention designs should therefore include the following elements:

i. Gender-responsive objectives, outcomes, outputs, activities and gender-specific indicators;
ii. Gender institutional structures set up under projects;
iii. Involvement of both men and women in constituents'/ beneficiaries' consultations and analysis;
iv. Gender-responsive monitoring;
v. Terms of reference for evaluations, requiring the inclusion of impact assessment on gender equality and gender expertise in the evaluation team;
vi. Inclusion of an evaluation scope, criteria, questions and gender-responsive methodology, tools and data analysis, including sex-disaggregated data;
vii. Presentation of findings, conclusions and recommendations reflecting a gender analysis.

Decent Work and non-discrimination are key aspects of the human rights-based approach, which is one of the common programming principles of the UN system. The Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) documents must mainstream principles of non-discrimination and gender equality and pay particular attention to groups subject to discrimination and exclusion.

The [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations](#) provide guidance on how to align monitoring and evaluation (M&E) activities of its Decent Work Country Programmes and projects with the UNEG Handbook[3] that provides step-by-step guidance on how to integrate these dimensions throughout an evaluation process.

▶ 3. KEY CONCEPTS[4]

Gender is a socio-cultural variable that refers to the comparative, relational or differential roles, responsibilities, and activities of females and males. Whereas the sex of men and women is biologically-determined, gender roles are socially constructed. Gender concerns power relationships between women and men. Gender roles are culturally-based expectations about men's and women's identity and behaviour. It is important to recognize that gender roles vary among and within societies and can change over time.

Gender equality: refers to the enjoyment of equal rights, opportunities and treatment by women and men, and girls and boys, in all spheres throughout their lives. People's rights, responsibilities, status and access to and control over resources and benefits should not depend on whether they are born male or female. Instead, every person should be able to develop their interests and abilities and make choices that are free from limitations set by rigid expectations, responsibilities and roles based on stereotypes and discrimination.

ILO is committed to using a gender mainstreaming strategy when operationalizing its four strategic objectives: promote and realize fundamental principles and rights at work; create opportunities to secure decent employment and income; enhance the coverage and effectiveness of social protection; and strengthen tripartism and social dialogue.

Gender mainstreaming recognizes that gender roles affect and are affected by any project, programme and policy dealing in the social, political or economic realm. Mainstreaming gender has two elements: the analytical element (understanding power relations between men and women), and the normative element (creating more gender equality so that women and men have equitable access and control of productive resources and benefits). Monitoring and evaluation support these two components by systematically analysing the effects an intervention has on power relations between men and women, and on the goal of creating more gender equality; and by recommending actions to improve the effectiveness of an intervention to address the different needs of women and men and to contribute to greater gender equality.

Gender analysis is closely linked to the quality control of an intervention by ensuring that it adequately considers gender concerns throughout its planning and implementation, regardless of whether the intervention explicitly targets the empowerment of women or gender equality. Not adequately addressing gender concerns reduces the relevance, effectiveness and sustainability of an intervention. In fact, in the majority of cases, this further reinforces existing and unequal power relations between the sexes and can even exacerbate these and diminish women's status.

Gender analysis requires: Sex-disaggregated data — if no sex-disaggregated information is available, it should be generated; and mixed methods — the use of both quantitative and qualitative information. Quantitative information helps to compare; qualitative information helps to capture the more complex and less quantifiable causes and effects of gender inequality. A monitoring system that is gender responsive and collects timely and appropriate data in a gender responsive manner is essential to make an evaluation gender responsive.

▶ 4. ILO'S MANDATE AND POLICY ON GENDER EQUALITY

4.1 GENDER EQUALITY AS A GLOBAL GOAL

Gender equality is globally recognized as a core human right included in international conventions and agreements, such as the 1948 Universal Declaration on Human Rights and the 1979 Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). At the Fourth World Conference on Women, held in Beijing in 1995, the world's governments agreed that the strategy of gender equality should be used to achieve gender equality. At the 2000 UN Millennium Summit, the 147 heads of government recognized that promoting gender equality and the empowerment of women is a critical element for combating poverty and stimulating sustainable development. This commitment was reinforced through the ECOSOC Declaration in 2006. The Millennium Development Goals (MDGs) and now the 2030 Agenda reinforced these commitments by including specific goals, targets and indicators to reduce gender-equality deficits in human development.

4.2 THE ILO'S MANDATE ON GENDER EQUALITY

The ILO's mandate on gender equality is established through a number of International Labour Conventions – especially the key gender equality Conventions mentioned in Section 4.1. The mandate is also informed by Resolutions of the International Labour Conference in 1975[5], 1985[6], 1991[7], as well as the 2004 Resolution on *Gender Equality, Pay Equity and Maternity Protection* and the Resolution concerning *Gender Equality at the Heart of Decent Work*, adopted in June 2009 (for access see listing of resolutions on Annex 2).

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4. There are many tools and techniques for conducting gender analysis. The website of the ILO Gender, Equality and Diversity (GED) Branch provides a number of resources.

5. ILO. 1975. Resolution concerning a Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers and Resolution concerning Equal Status and Equal Opportunity for Women and Men in Occupation and Employment [Committee on Equality for Women Workers].

6. ILO, 1985. Resolution on equal opportunities and equal treatment for men and women in employment [Committee on Equality in Employment].

7. ILO. 1991. Resolution concerning ILO action for women workers [Resolutions Committee].

4.3 THE ILO'S POLICY ON GENDER EQUALITY AND MAINSTREAMING

The ILO policy on gender equality and mainstreaming, announced by the Director-General in 1999, states that mutually-reinforcing action to promote gender equality should take place in staffing, substance and structure.

> *GED is accountable for supporting implementation of the ILO gender equality policy together with the Gender Network – of senior gender specialists, gender coordinators and focal points. All staff are accountable for mainstreaming gender in their own work, in order to support the constituents to promote gender equality.*
>
> ILO Action Plan for Gender Equality, 2018-21

The ILO has a two-pronged approach toward promoting gender equality. First, all policies, programmes and activities must aim to systematically and formally address the specific and often different concerns of both women and men, including women's practical and strategic gender needs.[8] Second, targeted interventions – based on analysis that takes into account these concerns and needs – aim to enable women and men to participate in, and benefit equally from, development efforts. This policy applies to all work of the ILO but has particular relevance for its technical cooperation projects and country programmes, which translate ILO's policies into practice.

4.4 THE ILO ACTION PLAN FOR GENDER EQUALITY

The above policy is made operational through the ILO Action Plan for Gender Equality. The Action Plan seeks to place the ILO in a leading role among international efforts to promote and realize gender equality. It employs a results-based approach and is aligned with the ILO's strategic plan for 2018-21 and corresponding biennial programme and budgets.

The ILO, as a specialized agency of the UN system with its specific mandate and distinct structure, reports to its own governance institutions concerning progress on gender equality. The ILO Action Plan is closely aligned with the UN-SWAP, for which coordination is the responsibility of UN Women. Roles, responsibilities and accountability mechanisms on specific performance indicators for advancing gender equality have been defined, including some for evaluation. Box 1 below includes the key performance indicators EVAL reports on a yearly basis concerning gender mainstreaming. Progress on any of these indicators requires the active involvement of EVAL, the Regional Evaluation Offices and the HQ Departmental Evaluation Focal Points.

Box 1: EVAL key performance indicators on gender mainstreaming	Part of
Number of initiatives conducted to integrate gender into EVAL's internal and external networks	ILO Action Plan for GE 2018-21
Percentage of representative sample of evaluations whose scope of analysis satisfactorily or fully integrates gender equality and women's empowerment; and whose criteria and questions are designed in a way that ensures gender equality and women's empowerment-related data will be collected	ILO Action Plan for GE 2018-21 UN-SWAP
Percentage of representative sample of evaluations with a satisfactorily or fully-integrated gender-responsive methodology, methods, tools, and data analysis techniques	ILO Action Plan for GE 2018-21 UN-SWAP
Percentage of representative sample of evaluations that satisfactorily or fully integrate findings, conclusions and recommendations reflecting a gender analysis	ILO Action Plan for GE 2018-21 UN-SWAP
Number of evaluations conducted every five to eight years to assess corporate performance on gender mainstreaming or equivalent	ILO Action Plan for GE 2018-21 UN-SWAP

Several evaluation policy documents inform the contents of this Action Plan, including the ILO Evaluation Policy 2017, and ILO results-based Evaluation strategy 2018–21. An important instrument to promote ILO strategic objectives will continue to be technical cooperation—taking into account the guiding questions on gender equality in the ILO Development Cooperation Manual.[9]

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8. Practical gender needs refer to needs that arise because of women's role in society but do not challenge that role, such as inadequacies in living conditions, water provision, health care, employment etc. Strategic gender needs refer to needs women identify for overcoming their subordinate position in society; they are related to gender divisions of labour, power and control, and may include such issues as legal rights, gender-based violence, equal wages, etc.

9. ILO Development Cooperation Manual, Geneva, 2018.

▶ 5. GENDER AND INTERNATIONAL EVALUATION QUALITY STANDARDS

The ILO adheres to the 📕 UN System Evaluation Norms and Standards and applies the 📕 OECD/DAC Evaluation Quality Standards. These international benchmarks require that gender and other human rights be taken into consideration in evaluations.

The UN-SWAP Evaluation Performance Indicators set an accountability framework for UN integration of gender equality and empowerment of women into evaluations. These indicators assess the extent to which the evaluation reports of an entity meet the gender-related UNEG Norms and Standards and demonstrate effective use of the UNEG Guidance on integrating human rights, including gender equality, during all phases of the evaluation. It also calls all reporting UN system entities to conduct at least one evaluation to assess corporate performance on gender mainstreaming or an evaluation of its Gender Equality policy/strategy every 5-8 years.

Since 2008 ex-post quality appraisals (QA) of ILO decentralized project evaluations submitted to EVAL have been conducted on a multi-year basis. Although QAs have found that the overall quality of evaluations has slightly increased over time, certain topics such as the lack of addressing gender considerations in evaluation remain of high importance, and ways for quality improvement have been implemented since.[10]

▶ 6. INTEGRATING GENDER EQUALITY AND OTHER FUNDAMENTAL HUMAN RIGHTS IN PROGRAMME AND PROJECT CYCLES

The UN Interagency Common Understanding on the Human Rights Based Approach (HRBA) to Development Cooperation identifies three principles to guide development programming:

- Programming should further the realization of gender equality and other fundamental human rights. HRBA requires a shift in orientation, away from direct service delivery and towards supporting national actors in their efforts to realize rights.

- Human Rights standards and principles should guide all programming sectors and all programming phases. HRBA programming can only be effective if it is based on a clear understanding of the entitlements that exist, and what concrete steps must be taken to fulfil them.

- Programmes should support capacity development to realize rights of rights holders and duty bearers. Capacity under HRBA refers to the conditions that must exist in order to realize a right. For rights holders, the capacities to be developed are those that will enable them to claim their rights and hold governments and other duty bearers accountable. For duty bearers, the capacities to be developed are those that will enable them to meet their obligations.

Applying these complementary principles to evaluation produces a Gender Equality and Human Rights -responsive evaluation. Such an evaluation contributes to the social and economic change process that is at the heart of most development programming. By identifying and analysing the inequalities, discriminatory practices and unjust power relations that are central to development problems, Gender Equality and Human Rights -responsive evaluations can lead to more effective programmes and better, more inclusive and sustainable outcomes and impacts.

6.1. INTEGRATING GENDER EQUALITY IN MONITORING AND EVALUATION SYSTEMS

The M&E system is based on the outcomes and indicators of the project document. If the project document is gender-blind, the M&E system can – and should – refine and improve indicators to make them more gender-responsive. Box 2 below includes an example on how indicators can be enhanced to cover gender equality.

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10. The ex-post external QA is a good practice that is not followed by all UN agencies, but results are credible.

Box 2: Not numbers but the substance counts — e.g. representation versus participation

Sex ratios are an insufficient indicator for gender equality. In order to measure advancements in this area, very often indicators relating to the ratio of female-to-male participation or representation are used. Equal participation and representation are supporting factors for achieving gender equality but alone are insufficient. Gender equality is more qualitative in nature and more oriented at outcomes of policies, processes and interventions. Adequate indicators for gender equality focus on the substance and the quality of outcomes.

Representation: Female-to-male ratios in decision-making functions (parliaments, company boards, union leadership, etc.) are important indicators for women's and men's access to voice and power. However, it is not enough to simply count women and men. It is equally important to consider the actual outcomes of decisions taken by decision-making organs and their effects on gender equality.

Participation: Achieving higher participation of an under-represented or disadvantaged sex in a given activity (training course, discussion of a new policy, etc.) is always desirable. Nonetheless a project is not necessarily gender-responsive or contributing to gender equality just because a high rate of women has taken part in its activities.

Example: A 65 per cent rate of women participants in a *"Start Your Business"* training course does not necessarily imply that the course is tailored to the needs of women, and that women and men have benefited equally from it, nor that the participating women and men will be equally likely and successful in creating an enterprise and generating an income.

Some challenges related to the integration of gender-equality into monitoring are:

- Conventional M&E systems that are gender-blind do not capture gender differences in access and impacts. This is often due to the assumed "gender neutrality" of M&E methods and processes. A particular area is sampling, which often under-represents women. For example, when household surveys are used, the "household head" – usually defined as a male – is often the only source of information.

- Staff preparing monitoring plans, evaluation terms of reference or conducting monitoring and evaluation may lack awareness of gender issues. Women are often under-represented in evaluation and interview teams, which may prevent some interviewed women from expressing themselves freely.

- Obtaining information from both women and men may increase the cost and time of data collection. This needs to be considered but is often neglected during the planning and budgeting of the M&E exercise.

To integrate gender equality issues into an M&E system, the following elements should be incorporated:

i. **Gender-responsive situation analysis:** a gender analysis is necessary in order to monitor and assess how an intervention affects women, men, gender relations and gender equality. Such an analysis should address not only the policy and normative frameworks of the programme or project, but also carefully discern power relationships, and identify the structural causes of gender discrimination and inequalities in employment and occupation. The analysis should therefore identify: i) the division of labour between women and men; ii) information on both women's and men's access to and control over productive resources and benefits; iii) the practical and strategic needs of women and men; and iv) challenges, opportunities and capacity to promoting gender equality in respect of the capacities of government, workers' and employers' organizations and other relevant actors' ability to mainstream gender and promote gender equality.

ii. **Mixed methods approach:** An appropriate mix of qualitative and quantitative methods need to be used to gather and analyse data. This includes, but is not limited to: interviews, focus groups, surveys, etc.

iii. **Disaggregation of various stakeholder groups:** monitoring data should be collected in a disaggregated manner (e.g. by sex, ethnicity, age, etc.).

Box 3 below indicates key questions to be asked to make sure gender is appropriately integrated in monitoring and evaluation systems.

Box 3: Checklist of key questions for robust gender-responsive M&E

Setting up the M&E system and deciding what to monitor

- Does the situation/baseline study capture the relevant gender concerns?
- Are project indicators and milestones/targets gender-inclusive? Do they need to be revised/ refined to better capture the project's impact on gender relations? (both through qualitative and quantitative indicators)
- Does the M&E plan require that all data be sex-disaggregated?
- Which methods and tools are needed to collect gender-inclusive data?
- Are special budget provisions for gathering gender-responsive information necessary?
- Are sufficient capacities in place for gathering gender-responsive information and conducting gender analysis? (Is there someone in the team with the necessary expertise? If not, where can it be obtained? What kind of capacity building is needed? Can the regional gender specialist or the Gender, Equality and Diversity Branch provide guidance?)
- Has the M&E plan been circulated for comments to the responsible gender specialist or gender focal point?

Gathering and managing information during implementation

- Is all data being collected in a sex-disaggregated manner?
- Is information being collected and analysed to help assess the different effects of an intervention on both men and women?

Regularly analysing information and reflecting critically with the partners to improve action

- Are the effects of the intervention on gender relations and its contribution regularly analysed? Is someone specifically assigned to do this?
- Are the following items being discussed with key project partners? :
  - How does the intervention affect men and women? If there are differences, why? (Also compare with budget spent on men and women.)
  - What expected effects does the intervention have on gender relations?
  - What unexpected effects does the intervention have on gender relations?
  - What are possible long-term effects on gender equality? Is there sufficient information to know that?
  - What can be learned from that?
  - How does the project strategy need to be adapted to increase the gender-responsiveness of the intervention?

Communicating and reporting results

- Are the effects of the intervention on women, men and gender relations part of every progress report?
- Does the report explicitly address the gender-responsiveness and gender-related performance of the project?
- Has the project established mechanisms to share knowledge related to gender equality?

6.2. GENDER EQUALITY AND HUMAN RIGHTS RESPONSIVE EVALUATIONS

The UNEG Norms and Standards define evaluation as an assessment, which is systematic and impartial as possible, of an activity, project or programme. **Gender equality and human rights-responsive evaluation explicitly recognizes gender and power relations (and the structural and other causes that give rise to inequities, discrimination, and unfair power relations).** It assesses the degree to which both gender and power relationships change as a result of an intervention, and does so in a way that is respectful of the rights and responsibilities of all stakeholders. Evaluation that is gender equality and human rights-responsive acknowledges women's rights and equality and recognizes the claims of other rights-holders and obligations of duty-bearers. Gender equality and human rights-responsive evaluations expands also to other human rights, as a prerequisites for peace and justice, upholding the principles of the equal enjoyment of rights between men and women, and of non-discrimination.

> In cases where the project is gender-blind, a gender-responsive evaluation approach is adopted to ensure an analysis as to how the intervention is affecting women and men differently and the extent power relationships - including structural and other causes that give rise to inequalities, discrimination and unfair power relations, could have been altered change as a result of the intervention.

Gender equality and human rights-responsive evaluations are conducted to: assess programme performance in terms of advancing gender equality and human rights and help in making decisions for improved performance; promote participation and thereby, empowerment of underrepresented/

under-served people through evaluation; use evaluations to promote gender equality and human rights in a sustained manner; and enhance accountability by informing all parties (including the beneficiaries) of the intended and unintended results and missed opportunities.

Gender equality and human rights-responsive evaluations are:

- **Inclusive –** evaluations take into account all affected groups, stakeholders and rights bearers, and is responsive to differences among them. They disaggregate groups by relevant criteria (women/men, economic class, age, ethnicity, religion, etc.) and pay attention to which groups benefit from, and which groups contribute to the intervention under review.

- **Participatory and reflective –** evaluations engage stakeholders in meaningful ways to ensure that they have a say about what will be evaluated and how the evaluation will be done. They also assess whether stakeholders have been able to participate in the design, implementation and monitoring of the intervention under review and report and reflect upon their engagement in the intervention and in the evaluation itself.

- **Respectful –** evaluations treat all stakeholders, particularly vulnerable groups that are marginalised and impoverished, with respect for their culture, language, sex, location and abilities, and develop appropriate ways to engage and be accountable to them.

- **Transparent and accountable –** the design and conduct of the evaluation is transparent and responsive; the results are publicly accessible (in languages and formats that facilitate access for stakeholders); and feedback is provided to stakeholders about the process, results and use of the evaluation.

- **Mixed methods –** evaluations use a mix of qualitative and quantitative methods to gather and analyse data disaggregated by sex and other relevant categories.

Integrating gender equality in all steps of the evaluation process

The 📖 ILO Evaluation Office has established a workflow and procedure with specific roles and responsibilities at each step[11] of decentralized evaluations.

A. Integrating gender in the Terms of Reference (ToR)

Evaluation managers are responsible for drafting ToR with inputs from the project team and the ILO responsible official. To ensure gender-responsive evaluations, evaluation managers need to ensure the ToR addresses the following questions:

- Is gender equality part of the evaluation scope of analysis?
- Does the ToR call for an evaluation approach that recognizes the gender nature of economic and social development and the contribution of gender equality to achieving sustainable change?
- Are questions included on gender equality and are all evaluation questions worded in a gender-responsive manner and ask for sex-disaggregated information?
- Do the terms of reference specifically call for an assessment of the gender performance of the project through a gender-responsive methodology, tools and data analysis?
- Does the ToR clearly indicate the need to integrate findings, conclusions and recommendations reflecting a gender analysis?
- When the draft TOR document is circulated to stakeholders for comments, do they include both women and men?
- Does the ToR define the level of expertise needed among the evaluation team on gender equality and other fundamental human rights to conduct a gender-responsive analysis? Does it call for a gender-balanced team

For further guidance please see ✅ Checklist 4.6. Writing the Evaluation Terms of Reference

B. Recruiting the evaluation team

When deciding on the evaluation consultant/team, evaluation managers need to ensure the following:

- Does the evaluation team/consultant have adequate gender expertise?
- Did the evaluation team/consultant receive a proper briefing on relevant gender issues to be addressed in the evaluation?

Gender equality and human rights-responsive evaluation is not an approach just for programmes that have an explicit focus on GE and/or HR. Rather, responsive evaluation by definition provides a holistic and meaningful assessment of any and all programming.

11. For further detailed guidance on ILO's policies and practices related to project evaluations, please see ILO Guidelines to Results-Based Evaluation Principles, Rationale, Planning and Managing for Evaluations.

C. Conducting the evaluation: inception report and consultation process

Evaluations often require that an inception report is completed by the evaluator to ensure understanding of the requirements expressed in the ToR, including on gender equality. The inception report needs to include:

- Conclusions from a preliminary project background analysis indicating the main gender equality considerations at stake and the extent to which the intervention is addressing them through its log-frame.

- An evaluation *scope of analysis* that explicitly indicates the key gender issues – such as the gender division of both paid and unpaid work, control of resources and benefits, and practical and strategic needs of constituents and other stakeholders' challenges and opportunities to promote gender equality. These aspects will be analysed and reflected throughout the evaluation findings, conclusions and recommendations.

- An evaluation question matrix including *criteria, evaluation questions and indicators*[12] designed or adjusted in a way that takes into account stakeholder diversity and ensures gender equality and women's empowerment-related data is collected through a mix of qualitative and quantitative evaluation indicators. Some examples are:

  Evaluation questions
  - Within its overall objectives and strategies, what specific measures were taken by the project to address issues related to gender equality and non-discrimination?
  - How effective were these measures in advancing gender equality and addressing other key factors such as inclusion of people with disabilities within the context of the project's objectives?

Indicators
- Quantitative: Number of members of labour policy formulation committee trained –female/male
- Qualitative: Training on labour policy formulation included awareness of reasons for gender-responsive labour policies

More examples on evaluation questions are included in Annex 1 and Checklist 1. Annex 1 also includes additional examples of human rights and gender equality empowerment indicators. Specific guidance on indicators can be consulted at 📖 [How-to Guide on formulating indicators for development cooperation](#) (intranet)

- A detailed *methodology* about how methods, tools and data analysis techniques are gender-responsive and maximize inclusion by addressing potential barriers to participation. All data needs to be sex-disaggregated. Some examples are:

Approaches and Methods
- Appreciative inquiry highlights good practices and promotes a high level of stakeholder participation. Most significant change seeks the sharing of experiences by stakeholders and selects those most representative of the type of change being sought. A social relations approach explores on gender relations in a given context and helps to understand the meanings of empowerment.

- Purposive sampling framework ensure that potential gender inequality issues identified during the situation analysis could be addressed.
- An appropriate mix of qualitative and quantitative methods contribute to gather and analyse data taking into account the diversity of perspectives.

Data collection tools
- Participatory mechanisms to engage with the diversity of stakeholders through interviews, surveys, focus group discussions, etc.
- Employing a flexible approach that takes into account constraints and challenges of the informants and context, thus targeting and weighting data collection techniques against potential risks for informants.

Data analysis techniques
- Sex-disaggregated data allows differential analysis of the outcomes achieved on different population groups. This requires in some cases the use of interviews with separate focus groups with women and men.

Evaluation managers need to ensure the consultants conduct fieldwork consultation processes in full alignment with the methodology, data collection techniques and tools indicated in the ToR. This includes the use of gender neutral language during fieldwork (and interviews), as signed in the ✈ [ILO Code of Conduct](#) agreement for evaluators.

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12. The UNEG Handbook on Good practices for integrating GE/HR in evaluations refers to four types of indicators on gender equality:
  - Sex disaggregated: collect data about effects with a record on gender characteristics

(e.g., the recipients of loans disaggregated by sex, age, wealth, and geography)
  - Gender specific: collect data relevant only to a specific gender group (e.g., access to menstrual sanitary products or the prevalence of safe circumcision)

  - Gender distributive: assess the balance between different gender groups (e.g. ratio of women elected representatives)
  - Gender transformative: assess gender norms (underlying structures, cultural barriers and social patterns in relationships between women and men

D. Writing and reviewing the evaluation report

In reviewing the quality of draft reports, evaluation managers, regional evaluation officers, departmental evaluation focal points and EVAL need to ensure findings, conclusions and recommendations inferred from the gender analysis are included in the report. The following items need to be considered:

- Does the evaluation have a background section that spells out the relevant normative instruments or policies related to gender equality?

- Do methods for data collection and analysis generate information on both women and men and on key gender issues? Do the interview partners and information sources adequately represent women and men? (For example, if household data is collected, make sure that equal numbers of women are interviewed, taking into account that many may not feel comfortable speaking in front of men.)

- Do the evaluation findings explicitly analyse and discuss the performance of the project to adequately address gender issues and assess the gender-responsiveness of it? Are there concrete findings and conclusions to that regard?

- Do the findings include data analysis that explicitly and transparently triangulate the voices of different groups, and/or

disaggregates quantitative data, where applicable? Are evaluation findings on gender mainstreaming discussed with the key project partners?

- Are unanticipated effects of the intervention on fundamental human rights, including gender equality, described?

- Does the report analyse the adequacy of the project's monitoring system with regard to assessing its gender performance?

- Does the evaluation report provide specific recommendations to address the gender equality issues raised in the report, and set priorities for action to improve gender equality?

- Does the report highlight more general lessons learned and good practices regarding gender mainstreaming, which are relevant beyond the immediate scope of the project (if applicable)?

- When the draft report is being circulated to stakeholders for comments, do stakeholders include both women and men?

E. Dissemination and knowledge sharing

Evaluation reports are shared with the relevant stakeholders upon approval of the final report. In doing so, the following considerations need to be taken into account:

- Is relevant knowledge generated by the evaluation on gender mainstreaming shared and made available to the interested audience?

- Do stakeholders take interest in/focus on the findings related to gender equality and other fundamental human rights inclusion during the review process?

F. Preparing the management follow-up

EVAL initiates the management response to evaluation recommendations once reports are approved via a web-enabled application. Line managers are responsible for their completion. In doing so, **appropriate responses to gender-related evaluation recommendations need to be sought.**

▶ **7. ADDITIONAL RECOMMENDED ACTION**

In addition to making sure that gender is systematically considered in project monitoring and evaluation processes, it is recommended to:

- **Include gender in the project design.** This can be achieved by providing staff with tools and guidance, and by establishing regular process whereby draft project documents are being circulated for comments to internal gender experts, and a project appraisal process that ensures that each project adequately addresses gender concerns in its design.

- **Sensitize and support staff.** It is important to raise the awareness and competency of ILO and project staff on how to include gender in the planning, implementation, monitoring, progress reporting and evaluation of projects. This can include briefings, trainings, practical support and the provision of tools such as this guidance paper. External evaluators also need to be familiar with ILO's policies regarding the inclusion of gender concerns in independent evaluations.

- **Establish a network of support.** The network of gender specialists and gender focal points and the network of evaluation focal persons and evaluation managers play an important role in providing guidance, support and quality control. The ILO Evaluation Office and GED coordinate and support the respective evaluation and gender networks.

- **Facilitate learning.** All managers should use evaluations for learning and improving, including their gender mainstreaming practices. Both the ILO's gender and evaluation networks are key players to help ensure that the ILO not only generates gender-related knowledge through M&E activities but that this knowledge is extracted, shared and used in the development of technical approaches and future projects.

ANNEX I. GENDER-RESPONSIVE EVALUATION QUESTIONS AND INDICATORS

Every evaluation assesses the following evaluation criteria: relevance and strategic fit; validity of design; project progress and effectiveness; adequacy and efficiency of resource use; effectiveness of management arrangements; and impact orientation and sustainability. Each criterion has a gender dimension that should be considered through the evaluation questions and indicators, as reflected below:

EVALUATION QUESTIONS

Relevance and strategic fit

- Does project align with ILO's mainstreaming strategy on gender equality and make explicit reference to it?
- Does project align with national gender-related goals?
- Was a gender analysis included during the initial needs assessment of the project?

Validity of design

- Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?
- To what extent are the output and outcome indicators of the project gender-inclusive?
- Was a situation/baseline study carried out to identify the division of labour between women and men (both paid and unpaid), their control over productive resources and the benefits and the practical needs of women and men?
- Is the project strategy adapted to the identified needs and capacities of female and male partners and beneficiaries?

Project progress and effectiveness

- Are women and men likely to benefit differently from project's activities?
- Do results (effects of activities and outputs) affect women and men differently? If so, why and in which way?
- What effects (expected/unexpected) are the interventions likely to have on power relations between women and men, and on women's empowerment?
- In which way do the project's outputs and outcomes contribute to gender equality?
- Did the project achieve its gender-related objectives? What kind of progress was made, and what were the obstacles?
- Were the project's political and implementing partners (ILO's constituents and others) aware of ILO's and the project's gender-related objectives? Were they sensitized and trained on gender issues?
- Which alternative strategies towards gender equality would have been possible or are still possible?

Adequacy and efficiency of resource use

- How much resources were spent on male and on female beneficiaries? How does this compare to the results achieved for men and for women?
- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve gender-related objectives?

Effectiveness of management arrangements

- Does the management team have adequate gender expertise?
- Was technical backstopping sought and received from gender specialists when needed?
- Did the project make strategic and efficient use of external gender expertise (e.g. consultants) when needed?
- Were ILO gender guidelines and tools used where available?
- Does the project have an M&E system in place that collects sex-disaggregated data and monitors gender-related results?
- Did the project communicate effectively its gender-related objectives, results and knowledge?
- Did the governing mechanisms or decision-making committee (if any) include a minimum critical mass target of at least 35% women, with the goal of gender parity?

Impact orientation and sustainability

- What are the possible long-term effects on gender equality?
- Are the positive gender-related outcomes likely to be sustainable?

Source: ILO Evaluation Office

EVALUATION INDICATORS

Legal empowerment

Rates of violence against women and men in different stakeholder groups.

Number of cases related to HR & GE heard in local/national/sub national courts, and their results.

Enforcement of legislation related to the protection of human rights of women and men in different stakeholder groups.

Changes in access to information about claims and decisions related to human rights violations towards women and men in different stakeholder groups.

Change in responsiveness to claims related to human rights violations towards women and men in different stakeholder groups (timeliness, rights-holder satisfaction).

Effect of the enforcement of legislation in terms of treatment of offenders against women and children or other human rights violations.

Political empowerment

Proportion of women and men in different stakeholder groups in decision-making positions within unions.

Percentage of eligible women and men in different stakeholder groups who vote

Proportion of union members who are women and men of different stakeholder groups.

Proportion of women and men of different stakeholder groups who participate in public protests and political campaigning, as compared to their representation in the population.

Perceptions as to the degree that different groups (women/men, class, urban/remote ethnicity etc.) are aware of local politics, and their legal rights.

Knowledge about human rights obligations among women and men duty-bearers at various levels and types.

Social Empowerment

Number of women and men of different stakeholder groups participating in local/ national/ sub national institutions (e.g. women's associations, consciousness raising or income generating groups, religious organizations, ethnic and kinship associations) relative to project area population.

Number of women and men in different stakeholder groups in positions of power in local/ national/ sub national institutions.

Extent to which women and men of different stakeholders groups have access to networks or negotiation spaces to realize human rights or resolve conflict.

Extent of training or networking among women and men of different stakeholder groups, compared.

Self-perceptions of changed confidence or capacity in women and men of disadvantaged or marginalized groups.

Source: Integrating Human Rights and Gender Equality in Evaluation - Towards UNEG Guidance

Quantitative   **Qualitative**

ANNEX II. REFERENCES FOR FURTHER READING

ILO WEBSITES

ILO. Gender, Equality and Diversity Branch

ILO. Evaluation Office (EVAL); EVAL Knowledge Sharing Platform (KSP):

ILO. Partners in Development (PARDEV)

ILO. Library guides on gender

ILO. Library list of international labour conventions and recommendations related to gender equality

ILO. Maternity Protection Resource Package

ILO CONVENTIONS

C100 Equal Remuneration Convention, 1951

C102 Social Security (Minimum Standards) Convention, 1952

C111 Discrimination (Employment and Occupation) Convention, 1958

C118 Equality of Treatment (Social Security) Convention, 1962

C156 Workers with Family Responsibilities Convention, 1981

C161 Occupational Health Services Convention, 1985

C183 Maternity Protection Convention, 2000

ILO RECOMMENDATIONS

R4 Lead Poisoning (Women and Children) Recommendation, 1919

R13 Night Work of Women (Agriculture) Recommendation, 1921

P89 Protocol of 1990 to the Night Work (Women) Convention (Revised), 1948

R90 Equal Remuneration Recommendation, 1951

R102 Welfare Facilities Recommendation, 1956

R111 Discrimination (Employment and Occupation) Recommendation, 1958

R116 Reduction of Hours of Work Recommendation, 1962

R165 Workers with Family Responsibilities Recommendation, 1981

R191 Maternity Protection Recommendation, 2000

ILO RESOLUTIONS

Resolution concerning a Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers (1975) [Committee on Equality for Women Workers]. Available on page 10.

Resolution concerning Equal Status and Equal Opportunity for Women and Men in Occupation and Employment (1975) [Committee on Equality for Women Workers]. Available on page 16.

Resolution on Equal Opportunities and Equal Treatment for Men and Women in Employment (1985) [Committee on Equality in Employment]. Available on page 12.

Resolution concerning ILO Action for Women Workers (1991) [Resolutions Committee] Available on page 13.

Resolution on Gender Equality, Pay Equity and Maternity Protection (2004).

2009. Gender Equality at the Heart of Decent Work International Labour Conference, 98th Session, 2009, Report VI.

ILO PUBLICATIONS AND OTHER DOCUMENTS

1999. ILO Policy on Gender Equality and Mainstreaming.

1998. ILO Declaration on Fundamental Principles and Rights at Work.

2005. Thematic Evaluation Report: Gender Issues in Technical Cooperation. Governing Body Document GB.292/TC/1.

2006. United Nations Economic and Social Council (ECOSOC) ministerial declaration on generating full and productive employment and decent work for all.

2007. ABC of Women Workers' Rights and Gender Equality, 2nd ed.

2008. ILO Declaration on Social Justice for a Fair Globalization (Social Justice Declaration).

2011. Gender-based violence in the world of work: Overview and selected annotated bibliography.

2012. Decent Work and gender responsive labour inspection

2012. Freedom of Association for Women Workers in EPZs: A manual.

2012. Gender equality and decent work: Selected ILO Conventions and Recommendations that promote gender equality.

2014. The gender divide in skills development: Progress, challenges and policy options for empowering women. [Skills for Employment Policy Brief].

2014. Resource guide on gender issues in employment and labour market policies: working towards women's economic empowerment and gender equality.

2015. Advancing gender equality the co-operative way.

2015. Women in Business and Management: Gaining Momentum – Global Report.

2017. ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations

2018. ILO Action Plan for Gender Equality 2018–21 Phase II: Aligned with the Programme and Budget for 2012–13.

'HOW TO' GUIDE NO. 15. Gender Mainstreaming in Development Cooperation (PARDEV intranet)

Gender Mainstreaming Strategies Programming Tools (GEMS Toolkit)

UN AND OTHER REFERENCES

UN Web sites

United Nations Development Group. UN Practitioners' Portal on Human Rights Based Approach Programming.

UN WOMEN. United Nations Entity for Gender Equality and the Empowerment of Women

UN Women - selected publications

UN Women. 2014. Guide for the Evaluation of Programmes and Projects with a Gender, Human Rights and Interculturality Perspective.

UN Women. 2015. A framework to underpin action to prevent violence against women.

UN Women. 2015. Gender Mainstreaming in Development Programming.

UN Women. 2015. Progress of the World's Women 2015-2016: Transforming Economies, Realizing Rights.

UN Women. 2016. Financing for gender equality in the context of the Sustainable Development Goals.

UN Women. 2016. Guidance on country portfolio evaluations in UN Women.

Other UN publications and documents

OECD/DAC. 2010. Quality Standards for Development Evaluation.

United Nations. 1948. Universal Declaration on Human Rights.

United Nations. 1979. Convention on the Elimination of all Forms of Discrimination against Women.

UN Development Group. Human Rights Based Approach Portal. 2011. The Human Rights Based Approach to Development Cooperation Towards a Common Understanding Among UN Agencies.

United Nations Evaluation Group. 2011. Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance.

United Nations Evaluation Group. 2016. Norms and Standards for Evaluation