



Evaluation Summaries

Gender Mainstreaming in DFID/ILO Partnership Framework Agreement (2006-2009)

Quick Facts

Countries: Global

Final Evaluation: October-November 2009

Mode of Evaluation: Independent

Technical Area: Gender equality

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Project Start: 1 June 2008

Project End: 31 December 2009

Project Code: GLO/08/53/UKM

Donor: United Kingdom

Keywords: Gender equality, gender mainstreaming, gender auditing, results-based management

Background & Context

Summary of the project purpose, logic and structure

The mid-term review of the DFID/ILO Partnership Framework Agreement (2006-09) had recommended more attention to gender equality. The Bureau for Gender Equality subsequently managed an allocation of USD 917'160 to promote gender mainstreaming in two outcomes (from a total of six) of the DFID/ILO Partnership Framework Agreement, namely:

- Outcome (A) Stronger ILO contribution to UNDAFs, PRSs and Joint Assistance Frameworks (JAFs), including *Delivering as One* and;
- Outcome (B) Gender dimension is integrated in ILO's core Results-Based

Management (RBM) systems through strengthened implementation of the Action Plan for Gender Equality (2008-09).

For outcome (A), the Bureau for Gender Equality mapped the potential of the Participatory Gender Audits (PGAs) in the UN *Delivering as One* context, compared the PGA to the UN gender equality measurement tool (the so-called UN Gender Scorecard) and presented the potential of the PGA in various UN inter-agency meetings. UN Country Teams (UNCTs) and others in Malawi, Nigeria, Mozambique, Cape Verde, Rwanda, United Republic of Tanzania, and Ethiopia were trained on the ILO PGA tool either by Bureau for Gender Equality staff or ILO International Training Centre (ITC-Turin) staff or a combination of both. PGAs were subsequently implemented by UNCTs to strengthen gender mainstreaming in Joint UN Programmes, or to audit their individual UN country offices. The Bureau for Gender Equality's awareness-raising campaign and message around *gender equality at the heart of decent work* was promoted in joint UN technical meetings/initiatives.

For outcome (B), the RBM gender related output, the *gender mainstreaming project* supported an accelerated implementation of the Action Plan for Gender Equality (2008-09) through support to both headquarters units and field offices staff identified as having a key implementation role vis-à-vis the Action Plan. This included four *knowledge sharing*

workshops for the ILO Gender Network and others, including for constituents in Costa Rica. Baselines and definitions of baselines were prepared for the first section of the Action Plan on Gender Equality. Support was provided to the ILO Human Resources Department to achieve progress towards parity between women and men and equality opportunity and treatment for all ILO staff.

Present situation of project

The project is finishing at the end of 2009. The project is anticipating full delivery of allocated resources by project closure with no under-spending.

Purpose, scope and clients of the evaluation

The purpose of this particular evaluation exercise was to examine and evaluate two outcomes in the revised logical framework of the Results-Based Management (RBM) component of the DFID/ILO Partnership Framework Agreement's second half (2008-09). With close reference to the indicators developed in the revised logical framework, the evaluation attempted to verify the gender mainstreaming project's effectiveness in contributing to these two outcomes (in the period between June 2008 and December 2009); and the project's likelihood to continue to have an impact beyond the end of 2009.

The clients of the evaluation include the donor (DFID), ILO constituents, the 130 members of the ILO Gender Network of headquarters-based and/or field-based Gender Specialists, Gender Coordinators and gender focal points; the Bureau for Gender Equality; and key ILO headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan for Gender Equality. The evaluation may also be of interest to UN inter-agency gender groups involved in the UN reform process at the country level.

Methodology of evaluation

The evaluation entailed a review of relevant documents, interviews with relevant staff in ILO Geneva, telephone interviews with UN

staff and inter-agency gender group members, and field visits to Malawi, United Republic of Tanzania (URT) and Zanzibar to interview staff from UN agencies involved in the gender audits and ILO constituents (URT and Zanzibar).

Main Findings & Conclusions

A range of findings was noted during the evaluation. Following the training of UN PGA facilitators in the seven countries, Malawi is proving to be the most successful in terms of known follow-up to the gender audit work (to date). Mozambique has produced the least promising results to date. Findings from the evaluation related to Outcome A include:

- PGAs of 8 UN Agencies have been implemented in Malawi and the recommendations taken on board by the UNCT. A joint programme on gender is planned by the UNCT and it is expected that the UNCT will endorse the UN gender group's strategy and action plan;
- PGAs of 6 joint programmes have taken place in Tanzania (one in Zanzibar) and the recommendations taken on board by the joint programme teams in 3 out of the 6 joint programmes. Training of PGA facilitators and subsequent PGAs amongst Tanzanian and Zanzibar constituents have taken place also, with some constituents following up on audit recommendations;
- In Cape Verde, a PGA took place of the Joint UN Office (in June-July 2009). The recommendations were presented to the Resident Coordinator and staff, and were discussed at a Joint Office Senior Management Meeting. A consensus has been reached on how to improve specific areas within the joint programming process. The gender audit is part of the UN Resident Coordinators' priorities agreed by the UNCT for 2009. A gender audit of the UN sub-programmes will take place soon;
- A PGA of eight UN Agencies took place in Nigeria and a consolidated report presented to the UNCT in June 2009;
- Six PGAs of UN Agencies have taken place in Ethiopia and a joint programme on gender has been prepared and presented to

the UNCT. The UNCT in Ethiopia will compile a compendium of good practices in gender mainstreaming.

- Although the training of PGA facilitators has taken place in Mozambique, subsequent gender audits have not yet taken place. Discussions about a gender audit of the Youth Employment joint programme is scheduled for November 2009;
- A training of PGA facilitators took place in Rwanda at the beginning of October 2009. The UN Environment Theme Group met the following week and has already planned in detail the gender audit of the Theme Groups as it relates to the *Delivering as One* structure.

The Bureau for Gender Equality has competence in supporting PGAs. ILO's resources are relatively limited compared with the need for gender related support. Hence, the gender mainstreaming project contributed tremendously to gender mainstreaming efforts both in the ILO and in the UN reform process in seven countries. A clear indication of ILO's increased presence (and an appreciation of their efforts) is the number of UN entities who have requested ILO assistance for PGAs, but are willing to bring their own funding. There is an increased demand for the Bureau for Gender Equality's services and tools, because of the quality of the training of PGA facilitators itself and the PGA 'product'. Importantly the gender audit links with the UN system-wide gender mainstreaming policy and strategy and complements the UN Gender Scorecard (which provides performance indicators for gender equality and women's empowerment), which is often coordinated by UNIFEM. The ILO's profile is rising amongst other UN Agencies as an entity that can practically offer advice and tools to implement a gender mainstreaming strategy using the PGA. The Bureau for Gender Equality must implement their strategy for the next phase, and outline where they want to go with the PGA product.

The gender mainstreaming project also supported the Bureau for Gender Equality's preparations and participation at a major inter-agency ILO-FAO-IFAD technical workshop on where gender and rural employment was promoted. This meeting introduced gender and the Decent Work Agenda to an academic community and forged stronger links between some sections of FAO and ILO on gender and rural employment issues. Both organisations have agreed to work more closely on the ground and are preparing some knowledge products.

For the outcome related to gender dimension being integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality, DFID funds were used to support four *knowledge sharing workshops* on the Action Plan (with over 90 attendees in total); and to support Bureau for Gender Equality staff and a gender and organisation specialist to work on baselines, strategies, and an analysis of activities to be developed in consultation with the ILO Human Resources Department (HRD) for the "staffing" result area of the ILO Action Plan for Gender Equality. The second and third parts of the Action Plan are linked to the ILO Programme & Budget.

Through the *knowledge sharing workshops*, the Bureau for Gender Equality was able to get gender and RBM messages across to certain individuals. However, although management are expected to deliver results consistent with principles of gender equality, their concrete support is often a stumbling block for ILO individuals who are striving to move the mainstreaming agenda forward within their unit in ILO. RBM implementation is an ongoing effort and many indicators will improve in the next Programme and Budget (2010-11). The Bureau for Gender Equality has made progress in introducing the concept of gender mainstreaming within a results-based framework. This is a positive step and is part of the process towards accountability and responsibility for gender mainstreaming.

Recommendations & Lessons Learned

Main recommendations and follow-up

The PGA process for UN agencies and for UN joint delivery mechanisms should continue to receive support so that it can expand to other countries and become institutionalised in countries where it has already taken place. The PGA should however maintain its focus on decent work. Advocating for gender specialists to be included in UNDAFs is important and ILO Directors can push for this to happen. Involving more national partners in gender audit exercises and expanding the implementation with ILO Constituents is also recommended.

Plans for producing a PGA manual with the relevant adaptation to UN *Delivering as One* should be implemented immediately. Financial support is however required to continue the PGA roll-out process and fund products such as a short document that outlines challenges in conducting a gender audit in joint programmes and lessons learned to date, as well as support for gender audit monitoring; and devising a quality control system for 'master' gender audit trainers. The ILO could also investigate whether the PGA should be listed as a gender equality tool under the Gender Equality UN Country Programming Principles.

Regarding mainstreaming gender in results-based management, an evaluation of the ILO Action Plan for Gender Equality (2008-09) will be complete by December 2009. Many individuals in ILO report a lack of management support to mainstream gender. It is evident that more emphasis must be placed on ensuring ILO mid-senior managers' support for gender equality and recognise gender equality as an essential component of other development goals. The "Performance Management Framework" for managers and the "Management and Leadership Development Programme" (MLDP) are important entry points for reaching senior management and should be exploited.

Important lessons learned

Overall, it can be concluded that the gender mainstreaming project was strategically useful in a number of the countries where PGA initiatives took place, and particular conditions were in place (including commitment from the UN Resident Coordinator, a strong inter-agency Gender Group with a key person leading, the correct timing in terms of planning) that ensured adequate follow-up either at the UNCT level or at the individual UN agency level. The gender audit follow-up activities are likely to have an impact beyond the current project, provided such support continues.

Specific lessons learned included involving more national trainers in gender audit facilitator workshops; inviting more government counterparts; and ensuring the timing is right when planning gender audits. High-level support for PGA processes increased the profile of the process at the national level, whilst also ensuring that all understand the exact purpose of the audit process. Some gender audit facilitators may require additional coaching, particularly constituent staff.

Following the implementation of the PGAs on joint programmes in URT, some lessons and good practices were identified such as: baseline studies for joint programmes should ensure in-depth attention to gender equality; quotas for females on committees require high level support; sex-disaggregated data is a good practice for all joint programme initiatives; sometimes specific gender expertise for analytical work must be supported by joint programmes; all reporting mechanisms and forms should have space for incorporating gender variables; and gender equality concerns should be included as a standing item on all joint working group meetings. Finally it was noted that if there is high level support for gender mainstreaming, mid-level management are likely to follow.

At this stage it is clear that more capacity on RBM within the ILO must be developed, along with management support for the development of indicators for gender mainstreaming. However, it must be remembered that this is the first time the ILO Action Plan for Gender Equality was linked to the Programme and Budget and moving towards RMB takes time.