Strategy Evaluation:

Performance and Progress in Gender Mainstreaming

through the ILO Action Plan for Gender Equality 2008-09

Evaluation Report, December 22nd 2009

**Period covered in the ILO
Action Plan for Gender Equality:** January 2008 –December 2009

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Implemented by: The ILO

Strategy Evaluation: 28 September 2009-18 December 2009

Evaluation conducted by: Una Murray & Tony Beck

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Evaluation manager: Raphael Crowe

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Acknowledgements

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Acronyms

ACT/EMP	ILO Bureau for Employers' Activities
ACTRAV	ILO Bureau for Workers' Activities
CEB	UN Chief Executives Board
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DECLARATION	Programme for the Promotion of the ILO Declaration on Fundamental Principles and Rights at Work
DFID	United Kingdom Department for International Development
DG	ILO Director General
DWCP	Decent Work Country Programme
EVAL	The ILO Evaluation Unit
FAO	United Nations Food and Agriculture Organization
GENDER	Bureau for Gender Equality
GFPs	Gender Focal Points
HRD	Human Resources Department
ILC	International Labour Conference
INSTITUTE	International Institute for Labour Studies
INTEGRATION	Policy Integration Department
IPEC	International Programme for the Elimination of Child Labour
IRIS	Integrated Resource Information System
ITC	International Training Centre of the ILO Turin
JIO	Joint Immediate Outcomes
MIGRANT	The ILO International Migration Programme
P&B	Programme and Budget
PARDEV	Partnership and Development Cooperation Department
PFA	Partnership Framework Agreement
PGA	Participatory Gender Audit
PIR	Programme Implementation Report
RAPS	HRD Recruitment and Placement System
RBM	Results-based management
ToF	Training of Facilitators
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Fund for Children
WEDGE	Women's Entrepreneurship Development and Gender Equality Programme
WFP	United Nations World Food Programme

Executive summary

Background and Context

Summary of the Action Plan purpose, logic and structure

The ILO *Action Plan for Gender Equality 2008-09* (Action Plan) operationalizes the Director-General's 1999 ILO *policy on gender equality and mainstreaming* and is aligned with the Programme and Budget (P&B) 2008-09. The Action Plan is applicable to all ILO staff, with the ultimate beneficiaries intended to be tripartite Constituents. The Action Plan, developed during a consultation process with some 55 Executive Directors, managers and ILO staff at headquarters and in field offices, focuses on three dimensions, namely:

1. enabling institutional mechanisms for gender equality in the organization;
2. gender equality result areas of the P&B 2008-09 strategic objectives; and
3. a Joint Immediate Outcome on "Advancing Gender Equality in the World of Work" from the P&B 2008-09.

The Director-General's (DG) Circular No. 564 (17.12.1999) spells out ILO policy on gender equality and mainstreaming. In summary, the strategy of gender mainstreaming should be used by the ILO to ensure that all work that is undertaken contributes to gender equality. A gender mainstreaming strategy implies that there is a systematic integration of the respective needs and interests of both women and men into all aspects of ILO's work. Gender mainstreaming does not replace the need for targeted women-specific activities or projects. Operationally and on a day-to-day basis, gender mainstreaming implies that: policies are in place; systems are in place to implement policies; and ILO staff and constituents have the capacity and tools to implement a mainstreaming policy.

Present situation of Action Plan

The Action Plan on Gender Equality was operational between January 2008 and December 2009.

Purpose, scope and clients of the evaluation

This evaluation analyses performance and progress in gender mainstreaming, using the Action Plan as a basis for measuring results and gaps. The main purposes of the evaluation are: for internal management learning and decision making; as a reference for drafting the Director-General's report on results of the Action Plan, to be presented to the Governing Body in March 2010; for advising on the drafting of the next Action Plan; and for sharing lessons learned and good practices with other UN system entities.

Clients of the evaluation include: ILO constituents; ILO senior managers; the 130 members of the ILO Gender Network of headquarters and field-based gender focal points; senior gender specialists and coordinators; and in particular the ILO Bureau for Gender Equality. The evaluation is intended to be a reference point for strengthening gender mainstreaming in the ILO.

Methodology

The evaluation took place between 28 September and 18 December 2009. The evaluators triangulated between a range of data sources. They undertook a document review, conducted interviews (internally with ILO staff and externally with donors), and measured progress against baselines for each of the indicators of the "enabling mechanisms" section of the Action Plan. Constituents were contacted via a questionnaire with a focus on capacity building, with 26 responses received. Five ILO donors were contacted. Eight independent evaluations reports were reviewed. Information and reports that would help to measure progress (or not) on the gender-related outcomes and indicators of the P&B 2008-09, as well as the P&B 2008-09 Joint Immediate Outcome (JIO) on gender equality, were examined. The evaluation also included an evaluability assessment of the Action Plan. A significant limitation for the evaluation was difficulty in accessing available data, housed in various units and departments, at the ITC and in the field Offices of the ILO on the impact of capacity building of constituents in gender mainstreaming, and gender equality results.

Main findings and conclusions

Gender mainstreaming in the ILO

Gender mainstreaming requires that policies and an enabling environment are in place. The ILO 1999 policy on gender equality and mainstreaming establishes the basis for all gender equality actions.[1] Commitment at the highest level is evident in ILO, which has created an enabling environment for gender mainstreaming. Many interviewees for this evaluation noted the proactive role of the Director-General in promoting gender mainstreaming.

Gender mainstreaming requires that systems are in place to implement gender policy. Hence the 2008-09 Action Plan's first results area appropriately focuses on structures and systems, including formal and informal values, norms, rules and regulations that support the promotion of gender equality. Demonstrated progress was made for most of the indicators in this regard. It was noted that some managers do not adequately prioritize gender mainstreaming. Although there are many signs, looking back over a decade, that gender mainstreaming is increasingly an agency wide responsibility, accountability overall, as in most UN organisations, is weak in the ILO, although attempts are being made to improve performance. ILO has also attempted to improve accountability for gender mainstreaming through the Action Plan, but has made limited progress, mainly because of the overall weak agency accountability. An important activity planned in the Action Plan - development of a core competency in gender mainstreaming - has not taken place. Given the UN context, ILO needs to be more strategic in promoting accountability for gender mainstreaming. In addition, staff and units can only be held accountable if there are specific minimum performance standards for which they are responsible for achieving. Recommendations are included on this in this evaluation.

Respondents noted that the Bureau for Gender Equality had largely met its responsibilities and performed admirably in many areas of its work. It was viewed as strategic and professional. The Bureau for Gender Equality and PARDEV has been effective in raising extra-budgetary funds and, according to respondents, and GENDER has used these funds efficiently in the sense that they were spent on the best alternative for promoting the Bureau's mandate. Despite this, the Bureau for Gender Equality is still seen as the main facilitator of gender mainstreaming. This is not unusual in UN agencies; however, ILO needs to move to a system where there is greater responsibility for gender mainstreaming across the agency.

The Action Plan

The Action Plan has given ILO's work on gender mainstreaming a useful focus. A sensible strategic decision was made when formulating the Action Plan to tie it to the P&B 2008-09 – sensible because this reflects mainstreaming, and ensured that the targets in the Action Plan would be consistently tracked through P&B reporting. The Action Plan usefully separates intra-organisational mainstreaming areas such as gender balance in staffing, from programmatic targets for the promotion of gender equality. For the former, indicators and targets are in general reasonably well articulated. Nevertheless the Action Plan 2008-2009, in particular in its programmatic section, demonstrates several generic RBM weaknesses which should be corrected in the next Action Plan.

Gender equality results

Most immediate outcomes in the programmatic section of the Action Plan focus on building the capacity of constituents. However, ILO does not systematically collect data on capacity building of constituents in gender mainstreaming, so the evaluation cannot draw firm conclusions about results in this area. During the Action Plan implementation period a number of capacity building activities focusing specifically on gender mainstreaming took place. The gender audit methodology was promoted extensively, because it follows an analytic self-assessment process with the aim of bringing about changes in the way gender mainstreaming is perceived. Four knowledge-sharing workshops,

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[1] Many strategic policies reiterate gender equality goals in the ILO.

including one for constituents, on implementing the Action Plan, were held. The gender equality on-line and on-campus courses in ITC played a key role in building skills of ILO staff and constituents to assess the implications of their work on women and men. However no gender training was offered through the ILO HRD training unit in ILO headquarters. It is also important that gender equality concerns are built into other capacity building initiatives. The ITC tried to ensure that gender issues were adequately integrated into all training activities offered and were able to demonstrate consistent progress.

In order to fill the gap in data concerning capacity building, the evaluation questionnaire focused on this issue. Questionnaire responses from 26 constituents provided indications that ILO constituents highly appreciate capacity building and support around gender mainstreaming. All those who had undergone a gender audit found it very useful. Half of the responses from constituents reported that ILO adequately or fully supported them to mainstream gender into policies reflecting fundamental principles and rights at work. Generally less than half reported adequate support in gender and employment related areas. In the social protection sector results were more mixed, with generally half indicating adequate support for various aspects of social protection support (HIV/AIDS in the workplace) and less than half expressing satisfaction on ILO support to mainstream gender on improving working conditions and safety and health at work. Respondents to the questions regarding social dialogue reported adequate support for the participation of women in social dialogue processes, but more than half reported that tripartite dialogue in policy-making did not address gender issues adequately. The support from the senior gender specialists was appreciated by many.

Gender mainstreaming also requires that tools are available for ILO staff and constituents. Evidence of gender equality concerns were manifest in key ILO tools. Tools are required to enable an examination of the service delivery mechanism of constituents to the ultimate beneficiaries of ILO's initiatives – working men and women. Many examples were found during the evaluation. Particular tools were developed or translated to reach a wider audience during the Action Plan's period. Country specific tools were also evident. Nonetheless the review of eight independent evaluations of Technical Cooperation Projects revealed that ILO is better at creating gender mainstreaming tools than following through on their use.

The draft Programme Implementation Report 2008-2009 (PIR) was reviewed in terms of reporting on gender equality results.[2] Reporting on gender equality results by ILO in the PIR was fairly limited with the main focus being on activities and women, rather than results and gender equality. Reporting was not at the level of immediate outcomes, which is the level that it was intended would be tracked in this evaluation, but rather at intermediate outcome and indicator level.

ILO has undertaken a large number of activities related to the promotion of gender equality. ILO has been providing capacity building support on an ongoing basis in the form of technical assistance, guidelines, workshops and other forms of training. At the country level there have been a host of legislations drawn up and action plans put in place. However, the evaluation team can conclude little from these activities and policies as there is very limited information on results, for example whether capacity building has worked as intended, or whether action plans put in place have had the intended effect. Currently ILO has no means of assessing gender equality results, either in relation to capacity building or other fields.

The review of eight independent evaluations of ILO work indicated that although positive results are being made in both gender mainstreaming and promoting gender equality, considerable work remains to be done if ILO is to achieve its gender mainstreaming mandate.

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[2] A preliminary version of the draft report was provided to the evaluation team. The evaluation team recognises that analysis in the actual report may be different from the draft, and conclusions in this evaluation that concern P&B reporting should therefore be read in this light.

The Joint Immediate Outcome (JIO) on Gender Equality in the P&B 2008-09 to a certain extent focused on women specific activities. Amongst the indicators were advancing women in decision-making positions; promoting women's entrepreneurship; promoting women's access to financing and resources. ILO has more or less met its targets for the JIO.

Recommendations

"Minimum performance standards" for gender mainstreaming

As part of its next Action Plan, ILO should set out a vision of what a gender mainstreamed agency would look like. A central part of this should involve development of minimum performance standards for gender mainstreaming in all key ILO processes and products, including the Strategic Policy Framework, DWCPs, evaluation methodology, audits and technical cooperation. Minimum performance standards mean the minimum level of performance that is acceptable in the ILO for it to achieve its gender mainstreaming mandate. This does not mean that ILO should only aim for minimum performance; it is important both to achieve minimum performance standards and advance beyond these standards to excellence in gender mainstreaming. A baseline should be developed in 2010 against these minimum performance standards, targets set for 2013 and 2015, and the resources required to meet the standards should be estimated, including for staff capacity development and strengthening of the Gender Focal Point system. Minimum performance standards will promote accountability by providing transparent norms for all to utilize, also providing easy reference for joint monitoring. ILO should allocate funding towards meeting these minimum performance standards from its regular budget.

Accountability for minimum performance standards for different types of ILO activities would have to be determined. Many of these minimum performance standards are in place as guidance or checklists, but should now be established as criteria which are tied to accountability of Bureau and senior managers. Consequences for non-performance would also need to be determined.

Guidance would have to be provided to steer all concerned as to what constitutes meeting minimum performance standards; what exceeds them and what is inadequate. Minimum performance standards may require significant intra-organizational learning. It would be important that such standards are incorporated into ILO staff training systems and included in training materials. The dissemination of minimum performance standards on gender equality and capacity building on them could be included as a 'global product' offered by the Bureau for Gender Equality.

Capacity assessment for ILO staff

ILO should carry out an assessment of current staff capacity in gender mainstreaming - potentially as part of the HRD ongoing skills assessment review - in relation to these proposed minimum performance standards for gender mainstreaming. Based on this, ILO should design training on gender mainstreaming, and continue to map capacity on an ongoing basis. ILO should develop a competency in gender mainstreaming, and tie this to strengthened capacity building of staff on gender mainstreaming. The PGA is recognised as an important tool for gender mainstreaming (for both ILO staff and constituents). ILO should build on it further.

Monitoring capacity building for constituents

All capacity building for partners should include adequate attention to gender mainstreaming, and this should be tracked by regular reviews of partner capacity, when requested and after consultation. This evaluation proposes that ILO should pilot a methodology for systematic planning, monitoring and evaluation of capacity building of constituents on gender mainstreaming with one sector, e.g. employment. ILO should track the results of its capacity building efforts through use of, for example the widely used four point Kirkpatrick scale or another form of longitudinal tracking.[3]

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[3] This scale involves: The reaction of trainee - what they thought and felt about the training; learning - the resulting increase in knowledge or capability; behaviour - extent of behaviour and capability improvement and implementation/application; and results - the effects on the organizational environment resulting from the trainee's performance.

As part of outcome based planning, ILO should develop mechanisms for capturing the agency's overall contributions to the promotion of gender equality. This could for example involve aggregating the results of capacity building on gender mainstreaming for constituents from across the ILO, and/or assessing the effectiveness of action plans and legislation supported.

The Director of the Bureau for Gender Equality should be included in regular meetings of the Senior Management Team, so as to assist the Bureau with an in-depth discussion of progress concerning the next Action Plan, against benchmarks on minimum performance standards, and other gender mainstreaming results, and hence enhance accountability for gender mainstreaming. A report on progress should be discussed by the Senior Management Team every six months.

Lessons learned

One of the main lessons for ILO and the UN system more broadly concerns the strategy of gender mainstreaming. Although policy and supportive senior management has created an enabling environment for gender mainstreaming, ILO has not as yet been able to institutionalize mainstreaming, which rests too heavily on the Bureau for Gender Equality and Gender Focal Points. This is a common problem in the UN system. However, given the enabling environment and dedicated staff, ILO has the potential to move beyond this impasse by institutionalizing minimum performance standards for gender mainstreaming greater attention to gender mainstreaming in its Senior Management Team meetings.

1. Background to the evaluation and methodological approach

1.1 The ILO Action Plan for Gender Equality 2008-2009

The ILO *Action Plan for Gender Equality 2008-09* was developed to operationalize the Director-General's 1999 ILO *policy on gender equality and mainstreaming* and to be aligned with the Programme and Budget (P&B) 2008-09. The Action Plan is intended for all ILO staff at all levels, and. the ultimate beneficiaries are intended to be tripartite Constituents. One of several such plans across the UN system, its intention is to make gender mainstreaming tangible in the context of the ILO's mandate.

The Action Plan focuses on three dimensions that together support achieving the larger goal of *Decent Work for All Women and Men*. These three dimensions, which were developed during a consultative process with some 55 ILO executive directors, managers and staff at headquarters and in field offices, are:
1) Enabling institutional mechanisms for gender equality in the organization – namely staffing, substance and institutional arrangements
2) Gender equality result areas of the Programme & Budget 2008-09
3) Implementing the *Joint Immediate Outcome* on "Advancing Gender Equality in the World of Work" from the P&B 2008-09.

The Action Plan also supported and reinforced the implementation of Decent Work Country Programmes (DWCPs) in more gender-sensitive ways, including promoting the ratification and application of Conventions No. 100; No. 111; No. 156; and No. 183.

1.2 Evaluation of the Action Plan

The Action Plan was positively received by the 300th Session of the Governing Body (November 2007). Towards the end of 2008, a stocktaking report on the implementation of the Action Plan was compiled by the Bureau for Gender Equality, on the basis of responses received to requests for information.[4] During discussion on the stocktaking report at the 304th Session of the ILO Governing Body (March 2009), constituents stressed that a final evaluation report on the Action Plan be presented to the Governing Body in March 2010.[5] This evaluation report thus looks at performance and progress in gender mainstreaming in the ILO and its efforts to promote decent work, using the Action Plan as a basis for measuring results and gaps. The terms of reference for the evaluation are included as Annex 1. As requested by constituents during the 2009 Governing Body discussions, in addition to

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[4] This report is available at:
http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_101710.pdf
[5] The Action Plan itself noted that a thematic evaluation should take place.

information on results of gender mainstreaming within the ILO, the evaluation focus is also on:

- progress and difficulties encountered during implementation of the Action Plan
- whether joint cooperation within ILO between GENDER and PARDEV had resulted in more gender-sensitive technical cooperation
- whether freedom of association and collective bargaining were incorporated
- whether prominence was given to categories of workers in which women were over-represented, such as in the informal economy and migrants, as well as to the four gender equality Conventions
- evidence that organizational cultures of workplaces were being addressed
- evidence that constituents were the beneficiaries of the Action Plan.

The results of this evaluation will be used for internal management learning and decision-making, and for external reporting to constituents on results achieved. The scope, purpose and clients of evaluation are outlined in Annex 1. The evaluation has been partly funded through the DFID /ILO Partnership Framework Agreement (PFA).[6]

The report is organised as follows. Section 1 outlines the background to the evaluation and the methodological approach undertaken to evaluate the progress in gender mainstreaming through the ILO Action Plan. Section 2 contains the general findings of the evaluation related to the Action Plan. Section 3 is organised around the findings for each Key Results Area in the first section of the Action Plan. Section 4 contains a summary of the survey results to constituents and details on progress in gender mainstreaming in the four ILO strategic areas (including some preliminary results from the draft P&B implementation report provided to the evaluation team). The efficiency of resource use and effectiveness of management arrangements are examined in Section 5. Section 6 provides conclusions and recommendations. A range of annexes is provided with further details of results and other relevant information.

1.3 Methodological approach

Two external and independent consultants conducted the evaluation, with support from a staff member of the Bureau for Gender Equality who is independent of the Action Plan and acted as a liaison for the evaluation team, and with guidance from the ILO Evaluation Unit. The evaluation followed the ILO Evaluation Policy as well as UNEG Norms and Standards for evaluation in terms of developing the methodology, analysing results and completing the evaluation report. A range of methods was used in the evaluation as outlined below.

Document review and analysis: Key documents related to performance and progress in gender mainstreaming were reviewed. This included evaluations of gender mainstreaming in technical cooperation; reports on gender audits; reports on the extent to which gender is mainstreamed into ILO organizational-wide processes such as the biennial programmes and budgets; and relevant UN documents on gender mainstreaming including progress reports on results-based management systems of UN entities. Summary evaluation forms from knowledge sharing workshops on the Action Plan were studied, along with mission reports. The evaluators analysed progress, which was recorded on the indicator sheets maintained by

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[6] GLO/08/53/UKM 2006-09

the Bureau for Gender Equality for each set of results relating to staffing, substance and institutional arrangements. An evaluability assessment[7] of the Action Plan was undertaken.

Questionnaire for ILO Constituents: As most of the indicators of the P&B relate to capacity building for ILO Constituents, the evaluators developed a questionnaire for constituents in English, translated by the Bureau for Gender Equality into French and Spanish, to assess their view on ILO achievements in gender mainstreaming, and the extent to which their capacity in gender mainstreaming had been developed. The questionnaire was sent to constituents via the Senior Gender Specialists in the field offices. Twenty-six questionnaires were answered.

Interviews: Interviews were held with a representative range of HQ staff (see below). Senior Gender Specialists in the field were interviewed by telephone. Five donors were also contacted by telephone to determine their view of how the ILO is progressing with regard to mainstreaming gender. Several interviews were conducted with staff in the Bureau for Gender Equality.

Consultation with key evaluation users: A focus group meeting with the Bureau for Gender Equality staff took place. The objective was to give these key staff an opportunity to present and discuss the recommendations they would like to see in the evaluation report and hear their views on gender mainstreaming within and outside ILO.

Triangulation: Information received from different sources was compared to assess overall performance, and conflicting information further investigated from other sources.

Specific methodology for each set of key results areas
To evaluate the results areas under **staffing**, the evaluators interviewed the Director of the Human Resources Department (HRD) as well as two GFPs in HRD. Statistics and documentation were provided by HRD including a breakdown by sex and grade of appointments made in recruitment. The evaluators also analysed two consultant reports and interviewed the consultant who liased between the Bureau for Gender Equality and HRD for these results areas (McDonald 2009).[8] Additionally Bureau for Gender Equality staff were interviewed and records of Bureau for Gender Equality interactions, dialogue and correspondence on these results areas studied. Documentation as evidence of progress was examined (for example, reports on activities of the Work-Life Balance and Gender Issues Working Group to the UN General Assembly October 2009; HRD's presentation to all line managers on the new teleworking measures).

To evaluate the results areas under **substance,** interviews were held with the ILO officers responsible for PGA's; the Gender Coordinator in ITC (responsible for gender training); the ILO officer with responsibility for gender and technical cooperation, PARDEV (responsible for donor liaisons). Additionally a number of DWCPs were reviewed; the Quality Assurance Mechanism for DWCP was reviewed and the P&B 2006-07 Implementation Report studied (along with that for P&B 2008-09). The classification system regarding gender in technical cooperation on IRIS was also examined. The standard evaluation questionnaire following ITC

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[7] An "evaluability assessment" is an investigation undertaken jointly by the evaluator, the evaluation sponsor, and possibly other stakeholders to determine if a program meets the preconditions for evaluation and, if so, how the evaluation should be designed to ensure maximum utility.
[8] MacDonald (2009) Report of consultancy activities and outputs October – November 2009. ILO Action Plan for Gender Equality 2008-09 "Staffing" Results Area.

training activities was examined for gender-related questions, and the collective results of one mandatory gender-related question on incorporating gender studied.

To evaluate the results areas under **"institutional arrangements",** interviews were held with the ILO officer responsible for coordinating the Gender Network in the ILO and a number of Gender Focal Points (GFPs). The records of GFP appointments were reviewed. An officer from the Evaluation Unit of ILO was interviewed in conjunction with the evaluation indicator. The documentation/correspondence for changes in gender-biased language in official documents was also reviewed.

To evaluate the **Key Results Areas Two and Three in the Action Plan**, the evaluators interviewed the Executive Directors of Employment, Standards, and Social Protection and the Director of the Bureau for Programming. Gender Coordinators from each of the Strategic Objective areas as well as some Gender Focal Points were also contacted. Access to the draft results of P&B 2008-09 was provided towards the end of the evaluation and examined. A range of documents and reports from each sector were also reviewed. The evaluators interviewed the Outcome Coordinator for the Joint Outcome on Gender Equality (Key Results Area Three).

Limitations

Limitations of the methodology were:

- Information from the Implementation Report 2008-09 was necessary in order to determining progress in Key Results Areas Two and Three but the timing of the evaluation and the publication of the PIR for P&B 2008-09 did not coincide. Nevertheless the Bureau for Programming and Management made available a preliminary draft of relevant sections of the PIR.
- The evaluators were unable to look in-depth at results at the country level, or to interview a large number of country offices (beyond the Africa Region). Most of the interviews were HQ based or by telephone because of the constraints linked to this evaluation feeding into the preparation of the DG's report to the GB's March 2010 Session. This report has to be ready for processing in early January 2010.
- The response from the questionnaire to constituents was inadequate – initial dissemination by the Office, followed by timely reminders, was limited, leaving little time for analysis of questionnaires.

2. General findings related to the Action Plan

2.1 Relevance and strategic fit – the RBM focus of the Action Plan

The Action Plan is one of a number of similar strategic planning tools developed by UN agencies in the last five years to implement their gender mainstreaming mandate.[9] [10] This Section analyses the Action Plan through an RBM lens in order to assess its quality and learn lessons for development of the next Action Plan. In doing this, two contextual factors should be taken into account. The first is that the Action Plan is a "first generation" plan, which was developed when there was limited experience in the UN with such initiatives. The second is that the Action Plan was developed at a time when RBM had made limited progress in the ILO. Development of the next Action Plan should benefit from both learning in the UN, and advances in strategic planning in the ILO.

The process for developing the Action Plan involved discussions with key staff in the ILO and meetings between the Director of the Bureau for Gender Equality with sector specific Directors. With the Bureau for Gender Equality taking the lead, each indicator in the first part of the Action Plan was discussed, carefully negotiated with the Director of the responsible ILO unit and agreed. Thus, the final Action Plan document was designed in consultation with headquarters (and field-based gender specialists and gender coordinators), as well as senior management and staff of key units and validated.

The Action Plan, as a first attempt at such an exercise, has given ILO's work on gender mainstreaming a useful focus and an institutional mechanism that has attempted to promote accountability. A sensible strategic decision was made when formulating the Action Plan to tie it to the P&B 2008-09 – sensible because this reflects mainstreaming, and ensured that the targets in the Action Plan would be consistently tracked through P&B reporting. The Action Plan usefully separates intra-organisational mainstreaming areas such as gender balance in staffing, from programmatic targets for the promotion of gender equality, the latter being contained in Annex 1 of the Action Plan. For the former, indicators and targets are in general reasonably articulated. Nevertheless the Action Plan 2008-2009, in particular in its programmatic section, demonstrates several generic RBM weaknesses, which should be corrected in the next Action Plan:

> ➢ Indicators and targets are measurable but not particularly meaningful, mainly focusing on activities. Immediate outcomes are meaningful but not measurable given the current capacity in the ILO for tracking results. Most of the immediate gender-related outcomes, indicators and activities drawn from the P&B 2008-09 for the Action Plan focus on capacity building, but there is no systematic method in place in the ILO for assessing whether capacity has been built to the extent required.

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[9] For example similar Action Plans have been developed by FAO, UNDP, and WFP.

[10] The Action Plan is referred to as a good practice in the Report of the UN Secretary-General, *Improvement of the status of women in the UN system,* presented to the 63rd Session of the General Assembly.A/63/364 Secretary-General's Report: Improvement of the Status of Women in the United Nations System: 18 September 2008. http://daccessdds.un.org/doc/UNDOC/GEN/N08/510/93/PDF/N0851093.pdf?OpenElement

➤ The links in the results hierarchy are not adequately connected, and the indicators included are not adequate measures of the results statements. For example most of the indicators refer to the number of Member States that use ILO technical tools and guidelines, the assumption being that this will lead to the increased capacity targeted in the immediate outcomes. But can it be plausibly assumed that because member States apply ILO generic tools, the required level of capacity in gender mainstreaming will be achieved by constituents, e.g. for development and implementation of policies?

➤ The majority of indicators are generic and do not have a gender equality focus,[11] for example: "Number of cases in which other organizations and bodies apply ILO advice and incorporate labour standards and ILO supervisory bodies' comments in their own policies."

➤ Strategies and activities have been included but their link to either the targets or immediate outcomes is not always clear.

Although indicators and targets are in general well articulated, there may have been too much flexibility in developing the baselines for some indicators. For example change in the extent to which gender equality is reported within the P&B Implementation Report from 2006-07 to 2008-09 could be measured by merely counting the incidence of the word 'gender', without actually examining outcomes. Phrases such as "gender sensitive outcomes", "this activity will be undertaken in a gender sensitive way" can disguise the fact that no concrete steps are in place to ensure that such "gender sensitive outcomes" actually occur.

Other areas that require strengthening include accountability for gender mainstreaming, and monitoring and evaluation arrangements to capture gender equality results. There should be greater recognition of weak accountability both in the ILO and the UN more generally, and what accountability means in public sector organisations. The current best case scenario for accountability for gender mainstreaming in UN agencies is agreed minimum performance standards in key institutional areas such as development of norms, tools and guidelines, technical cooperation and evaluation[12] - further discussed in Section 4.4.3.2. This report provides recommendations on developing such standards as part of the next Action Plan. In regard to monitoring and evaluation, it will be important to ensure that mechanisms are in place that can effectively capture the ILO's main results vis-à-vis the promotion of gender equality. Recommendations are also provided in this area.

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[11] Some of the indicators in the Action Plan in the Key Results Area 1 were not considered strong by ILO staff who had to subsequently work with these indicators.
[12] For example the draft minimum standards for the *System-wide Policy and Strategy on Gender Equality and the Empowerment of Women;* the UNCT Performance Indicators on Gender Equality and Women's Empowerment http://www.undg.org/?P=222; the UNHCR *Age Gender and Diversity Mainstreaming Framework* http://www.unhcr.org/cgi-bin/texis/vtx/search?page=search&docid=4a8e943f9&query=cdgecs%20agdm; WHO gender mainstreaming baselines; and ongoing work on minimum standards in WFP.

2.2 Minimum performance standards for gender mainstreaming: Recommendation

As part of its next Action Plan, ILO should set out a vision of what a gender mainstreamed agency would look like. A central part of this should involve development of minimum performance standards for gender mainstreaming in all key ILO processes and products. A baseline should be developed against these minimum performance standards, targets set for 2013 and 2015, and resources (in terms of improved internal capacity) required should be estimated. Minimum performance standards mean the minimum level of performance that is acceptable in the ILO for it to achieve its gender mainstreaming mandate. This does not mean that ILO should only aim for minimum performance; it is important both to achieve minimum performance standards and advance beyond these standards to excellence in gender mainstreaming. These will promote accountability by providing transparent norms for all to utilize providing easy reference for monitoring. ILO should allocate funding to meet these minimum performance standards from its regular budget.

For example a more thorough set of indicators could be applied in the preparation of the DWCP, such as whether an adequate gender analysis in relation to the situation of women and men in the world of work had taken place; whether all data used as background/baselines are sex-disaggregated; whether gender perspectives are adequately reflected in DWCP indicators etc. Many of these minimum performance standards are in place as guidance or checklists, but should now be established as criteria which are tied to accountability of Bureau and senior managers. For example, some 'standards' are already included in DWCP guidance.

Accountability for gender mainstreaming in different types of ILO activities would have to be determined. For example with the considerable emphasis on research in the strategies suggested to contribute towards the achievement of the 19 outcomes in P&B 2010-11, the Research and Publications Committee, which coordinates an Office-wide Research Strategy, would be the obvious focal point for ensuring that minimum performance standards are included in research criteria and are adhered to. Consequences for non-performance would also need to be determined.

Minimum performance standards could be linked to the questions under *non-discrimination and the promotion of equality* in the country-level application of the UN CEB *Toolkit for mainstreaming Employment and Decent Work.*[13] The widely disseminated *Toolkit* includes gender related questions under the checklists on non-discrimination in the general toolkit and also in the country level application of the toolkit.

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[13] Section C5 (pages 76-77) of the Toolkit provides the user with a checklist of questions to raise awareness of the interlinkages between decent work and different themes and policy domains so that governments or different agencies can see how their policies, strategies, programmes and activities are interlinked with employment and decent work outcomes.
http://www.ilo.org/public/english/bureau/pardev/download/toolkit_country_en.pdf

> **Guidance would have to be provided to steer all concerned as to what constitutes meeting minimum performance standards; what exceeds them and what is inadequate. Minimum performance standards may require significant intra-organizational learning. It would be important that such standards are incorporated into ILO staff training systems and included in training materials.**
>
> **With no outcome specifically on gender equality or gender mainstreaming in the 19 outcomes of the new P&B, there may be a possibility that funding will not be allocated for gender mainstreaming in particular, unless the donor community makes a specific request to allocate funding through the RBSA mechanism. In response the Bureau for Gender Equality has prepared a list of "global products" for 2010-11 which are organisation-wide strategies and tools, to be funded through RBSA mechanisms. The dissemination of agreed minimum performance standards on gender equality and capacity building on them could be included as a 'global product' offered by the Bureau for Gender Equality.**

2.3 Accountability for gender mainstreaming

The Action Plan notes (p. 12): "Strengthened accountability mechanisms are essential for effective gender mainstreaming. This requires clarity on roles and responsibilities and adequate tracking and oversight." The Action Plan stresses senior management accountability for its implementation (ibid): "all ILO staff at headquarters and in field offices are required to promote gender equality in the context of the Decent Work Agenda by building this into their work. Senior management, including directors in the field, has overall responsibility and accountability for the policy's operationalization and implementation…. As regards responsibility for achievement of gender-responsive results within the Organization's Programme and Budget for 2008–09, ultimate responsibility lies with senior management." While technically this is accurate, actual accountability of senior managers in the ILO, as in the rest of the UN system, is weak, if we take accountability to mean that there is some consequence for lack of action or achievement of results. The Action Plan was therefore based on an overoptimistic assessment of the potential for establishing workable accountability mechanisms.

In terms of the overall UN context, the Secretary General's Report *Accountability framework, enterprise risk management and internal control framework, and results-based management framework*[14] proposes a comprehensive accountability architecture that encompasses three key elements of: institutional and personal accountability: performance, compliance, and integrity. A central feature of the new accountability framework is UN Secretariat senior managers' compacts on results with the Secretary-General. A review of 28 senior managers' compacts for 2008 found no reference to gender equality, and only one reference to women.[15] In 2008 the Resident Coordinator performance appraisal system included assessment against performance on gender mainstreaming, but this has been removed for 2009. A background paper developing an Action Plan for the Chief Executives Board *System-Wide Policy on*

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[14] A/62/701 dated 19 February 2008.
[15] OSAGI (2009) "Development of an Action Plan for the UN system-wide policy and strategy on gender mainstreaming. Discussion Paper. Prepared for the United Nations Inter-Agency Network on Women and Gender Equality, Eighth Session. New York, 24-26 February 2009." mimeo.

Gender Equality and the Empowerment of Women, which reviewed accountability for gender mainstreaming in 13 UN agencies, concluded that: "The current state of accountability and of results based management across the UN system, while varied, is in general not adequate to ensure gender mainstreaming."

Accountability in the UN context is often ill defined, but usually involves accountability for establishing RBM systems, that is processes rather than results. The UNDP gender mainstreaming evaluation notes that: "Accountability usually involves penalties for failure to perform."[16] However, such penalties have not yet been introduced in the UN system, and some would argue that they are more relevant for private than public sector organizations. UNDP has tried to strengthen its framework and the experience of UNDP with its Gender Steering and Implementation Committee should be reviewed in this regard.[17] Finding an appropriate accountability framework in a public sector organization, which deals with results that are complex, will always be a challenge. Future accountability mechanisms for gender mainstreaming in ILO, a specialized agency of the UN system need to take account of related developments in the UN, which is why this evaluation recommends the development of minimum performance standards for gender mainstreaming as the main means of establishing accountability.

The Action Plan set objectives for strengthened accountability as follows: "Efforts in this area will be ongoing but allied with stronger and more coherent mechanisms for oversight and reporting by responsibility. Over the current Action Plan period, a focus will be on making more systematic use of existing review opportunities, and incremental strengthening of current reporting mechanisms, in order to provide more comprehensive oversight on gender equality performance and progress." This was set out in table from in the Action Plan; the first two columns of this Table are reproduced below, with a third column added on results.

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[16] UNDP (2006) *Evaluation of Gender* Mainstreaming in UNDP. New York: UNDP.
[17] UNDP (2008) *Gender Equality Action Plan*. New York: UNDP.

Table 1: Results of accountability monitoring goals for 2008-2009

Accountability monitoring goals	Chief responsibility	Results
A schedule for regular oversight will be established on the organizational performance in gender equality	Bureau for Gender Equality	The Bureau for Gender Equality noted that this refers to gender mainstreaming in the ILO (as opposed to gender equality results). A schedule for regular review was established and reviews were carried out, but oversight *per se* was not in place.
Strengthened individual and collective accountability at each level – from senior management to individual staff	All staff	Indirect evidence of strengthened accountability through improved reflection of gender mainstreaming in P&B 2010-11, but no direct evidence of strengthened individual and collective accountability. No gender mainstreaming competency in place.
Increased monitoring of gender equality performance and outcomes in plans and programmes taking place, including strengthened reporting within existing reporting schedules	Relevant sectors/country programmes and units, together with the Bureau of Programming and Management, guided by the Bureau for Gender Equality and the gender network	Draft findings from the 2008-2009 Programme Implementation Report in relation to Action Plan targets were reviewed and do not suggest that systematic reporting on gender equality performance and outcomes is in place. Data in the Programme Implementation Report is not systematically disaggregated by sex and there is limited overall reporting on gender equality.
Increased knowledge base on results and good practices for dissemination on gender-relevant information, findings or results	Entire field structure and headquarters-based units, supported by the Bureau for Gender Equality and the gender network	This is not an accountability mechanism.
A monitoring system of the internal participatory gender audits will be set in place to examine how gender equality issues are taken into account in selected field offices, in technical cooperation programmes, among selected constituents and headquarters-based units. Outcomes of gender audits will be reported to the Governing Body within the regular ILO implementation reports	Bureau for Gender Equality	The goal is unclear as PGAs themselves examine gender mainstreaming. Reports on gender audits form part of implementation reports for management and the ILO Governing Body.

While some interviewees noted the accountability section of the Action Plan was excellent with clear responsibilities outlined, some gender focal points commented that the accountability section meant that 'everybody and nobody' is responsible, and gender related work was left up to them. Some gender focal points also reported that they receive minimal support from managers for organization of gender equality events or implementing the Action Plan. It was reported by some that resources are allocated for gender mainstreaming activities only if there are surplus funds at the end of the Biennium.

Although the Action Plan outlines accountability, roles and responsibilities for the implementation of the Action Plan, it was recognised by the Bureau for Gender Equality that platforms for dialogue must be opened within the ILO and within units responsible for certain aspects of the Action Plan. In order for ILO staff to engage with the Action Plan, they must understand who is responsible in their respective technical areas, plan how to implement the Action Plan, and have the negotiation skills to be able to tackle power relations. The Bureau for Gender Equality thus organised a series of knowledge sharing workshops to tackle this issue –discussed below.

A further accountability mechanism planned under the Action Plan was development of a competency in gender mainstreaming, at an appropriate level, for all ILO staff. This has not as yet been developed, and in the opinion of the evaluators ILO therefore is missing an important opportunity to strengthen accountability for gender mainstreaming. However, interviews suggested that it will be possible for the Bureau for Gender Equality to work with HRD over the next six months to put this competency in place, and to tie it to strengthened training in gender mainstreaming for ILO staff.

Recommendation:

The Director of the Bureau for Gender Equality should be included in regular meetings of the Senior Management Team, so as to assist the Bureau with an in-depth discussion of progress concerning the next Action Plan, against benchmarks on minimum performance standards, and other gender mainstreaming results, and hence enhance accountability for gender mainstreaming. A report on progress should be discussed by the Senior Management Team every six months.

ILO should develop a competency in gender mainstreaming, and tie this to strengthened capacity building of staff on gender mainstreaming.

2.4 Knowledge sharing workshops

In total, four knowledge-sharing workshops on the Action Plan took place (two in English, one each in Spanish and French) during the Action Plan implementation period

A considerable effort was made by the Bureau for Gender Equality and the Gender and Non-Discrimination Programme at ITC to invite a wide variety of ILO staff to attend these workshops, from high-level officials to administrative staff, ILO gender focal points in ILO headquarters and field offices, programming staff and ILO staff with responsibility for RBM. It is estimated that at least 92 women and men attended the knowledge sharing workshops (25 participants at an English speaking workshop in Turin; 12 at a French one; about 25 participants in Beirut; and 30 in San José, Costa Rica- including ILO constituents).

Innovative and novel workshop approaches were used.[18] Participants were informed about the interrelation between organizational-wide gender mainstreaming initiatives and their own responsibility. Who is responsible for the Action Plan implementation was explored in depth. A major output of the workshops was that each participant left with their own individual work plan with practical actions to further the implementation of the ILO system-wide Action Plan and ensure its impact. Feedback on the quality of the workshops is provided in Box 1.

Box 1: Feedback on the Knowledge Sharing Workshops

The Senior Gender Specialist for the ILO Sub-Regional Office for Central America reported that the workshop was the beginning of a discussion process in the region and linked ministries of labour, trade unions, employers, and ILO staff. The respective roles on implementing labour aspects of national action plans on gender equality were clarified. In the evaluation of the workshop in Costa Rica integrating a gender perspective into participants' respective organizations was rated highly by participants.

The Senior Gender Specialist for the ILO Regional Office for Arab States in Beirut stated that the knowledge sharing workshop in Beirut generated a lot of energy around implementing the Action Plan, particularly amongst younger generation of ILO staff and technical cooperation project staff. A clear indication of the 'buzz' and interest in gender issues generated by the workshop is evident by the increased requests to the Senior Gender Specialist for ILO gender tools, presentations, gender indicators, CDs, technical support, etc. (which was an indicative activity in the Action Plan under the substance results area to reach the indicator related to gender issues applied in technical work). The Senior Gender Specialist has indicated that a large number of the commitments made by the staff members who participated in the workshop have already been achieved or are underway.

In conclusion, the Senior Gender Specialists interviewed during this evaluation reported that the knowledge-sharing workshops served as a good strategy in their regions.

Source: Evaluation interviews

There was general high appreciation of these workshops. Many workshop evaluations revealed that participants appreciated the move beyond traditional workshops to change management processes. Many newly-appointed gender focal points found the workshops useful, indicating that the workshops also developed capacity on gender mainstreaming. However, based on interviews with gender focal points and gender coordinators mainly at ILO headquarters, the evaluators concluded that there is a need to develop a typology for assessing the results of capacity building over the longer term – see below.

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[18] A summary of the approach and methodology used in these workshops is available at http://i-p-k.co.za/wordpress/allowing-human-ingenuity-to-unfold/facilitating-transformation-in-living-systems/

2.4.1 Factors identified as contributing to/curtailing gender mainstreaming

Many ILO GFPs had the intention of following up and implementing their individual work plan as soon as possible. Some interviewed did so in as far as they could and with renewed vigour. However, in many cases, external factors were at play, such as a lack of support from managers to implement measures planned. Another major factor impeding progress is the lack of time to implement planned activities. Although gender focal points are meant to act as catalysts rather than being responsible for implementing gender mainstreaming, they are often left 'to do' gender mainstreaming. Gender focal point tasks are seen by managers as 'add-on' tasks rather than part of their core work.

The following factors were identified as hindering the planned knowledge sharing workshop outcomes as being effective in integrating a gender dimension in ILO's core RBM systems.[19] They also reflect challenges ILO staff face more generally concerning gender mainstreaming.

- The general lack of knowledge on RBM is a hindrance to reporting on gender mainstreaming.

- The lack of some mid-senior management prioritisation of gender, generally. The problem is not that gender equality concerns are not seen as important, but their prioritisation is low on the list of priorities, which basically means some managers do not see gender equality concerns as important enough to act on. For example, gender equality issues are given the last 15 minutes of attention in meetings. In one case, it was reported that following a large study on an ILO related topic and a two-day tripartite workshop to validate results, a male constituent (rather than an ILO officer) brought up the fact that gender equality was missing from analysis and discussions. The terms of reference for this particular study had outlined that gender equality concerns should be included, but the study report was <u>not</u> rejected on the basis that gender equality concerns were totally omitted.

- Reporting mechanisms, such as mission report formats, ensure that officers report on how their activities linked to the immediate outcomes of the Programme and Budget, but they do not normally stress how gender was addressed or integrated.

- The term 'gender mainstreaming' is still difficult for many to grasp. Many grapple with whether by 'mainstreaming' they are still allowed to have activities that focus exclusively on women to address economic, political and social inequalities related to the world of work. Many attempts at gender mainstreaming result in gender mentioned everywhere but often in a meaningless way e.g. "gender will be mainstreamed in this activity".

- The capacity of ILO constituents to 'mainstream' gender is also an issue. The ability to mainstream gender is not on the agenda when choosing partners in technical cooperation, although efforts are being made to ensure that partners develop the capacity to mainstream gender in many regions.

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[19] Identified during an evaluation of the DFID PFA gender mainstreaming support to ILO.
http://www.ilo.org/eval/Evaluationreports/lang--en/docName--WCMS_117986/index.htm

2.5 Recommendations on capacity building for ILO staff

ILO should carry out a capacity assessment of current staff capacity in gender mainstreaming - potentially as part of the HRD ongoing skills assessment review - in relation to agreed minimum performance standards for gender mainstreaming, and design training on gender mainstreaming based on this. Capacity building should be based on the different competencies required by different types of staff.

Half-day training sessions on gender mainstreaming would be suitable for those staff who do not have time to dedicate to longer training periods.

ILO should track the results of its capacity building efforts through use of the widely used four point Kirkpatrick scale[20] or a longitudinal tracking system over 12 month periods from the date of the training

In line with UNDG guidance, all capacity building for partners should include adequate attention to gender mainstreaming, and this should be tracked by regular reviews of partner capacity.[21]

Consultants working with ILO should be expected to meet minimum performance standards in gender analysis and use of sex-disaggregated data.

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[20] See Kirkpatrick, D. (2006) *Evaluating Training Programs: The Four Levels.* Third Edition. This scale involves: The reaction of trainee - what they thought and felt about the training; learning - the resulting increase in knowledge or capability; behaviour - extent of behaviour and capability improvement and implementation/application; and results - the effects on the organization or environment resulting from the trainee's performance.

[21] (2009) Technical Brief on UNDG Programming Principles: Capacity Development
http://www.undg.org/?P=225

3. Findings on the first set of key result areas of the Action Plan

This chapter continues the focus on gender mainstreaming in the ILO by analysing the key results areas included in the Action Plan, with attention to whether stated objectives have been met. The chapter closes with an overall assessment of ILO's performance in gender mainstreaming.

3.1 Key Results Area One: Staffing

3.1.1 Background

The basis for this results area is equality of opportunity and treatment of all ILO staff. Staffing is the only area with a specific target in the DG's 1999 *Policy on Gender Equality and Mainstreaming* with an Office-wide target of 50 per cent of Professional posts to be filled by women by 2010. Particular care is to be given to greater parity between women and men in promotions to senior posts.

Expanded opportunities are to be provided for administrative staff. Indicators were agreed to ensure that practical work arrangements within the ILO resulted in a more family friendly environment. In reality 'family friendly' often implies that work arrangements become more sensitive to women's needs (child care, maternity/paternity leave, travel requirements as part of job, flexible hours), although men also expressed support for work-life balance provisions and by the end of 2008 in ILO, paternity leave was extended to one month. ILO also strives to ensure that there is no expectation that workers having few or no family responsibilities can be away from home for significant periods of time, or be expected to work late into the night.

Management training is expected to address gender equality issues. Reference to gender equality was expected to be progressively included in staff job descriptions. Another area of focus was around harassment including expressions of power between managers and female staff at lower levels, which can make women or men uncomfortable and affect productivity.

Table 2: Staffing results

Indicators and targets	Baseline	Progress
Increase towards parity in Professional posts	At the end of 2006, 40.5% of professional and higher-level staff are women (P1-DG)	At the end of 2009, 43% of professional and higher-level staff are women (P1-DG) *Progress: 2.6%*
Gender equality addressed in management and leadership programmes, as part of training of trainers and in terms of reference for training providers	In the 3 four -day workshops held during 2006-07 gender issues and/or diversity were informally addressed	In the 7 four -day workshops held during 2008-09 gender issues and/or diversity were informally addressed *Progress: none*
Gender balance in staff participation in management and leadership programmes	In 2006-07, 46.5% of participants in the MLDP programme were women	In 2008-09, 34.6% of participants in MLDP were women. In mid-2008, 60% of participants in a newly introduced workshop for country directors were women. *Progress: overall the leadership building programme, encompassing several initiatives, achieved its five-year target of reaching 75% of P4 and above staff; 40% were women. The % of female participants were higher than the % of women in the relevant pool*
Increase in General Service staff opportunities for training	5 kinds of opportunity for training offered to General Service staff in 2006-07	9 kinds of opportunity for training offered to General Service staff in 2008-09 *Progress: four more kinds of training offered*
Provisions for a gender-sensitive and family friendly workplace strengthened & enforced	In 2006-07, six gender-sensitive and/or family-friendly measures existed	By the end of 2009, seven gender-sensitive and/or family-friendly measures exist *Progress: new measure is the teleworking policy*
Demonstrated commitment and reference to gender equality progressively included in staff job descriptions	In 2007, 23% of job descriptions for regular budget vacancies at professional level specifically refer to keywords "gender" and/or "gender sensitivity"	*In 2009, 30.3% of job descriptions for regular budget vacancies at professional level specifically refer to keywords "gender" and/or "gender sensitivity" (for 2008 24.2%)* *Progress: increase in inclusion of gender criteria of 1.2% in 2008 over 2007, and 6.1% in 2009 over 2008.*
Provisions for combating harassment at the workplace strengthened and enforced	In 2006-07, sexual harassment policy and procedures exist within broader ILO policy on harassment in the workplace	*Progress: no change identified except wider dissemination of policy*

3.1.2 Analysis of "Staffing" results area of the Action Plan

3.1.2.1 Indicator 1 Staffing: Increase towards parity in Professional Posts
The baseline as of the end of July 2006 was that 40.5% of professional and higher-level staff (P1-DG level) were women. As of the end of 2009, 43% of professional and higher-level staff

are women. This represents an overall increase of 2.6% between the end of 2006 and 2009 in the number of professional and higher-level staff who are women.

Comparative figures from other UN agencies are not yet available for 2008-09,[22] although the latest UNDP Gender Action Plan notes 66% men in senior manager positions in 2007, and 65% for middle management.

According to the a report prepared by a gender and organizational change expert[23] (MacDonald, 2009), the positive results at ILO owed much to the high percentages reached in grades D1 and above, giving disproportionate weight to a very small number of appointments mostly made by direct selection. The proportion of women at P5 has risen from 29.7% at the end of 2007 to 35.1% at the end of 2009. MacDonald (2009) warns that if the only focus of attention is on P5 or above, the structure will become top-heavy and there will be an insufficient pool of junior female staff ready to apply for P5 posts. Given the ageing staff generally in ILO, she recommends that a priority should also be to increase the number of young women on the professional level staff, by making ILO an attractive option for younger female professionals. Studies consistently point to the ranges of factors that need to be addressed to improve gender balance and the relevant officials in ILO should seriously examine such studies.[24]

3.1.2.2 Indicator 2 Staffing: Gender equality addressed in management and leadership programmes, as part of Training of Trainers and in terms of reference for training providers

The baseline for this indicator was the three Management and Leadership Development Programme (MLDP) four-day workshops held during 2006-2007 in which gender issues and/or diversity were informally (as opposed to formally integrated into the course content) addressed. Seven MLDP four-day workshops were held during 2008-09. Again gender issues were only informally addressed, if at all. No changes were identified during the Action Plan period. Monitoring and evaluation of MLDP training does not capture the gender related issues discussed allow for progress to be identified.

"Managing Diversity" is one of 25 voluntary self-directed learning modules, offered to 'graduates' of the MLDP. Apart from another learning module "Technical Cooperation Project Design, Monitoring and Evaluation, there are one or two passing mentions of gender mainstreaming.

The evaluation report from the Gender Mainstreaming in DFID /ILO Partnership Framework Agreement (October 2009), found that many individuals in ILO experience a lack of mid-management support to mainstream gender. The report also stressed that more emphasis must be placed on ensuring ILO senior managers' support for gender mainstreaming and their recognition of gender equality as an essential component of other development goals. The "Performance Management Framework" for managers and the MLDP are considered potentially important and strategic entry points for reaching senior management.

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[22] http://www.un.org/womenwatch/osagi/fpgenderbalancestats.htm#ns
[23] MacDonald was contracted by GENDER in November 2008 and again in October 2009 as a consultant for the "Staffing" Result Area of the ILO Action Plan for Gender Equality 2008-09
[24] For example as outlined by the UN Office of the Special Adviser on Gender Issues and the Advancement of Women *Measures to Accelerate the Improvement in the Status of Women in the UN System* critical factors that need to be addressed to improve gender balance include a gender strategy, recruitment and retention, career progression, mobility, organizational culture, working climate, monitoring (statistics), managerial accountability, and addressing informal barriers. Aide-Mémoire Expert Group Meeting. November 2007, UN, New York

3.1.2.3 Indicator 3 Staffing: Gender balance in staff participation in management and leadership programmes

The baseline for this indicator was that in 2006-07, 46.5% of participants in the MDLP programme were women. In 2008-09 34.6% of participants in the MLDP were women. In mid-2008, 60% of participants in a newly introduced workshop for country directors were women. Over the period 2006-09, 38% of participants in the MLDP were women, in line with the average number of women in the P4-P5 range.

In order to promote gender balance among participants in management training, HRD had encouraged managers to nominate female staff to participate in the training. Overall, reaching 75% of P4 and higher-level staff in management and leadership programmes has been achieved. As 40% of these participants were women (MacDonald, 2009), gender balance in staff participation in management and leadership programmes has not yet been achieved, although this may reflect the overall gender staff balance figures.

3.1.2.4 Indicator 4 Staffing: Increase in General Service staff opportunities for training

In 2006-07, five kinds of opportunity for training were offered to General Service staff.[25] This was used as the baseline. In 2008-09 nine kinds of opportunity for training are offered to General Service staff, indicating that four more kinds of training are now offered.[26]

MacDonald (2009) warns that the strong emphasis on Information Technology and the computerised *Integrated Resources Information System* (IRIS) could lead to increased workloads if female General Service staff alone are asked to input into the IRIS system, in lieu of their managers also doing such work. Interestingly 89% trained on IRIS were female, but mostly male staff were sent out to introduce IRIS in the field.

3.1.2.5 Indicator 5 Staffing: Provisions for a gender-sensitive and family friendly workplace strengthened and enforced

The baseline for this indicator was that in 2006-07, six gender-sensitive and/or family-friendly measures existed.[27] By the end of 2009, seven gender-sensitive and/or family-friendly measures exist. The new measure is a policy on teleworking. This measure was developed in response to an ILO Work-Life Balance survey sent to all staff in April 2008.

In October 2009, HRD presented and promoted the work-life balance and flexible working arrangements at the monthly line managers' meeting, allowing line managers to see that HRD was endorsing the underlying principles. The work done on teleworking presents some evidence that ILO is striving to achieve a work-life balance as a priority item. As part of the Action Plan Strategies, the Bureau for Gender Equality was invited to become a member of the Joint Negotiating Committee which developed the new policy.

3.1.2.6 Indicator 6 Staffing: Demonstrated commitment and reference to gender equality progressively included in staff job descriptions

The baseline for this indicator was that in 2007, 23% of job descriptions for regular budget vacancies at professional level specifically referred to the keywords "gender" and/or "gender

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[25] Namely: writing skills distance learning; managing yourself workshop; language courses; IT training; and IRIS system courses.

[26] New kinds of trainings included ECDL certificate of IT proficiency; appreciative inquiry exercise in knowledge sharing initiatives; participation in the International Labour Conference (ILC) extended to local staff in the field; distance learning library of e-courses piloted for local staff in the field.

[27] These included maternity leave, paternity leave, flexible and part-time work, adoption leave, crèche and disability policy.

sensitivity". The Bureau for Gender Equality prepared this baseline in November 2008, but this baseline was never finalized with HRD.

In 2008, 24.2% of job descriptions for regular budget vacancies at professional level specifically referred to keywords "gender" and/or "gender sensitivity". By 2009, this percentage had risen to 30.3%. Progress in the increase in the inclusion of gender criteria in job descriptions was 1.2% in 2008 over 2007, and (after establishment of the Recruitment and Placement System - RAPS[28]) 6.1% in 2009 over 2008. According to MacDonald (2009), the wording of references to gender criteria and requirements in job descriptions was stronger and more precise in 2009, than in the previous batches of vacancies under RAPS, indicating further progress.

3.1.2.7 Indicator 7 Staffing: Provisions for combating harassment at the workplace strengthened and enforced

In 2006-07, the baseline for this indicator was that the sexual harassment policy and procedures (from 2004) exist within the broader ILO policy on harassment in the workplace (from 2000). No change was identified during the Action Plan period. However in January 2008, a guide on resolving problems at work was published by the Joint Negotiating Committee, so that the policy could be made more known to staff. The annual report of the Mediator's Office (where harassment cases can be dealt with) for 2008 does not distinguish between sexual harassment and other kinds of harassment.

3.1.3 Assessment of progress, good practices, challenges related to gender balance in staffing

In 2008, four staff members in HRD were appointed by the HRD Director as liaisons for the seven indicators related to staffing. However, there were some changes in key HRD personnel during the Action Plan implementation period, which resulted in a lack of continuity in implementing the expected results under the remit of HRD.

Much progress on the staffing results area can be attributed to the support provided by the Bureau for Gender Equality to HRD through an expert on gender and organizational change hired twice to liase with HRD to contribute towards the "staffing" results area of the Action Plan. The Consultant worked with each relevant HRD staff member to help establish a baseline for their indicators in the Action Plan and identify strategies and activities to help achieve progress.

The Consultant on the "staffing" result area of the Action Plan produced two reports, one in 2008 and one in 2009, outlining challenges encountered accompanied by recommendations to overcome these. The first report includes three useful mainstreaming tools and notes on mainstreaming gender in management training materials. The report was shared with HRD (MacDonald, 2008). The second report (MacDonald, 2009) was also shared with HRD, identified good practices in HRD such as stronger and more precise reference to gender criteria in the wording of job descriptions in RAPS in 2009; or HRD providing user-friendly guidelines on parental leave to encourage its take-up (see Annex 3). This report also provided

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[28] RAPS expands opportunities for external candidates, particularly from under-represented countries by making the recruitment procedures more transparent. Each RAPS round deals with a batch of 40-45 candidates at a time It was introduced to the ILO in 2007.

practical suggestions and recommendations for moving forward in 2010 and beyond (see Annex 3).

Macdonald (2008) reviewed the management learning tools used by HRD and made comments on the MLDP Training Modules and Facilitators' Notes in order to make the MLDP materials gender-sensitive.[29] HRD reported that gender expertise and gender mainstreaming concerns were not part of the terms of reference for the training providers; so they were not integrated into the training courses during the Action Plan implementation period. However, during interviews for this evaluation, HRD emphasized that they considered it important to strengthen the gender content of the MLDP, either through a separate module on gender mainstreaming or through increased attention to gender in current MLDP modules. They also stressed that strengthened training in gender mainstreaming should be linked to a gender mainstreaming competency. A new contract for the implementation of the MLDP will start in 2010 and it is recommended that gender and management issues are mainstreamed in the new delivery of MLDP.

It is now clear what progress has been made in implementing the staffing results area. Much remains to be done and is planned for the coming year, such as implementing the core competence on social justice (which now includes gender sensitivity), once this is approved by the Cabinet of the DG. HRD have indicated their renewed commitment to implement strategies to ensure equality of opportunity and treatment of all staff.

Recommendations:

For collaboration across departments on gender equality concerns (for example collaboration between GENDER and HRD), it may be strategic to share costs in hiring experts and finalising terms of reference to ensure ownership and buy-in from all concerned.

Future training for management, management support materials, resources for managers and learning tools for improving management systems should integrate gender equality concerns.

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[29] Specifically the "Performance Management Framework" text for managers, the Management and Leadership Development Programme (MLDP) and a *Managing Yourself* module.

3.2 Key Results Area 1: Substance

3.2.1 Background

The focus on the *institutional mechanisms* results areas was to internalise commitment to gender equality throughout the ILO, so that gender equality is reflected in all technical work, operational activities and support services including knowledge management. Gender analysis is to be undertaken systematically in ILO's technical work, recognising that ILO staff may require greater capacity in undertaking such analyses. Existing tools to support gender mainstreaming were to be rolled out, including the participatory gender audit (PGA) methodology. ILO's knowledge base on gender issues would be improved, including a focus on mainstreaming gender in research. Finally the extent to which donor agreements make provisions to support gender mainstreaming and technical cooperation projects are gender mainstreamed were to be measured under this results area.

Table 3: "Substance" results

Indicators and targets	Baseline	Progress
Increase in extent to which gender equality is reported within the Implementation Report 2008-09	In the P&B 2006-07 Implementation Report, 7.5% (or 95) of the total number of results (1,256) are specifically gender-related (GENDER baseline) *OR* In the P&B 2006-07 Implementation Report, 16 out of 19 (84.2%) operational outcomes reported with gender related results (PROGRAM's baseline)	*Progress: unknown as report not available in December 2009.*
Number of gender audits conducted of ILO units/offices; results reported to senior management and management response.	Between 2001 and 2007, 28 gender audits in ILO units/ offices. The baseline was modified to make is comparable over two years. Two gender audits conducted within ILO between 2007-08.	Six gender audits were conducted within ILO between January 2008 and the end of 2009 *Progress: an increase in the number of audits undertaken in the ILO of four.[30]*
Number of gender-sensitive indicators developed and promoted for technical work	Of the 30 DWCPs that were drafted or finalised during 2006 and/or 2007 and that included indicators, 17 contained indicators that were partially gender sensitive	Of the 20 DWCPs that were drafted or finalised during 2008 and/or 2009 and that included indicators, 14 contained indicators that are partially gender-sensitive. *Progress: a higher proportion of DWCPs contain indicators that are gender sensitive. Furthermore "partially" was redefined more stringently to mean that at least two indicators are gender-sensitive (rather than one only). The application of the 2007 definition would have resulted in 19 out of the 20 draft or final DWCPs containing indicators that are at least partially gender sensitive.* *As of July 2009 3 of 20 DWCPs that were drafted or finalised during 2008 and/or 2009 contained reference in the sections on "monitoring & evaluation" to either "gender equality promotion",*

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[30] These audits took place in two country offices (ILO Abuja; ILO Dhaka); and one Sub-regional Office (Addis Ababa) and in three headquarters units - the Standards Department (NORMES); Official Relations Department (RELOFF).

		"sex-disaggregated data" or "gender".
Proportion of research, methodologies and tools addressing gender issues applied in technical work	Between 2006-07, 13 out of 32 texts in total of the research published and available on its website by the International Institute for Labour Studies addressed gender issues.	In 2008-09, 10 out of 22 texts total of research published by the ILO International Institute for Labour Studies addressed gender issues. *Progress: an increase in 5%*
Increase in extent to which ILO/donor agreements make specific provisions to support gender mainstreaming	In 2007, 5 out of 10 ILO donor partnership agreements that were operational included provisions for gender mainstreaming.	By July 2009, 6 out of 9 in total of ILO donor partnership agreements that are operational include specific provisions for gender mainstreaming. *Progress: two-thirds in 2009 up from a half of partnership agreements in 2007*
Increase in extent to which technical cooperation projects/programmes have gender mainstreaming	In May 2008, 28% of active extra budget TC projects were classified as "none" in the mandatory field on gender equality in IRIS.	In July 2009, 24% of active extra budget TC projects (168 out of 693) are classified as "none" in the mandatory field on gender equality in IRIS. *Progress: a decrease of 4% classified as not having gender mainstreaming. Four compulsory gender markers are now in place to classify TC projects. In December 2009 almost 9% of projects were classified at level 4[31]*

3.2.2 Analysis of "substance" results area for Action Plan

3.2.2.1 Indicator 1 Substance: Increase in extent to which gender equality is reported within the Implementation Report 2008-09

The Action Plan states that the baseline is the P&B 2006-07 Implementation Report. The Bureau for Gender Equality and PROGRAM utilized different calculations for this baseline. The Bureau for Gender Equality analysed "gender related" results in each <u>result</u> in the Implementation Report.[32] The Bureau for Gender Equality came up with the following baseline:

- For Strategic Objective 1 there were 31 Gender related results out of a total of 299 results
- For Strategic Objective 2 there were 29 Gender related results out of a total of 304 results
- For Strategic Objective 3 there were 20 Gender related results out of a total of 279 results
- For Strategic Objective 4 there were 15 Gender related results out of a total of 383 results
- The total was calculated to be 95 (7.5%) gender related results out of a total of 1256 results.

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[31]

1 = Project contains no objectives, outcomes, outputs or activities that aim to promote gender equality

2 = Project does not include gender equality as an outcome, but some outputs and/or activities specifically address gender issues

3 = Project includes gender equality as an outcome, and some outputs/activities specifically address gender issues

4 = Project's main stated objective is to promote gender equality, and outcomes, outputs and activities are designed to promote gender equality

[32] "Gender related" was defined for this baseline as including mention of: gender (and any modifying phrase), women, men, boys, girls, maternity, paternity, work and family responsibilities, equally pay, pay equity, equal remuneration, discrimination (with modifying words "sex" or "gender"), sex disaggregated data; and Conventions Nos. 100, 111.156 and 183. In the 2006-07 P&B Implementation Report, it seemed evident that some of the so called results were "activities" rather than "results". However based on the above definition, the Bureau for Gender Equality counted all relevant results. This was a labour-intensive effort.

In contrast, PROGRAM focused on the nineteen *operational outcomes*. Each operational outcome contains many results for each outcome. PROGRAM maintained that 16 out of 19 (or 84.2%) operational outcomes reported with gender related results. The Bureau for Gender Equality does not find this baseline useful for evaluation purposes since an operational outcome was counted by PROGRAM if there was only one result that was "gender related" amongst the many results for that particular outcome. The extent to which gender equality is reported within the PIR for P&B 2008-09 is unknown at the date of this evaluation report.

During the Action Plan implementation period, there were however many activities to help achieve progress. PROGRAM, the Bureau for Gender Equality, and the ITC played catalytic roles. PROGRAM provided instructions for reporting and set up corresponding IRIS functionalities for the P&B 2008-09 Implementation Report. Regions and headquarter units were asked to specify any gender equality aspects of outcomes achieved, as one of the common principles of action. However, PROGRAM's overall instructions for reporting make no reference to gender mainstreaming or other cross-cutting themes. As the final revision of the P&B Implementation Report was not available during this evaluation it is not possible to assess whether this gender-neutral stance led to under-reporting on gender mainstreaming.

As discussed, publicising and raising awareness of the Action Plan generally (including the indicator that expects gender equality to be reported within the PIR was helped by *Knowledge Sharing Workshops* held in Turin, Costa Rica and Beirut organised by the Bureau for Gender Equality and ITC with the support of the ILO Sub-regional Office in San José and the ILO Regional Office in Beirut. The *"Gender Equality at the Heart of Decent Work"* general discussion item of the International Labour Conference (ILC) in 2009 also promoted awareness of gender mainstreaming.

3.2.2.2 Indicator 2 Substance: The number of 'gender audits' conducted of ILO units/offices; results reported to senior management and management response.
The Participatory Gender Audit (PGA) methodology is both a tool and a process that promotes organisational learning on mainstreaming gender practically. Since 2001, with the Bureau for Gender Equality leading, the PGA had been used by ILO offices, and was gradually extended to ILO constituents.[33]

The baseline given in the Action Plan for this indicator was 28 gender audits within ILO from 2001 to September 2007. However, because 2001 to 2007 is not comparable with 2008-09, this baseline was modified to two gender audits conducted within ILO from January 2006 through to the end of 2007. Six gender audits were conducted within ILO between January 2008 and the end of 2009, indicating an increase in the number of audits undertaken in the Office of four.[34]

The results of all gender audits were expected to be reported to senior management. Senior management 'buy-in' is in fact critical for an effective gender audit. The evaluators were unable to determine the extent of management response during this evaluation, although anecdotal evidence indicated that a response from managers depended on individual managers' priorities. One unit that underwent a gender audit reported that they would

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[33] Nearly 800 facilitators were reported by GENDER to have been trained in the methodology by the ILO.
[34] These audits took place in two country offices (ILO-Abuja; ILO Dhaka); and one Sub-regional Office (Addis Ababa) and in three headquarters units - the Standards Department (NORMES); Official Relations Department (RELOFF).

welcome further follow-up support following a gender audit. However the approach behind the Gender Audits, leaves the responsibility for follow-up firmly with management of the audited unit, rather than with the Bureau for Gender Equality.

3.2.2.3 Indicator 3 Substance: Number of gender-sensitive indicators developed and promoted for technical work

The *Decent Work Country Programmes (*DWCP) are the main vehicles for delivery of ILO direct technical support to member states, stating the priority challenges to be addressed by ILO's national programme of cooperation. To ensure that commitment to gender equality is internalised throughout the ILO and reflected in all technical work, operational activities and support services, the DWCP were used as the baseline for this indicator. Of the 30 DWCPs that were drafted or finalised during 2006 and/or 2007 and that included indicators, 17 contained indicators that are partially gender-sensitive. A positive result can be reported for this indicator. Of the 20 DWCPs that were drafted or finalised during 2008 and/or 2009 and that included indicators, 14 contained indicators that are partially gender-sensitive.

What is actually meant by "gender-sensitive indicators developed and promoted for technical work" was defined by GENDER who developed the baseline.[35] For the July 2009 measurement, "partially" was redefined more stringently to at least two indicators being gender-sensitive (rather than one only). In fact, the application of the November 2007 definition would have resulted in 19 out of the 20 draft or final DWCPs containing indicators that are at least partially gender sensitive.

A further baseline was also developed in July 2009 - three out of twenty DWCPs that were drafted or finalised during 2008 and/or 2009 contained reference in the sections on "monitoring and evaluation" to either "gender equality promotion", "sex-disaggregated data" or "gender". This evaluation considers that the sections on monitoring and evaluation are areas that could be improved upon in the future and GENDER has prepared a baseline for this purpose.

3.2.2.4 Indicator 4 Substance: Proportion of research methodologies and tools addressing gender issues applied in technical work.

Many sections of the ILO are engaged in research, and it was administratively difficult to organise a baseline for all such units. In the absence of being able to reach all such ILO (or having a minimum set of gender-related standards for undertaking research -for example a systematic sex-disaggregation of data, a gender analysis of research subjects etc.), the Bureau for Gender Equality examined research from the key research body linked to the ILO, the ILO International Institute for Labour Studies (INSTITUTE).

A baseline from 2006-07 was developed following a study of 32 texts published and available on the INSTITUTE's website. Between 2006-07, thirteen out of 32 texts in total of the research published by the INSTITUTE addressed gender issues. Using this baseline, the Bureau for Gender Equality was able to demonstrate that in 2008-09, ten out of 22 total texts of research published by the INSTITUTE addressed gender issues.

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[35] The definition was as follows: "DWCP priority outcome indicators for technical support to constituents which specially target one sex either as equity measures and /or quantify impacts on one sex with a view to promote equality for or empowerment of women". Partially gender sensitive was defined for the 2007 measurement (November 2007) "as a minimum of one indicator within the DWCP is gender sensitive".

3.2.2.5 Indicator 5 Substance: Increase in extent to which ILO/donor agreements make provisions to support gender mainstreaming

Although not many new donor agreements were signed between 2008-09, progress on this indicator was demonstrated, with two thirds (six out of nine partnership agreements) having made provision for gender mainstreaming by July 2009, up from a half (five of the ten total ILO/donor partnership agreements that were operational) in 2007. PARDEV sent a standard cover letter to all donors along with an information pack highlighting ILO policy on gender equality and gender mainstreaming. This indicator stemmed from the recommendations in the 2005 thematic evaluation report on gender issues in technical cooperation. GENDER worked closely with PARDEV on developing baselines and activities.

3.2.2.6 Indicator 6 Substance: Increase in extent to which technical cooperation projects/programmes have gender mainstreaming

Also stemming from the thematic evaluation report on gender issues in technical cooperation recommendations in 2005, the Governing Body requested the D-G to work with constituents, donors and the beneficiaries so that all future ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle. Thus an increase in the extent to which technical cooperation projects have gender mainstreaming was an indicator in the Action Plan.

The baseline for this indicator was that in May 2008, 28% of active extra budgetary technical cooperation projects were classified as "none" in the mandatory field on gender equality in IRIS. Between May 2008 and July 2009, there was a slight reduction (28% to 24%) in the number of technical cooperation projects that are classified as having "none" in their mandatory field on gender equality in the IRIS system. Progress was thus a 4% improvement.

3.2.3 Assessment of progress, good practices, challenges

3.2.3.1 Increased competency of ILO staff

All indicators for this results area require a change in attitudes and working habits to facilitate gender mainstreaming. To achieve the indicators and targets, cooperation and teamwork are critical. For example cooperation was required around identifying opportunities for mainstreaming gender in DWCPs; and teamwork was essential for conducting and implementing recommendations from gender audits. Evidently it is beneficial for new staff to have gender-related competencies. If the incorporation of gender criteria into the ILO's new core competencies framework (on social justice) is approved, candidates will now have to demonstrate a level of knowledge about gender issues suitable to the post for which they are applying.

Incumbents also require competence in gender analysis and gender mainstreaming. ITC offers residential and on-line trainings to improve competencies on gender equality and clearly had an important part to play in developing competence of ILO staff (and constituents, see section 5.3.2) in conducting gender analysis and planning. Week-long residential courses such as an introduction to gender budgeting (in English, French or Spanish) and on-line 10 month courses on gender mainstreaming are available. Some ILO staff interviewed during this evaluation indicated that they would be unable to allocate a week for a residential course, but would welcome a half-day refresher training on gender analysis or a tailored course on gender in their technical area (see recommendation above).

3.2.3.2 Moving forward with the PGA

> **The Participatory Gender Audit – Good Practice**
>
> **The dissemination of the Participatory Gender Audit methodology (including the Facilitators Manual) and the training of gender audit facilitators are good practices. Politically, the PGA has now been recognized at the highest level in the ILO. The PGA is seen as a global ILO product. Many UN agencies and, at the national level, UNCT's have expressed keen interest in the PGA. In fact, during 2008-09, training of PGA facilitators workshops for UN staff were organized and delivered in Cape Verde, Ethiopia, Malawi, Mozambique, Nigeria, Rwanda, and the United Republic of Tanzania[36]. WFP and FAO are also planning extensive use of PGAs.**

The gender audit also offers an opportunity to revise attitudes and working habits within the Office and to continue to support gender mainstreaming. A review of the gender audits in 2008 (covering the period 2001-2008 and thus prior to this evaluation, but indicative of overall results) notes considerable success in use of this instrument (McDonald 2008). The report on the PGA includes a range of recommendations for the next phase of the PGA roll-out in ILO, for example:

- With the continuing expansion of the PGA to new countries and target groups, more human resources are required to ensure the audit can take place also within ILO.
- The Bureau for Gender Equality should promote the gender audit tool with ILO units of key importance to the Office,[37] and also Sub-regional Offices and, if possible, country offices which have not yet conducted an audit.
- A follow-up monitoring event of some kind should be included in the PGA process itself (develop a schedule to assess progress).

A recent presentation reflecting quantitatively and qualitatively on the progress of the PGA since 2004 outlines a number of directions that the gender audit could take.[38] The evaluation report from the Gender Mainstreaming in DFID /ILO Partnership Framework Agreement (2006-09) (October 2009) also made a number of recommendations on expanding the PGA. In addition, a concept paper that outlined issues to be addressed in adapting the PGA methodology to the *UN Delivering as One* context was prepared; and with financial support from DFID, the Bureau for Gender Equality was able to contribute to the process of ensuring that internal joint UN practices and related support systems began to reinforce gender mainstreaming in seven countries in Africa. This was achieved through training of facilitators and supporting subsequent gender audits that took place either at the UNCT level or the UN agency level.

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[36] Training of constituent facilitators was also supported through the DFID PFA *Gender mainstreaming project* GLO/08/53/UKM.
[37] Such as ACTRAV, ACT/EMP, TRAVAIL, INTEGRATION, or HRD.
[38] Prepared by Jyoti Tuladhar, GENDER, 26 November 2009

3.2.3.3 Contributions to progress on the DWCP indicators

The number of gender sensitive indicators prepared was an important indicator under this results area, with the DWCPs as the main vehicles for measuring gender-sensitive indicators. In July 2008 the second version of the Guidelines for *Developing and Implementing Decent Work Country Programmes* was published[39]*.* This text contains an increased emphasis on gender equality, compared to its first version, with gender equality listed as amongst the eight new or expanded elements in the revised version reflecting PROGRAM and GENDER's cooperation on this. An examination and comparison of the DWCP for Ethiopia and Kenya indicates that potentially the process of ensuring gender is integrated into the DWCP outcomes, outputs and activities is improving over time.[40] The Kenyan DWCP runs for the period 2007-2011 and only contains references to "gender sensitive skills development of young workers" and "interventions will be gender sensitive" without adding detail on how this will occur. In contrast the more recently developed Ethiopian DWCP (2009-2012) contains more substantive background detail on gender in the country context; outcomes statements; indicators and targets; and other outputs; strategies etc.. Comparing the Ethiopian and Kenyan DWCPs indicates that the revised Guidelines on DWCP potentially play an important part in mainstreaming gender in DWCP. However other factors apart from the guidelines themselves could be at play. [41]

The **ILO Quality Assurance Mechanism (QAM)** for DWCPs includes a template for appraising draft DWCP documents. Such appraisal is done by members of the Regional DWCP Support Groups. Gender field specialists are involved to a varying degree in the formulation and review of DWCPs. In principle, they should be part of the Regional Support Groups. An assessment checklist is considered by the QAM network (the network includes representatives from the Bureau for Gender Equality). The current template for appraising draft DWCP documents includes a question on gender mainstreaming. Under a series of questions related to the 'Strategic Fit', whether *gender issues are addressed and mainstreamed to contribute to gender equality* is included; whether there are *adequate gender disaggregated problem analysis and strategic response* should also be rated. The Bureau for Gender Equality reviews all DWCP drafts and has become more involved over the years in this process.

PROGRAM's overall evaluation of QAM has been less positive, however, indicating that there is no "evidence" that the QAM has improved the quality of DWCPs. In October 2009, the QAM was under revision.

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[39] http://www.ilo.org/public/english/bureau/program/dwcp/download/guidev2.pdf PROGRAM were responsible for the revision of the DWCP. The Bureau for Gender Equality gave substantive input to the second version, to ensure points on gender equality were included.

[40] The Kenyan and Ethiopian DWCP were randomly chosen for review

[41] For example the position of the Anglophone Senior Gender Specialist in Africa was vacant until 2007.

Efforts are underway in the ILO to provide guidance on the principles of measuring decent work.[42] Differences between men's and women's access to decent work were discussed throughout the review of recent pilot decent work country profiles, drawing on indicators that were disaggregated by sex. To capture gender differences in access to decent work, country profiles covered themes with a particular gender relevance (e.g. combining work, family and personal life or equal opportunity and treatment in employment) and provide sex disaggregation for most indicators.[43] Relevant findings from these pilot country profiles[44] indicate that strategies to address these and other gender related inequalities must be included in technical work to achieve decent work for all women and men.

The gender marker was identified in the evaluation as a good practice (see box below). However, gender analysis must be undertaken systematically at project design stage. In November 2008, PARDEV put in place a system of appraisal of all new technical cooperation projects. The Bureau for Gender Equality provided criteria for checking the quality of new proposals to help ensure that gender is taken into account at the stage of project design. Although the Bureau for Gender Equality is currently involved in the peer review process of appraising ILO funding proposals, they cannot be expected to cover all projects.

> **Using Gender Equality Markers for Technical Cooperation Projects: Good Practice**
>
> **The process of replacing the six classification categories for attention to gender equality in technical projects with four mutually exclusive, obligatory, options, corresponding to the OECD/DAC Gender Equality Marker is a good practice. At any given time, ILO can access how many projects are classified as having as their main objective gender equality compared to projects that have no relation to gender equality. ILO can also estimate how much funding is being spent on gender-specific projects.**

It should be noted that ILO has been innovative with the introduction of an adapted OECD-DAC gender marker for its purposes, and should be commended for its pro-activity in this area. ILO may wish to review the ongoing assessment of the use of gender markers in the UN as it refines its own use of the gender marker.[45]

Lessons from a review of Independent Project Evaluation Reports contained in iTrack, by EVAL in 2009 highlighted 14 lessons learned from 2007 reports contained in the database.

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[42] See, for example, the GB document from the March 2008 Session GB.301/17/6 and more recently GB.306/17/5 on Decent Work Indicators, approved at the November 2009 Session.

[43] See also the Checklist of good practices for mainstreaming gender in labour statistics, as adopted by the 17th ILCS in 2003. Available at http://www.ilo.org/wcmsp5/groups/public/---dgreports/---integration/---stat/documents/normativeinstrument/wcms_087632.pdf.

[44] E.g. women have less access to formal employment than men in Tanzania; fatal occupational accident rates are far higher for men than for women in Ukraine; many women but very few men work part-time or leave the labour force due to care responsibilities in Austria; and in Brazil, women spend fewer hours in employment than men, but work far longer hours if domestic chores are included.

[45] **UNICEF. Financing Gender Mainstreaming. A Review and Analysis of Gender Equality Programmes of UNICEF's Partners:** *Assessing the Effectiveness of their Systems and Tools for Tracking Resource Allocations and Expenditures Advancing Gender Equality Results.* Draft: September 13, 2009

One such lesson revealed that gender should be consciously addressed in the project design otherwise it will be seen as an add-on and not given serious attention. The review stressed that there is a need to involve constituents, donors and beneficiaries, and gender should be mainstreamed throughout the project cycle. The Office's two-pronged approach to gender mainstreaming has been found to be successful – addressing the needs and concerns of both women and men on the one hand; and addressing gender-specific interventions when warranted on the other hand. The following relevant good practices were identified by EVAL in their review:

1. Involve of both women and men in project consultations and analysis.
2. Include gender-disaggregated data in project documents.
3. Formulate gender-sensitive outcomes indicators, outputs and activities.

These good practices provide a useful foundation for developing minimum performance standards for all project design and wider ILO institutional mechanisms and processes.

Collaboration between GENDER and PARDEV- Good Practice

During consultations for the stocktaking report of the Action Plan on Gender Equality in March 2009, information on whether joint collaboration between GENDER and PARDEV had resulted in more gender-sensitive technical cooperation was sought. The following examples of joint collaboration and good practice can be reported:

1. **The Bureau for Gender Equality regularly meets with the PARDEV GFP and other desk officers to promote provisions for gender mainstreaming in new donor partnership agreements.**

2. **PARDEV and PROGRAM GFPs attended the *Gender Equality at the Heart of Decent Work* Inter-Regional Learning Forum in Bangkok in April 2009.[46] The GFP's presentation on supporting gender-sensitive decent work through technical cooperation outcomes was reported to be well received by the other members of the ILO Gender Network present at the Forum.**

3. **PARDEV ensures that the Bureau for Gender Equality get invited to and participates in annual ILO donor review meetings that map progress on technical cooperation and other forms of support. Such review meetings allow the Bureau to share information with donors if requested. PARDEV and the Bureau for Gender Equality have published a profile of ILO multi-bilateral donors' policies on gender equality in 2006 and an update is forthcoming. The Bureau for Gender Equality is able to refer to these policies in collaboration and discussions with PARDEV, ensuring that PARDEV and the Bureau for Gender Equality are coordinated prior to donor review meetings.**

4. **For the *Gender at the Heart of Decent Work* campaign, PARDEV sent out campaign materials to all donors. This resulted in some donors providing feedback to the Bureau for Gender Equality.**

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[46] Organised jointly by the Bureau for Gender Equality and Regional Office for Asia and the Pacific.

3.3 Key Results Area One: Institutional arrangements

3.3.1 Background

Four of the indicators in this section of the ~~ILO~~ Action Plan related to the ILO Gender
Network, which includes some 130 women and men in ILO offices worldwide and at
headquarters-based units (see Annex 4).

Many technical units of the ILO report that they rely heavily on the Senior Gender Specialists
in the field. Many constituents who responded to the questionnaire for this evaluation noted
their appreciation of the support from the Gender Specialists. Both the Bureau for Gender
Equality and Senior Gender Specialists were reported to have an important role in raising the
profile of gender related issues in the field and amongst constituents. This helps technical
units considerably in their attempts to place gender equality issues on the Decent Work
Agenda with constituents.

One indicator in this section of the Action Plan relates to an improved accountability
framework for gender equality and improved mechanisms for gender sensitive monitoring and
evaluation. Since the establishment of a central Evaluation Unit (EVAL) in 2005, the ILO is
striving to build a more independent evaluation function. Evaluating gender equality concerns
as they relate to the 'world of work' in all terms of reference for evaluations will make the
evaluation function more effective.

Finally there is an indicator that relates to the use of gender sensitive language in ILO rules,
regulations and directives. Gender sensitive language clearly communicates to those down the
line that ILO is a gender sensitive institution.

Table 4 "Institutional arrangements" results

Indicators and targets	Baseline	Progress
Gender expertise is available to support all regions & headquarters	2008: Four regions covered by at least one gender specialist, for a total of six senior gender specialists	September 2009: five regions plus one sub-region covered by at least one senior gender specialist for a total of either senior gender specialists. *Progress: increase in coverage for one region and one-sub region with a senior gender specialist. Two more senior gender specialists appointed.*
Coverage of all offices with gender focal points	June 2008: The number of field offices without GFPs was 11. The number of headquarters units without GFP was six	October 2009: 2 field offices and 1 headquarters unit without GFPs. *Progress: increase in coverage*
Increase in number of men who are gender focal points or who work specifically on gender issues	July 2006: 28% of gender focal points are male	July 2009: 31% of GFPs were men. *Progress: increase of 3%*
Increased number & percentage of gender focal points who are middle management or above	June 2008: 18% of GFPs in field offices and 48% of GFPs in headquarters based work units were grades P4 and above	July 2009:16% of GFPs in field offices and 57% of headquarters based work units are grades P4, P5 or above. *Progress: up by 11% for headquarters, but down by 2% for field offices*
In independent evaluations of ILO strategies, DWCPs, and projects, gender equality is included in monitoring plans & evaluation terms of reference & reports.	Aggregate assessment of gender treatment in independent evaluation reports on technical cooperation: 2005 = 2.1 2006 = 1.8 The scale used: 0 = not addressed 1= clear need for improvement 2= sufficient level of quality 3 = high quality information.	2007 =2.1 and 2008 = 1.3 *Progress: none, but there was a methodological change in how scores are calculated*
Increased percentage of ILO circulars, etc. use gender sensitive language	The English, French and Spanish versions of Standing Orders of the International Labour Conference contained at least 138 gender-biased words Rules of Regional Meetings contained at least 15 gender-biased words	By July 2009 the English, French and Spanish versions of Standing Orders of the International Labour Conference contain 138 less gender-biased words; the Rules of Regional Meetings contain 15 less gender-biased words. *Progress: Amendments to Rules for Regional Meetings approved by Governing Body at 301st Session in March 2008 and confirmed by ILC at 97th Session in June 2008.*

3.3.2 Analysis of "Institutional" results area of the ILO Action Plan

3.3.2.1 Indicator 1 Institutional: Gender expertise available to support all regions and headquarters

The baseline was the number of regions with at least one Senior Gender Specialists (as of 1st January 2008). Four regions were covered by at least one gender specialist, for a total of six Senior Gender Specialists. As of September 2009, five regions plus one sub-region (Central America) were covered by at least one senior gender specialist, for a total of eight Senior Gender Specialists.

There are currently eight Senior Gender Specialists in the field and a Senior Gender Specialist at ITC.[47] In comparison to another cross-cutting issue HIV/AIDS, there are six HIV/AIDS Technical Specialists in the field.[48] Taking another area with ILO specialists, there are about 19 Bureau for Workers' Activities (ACTRAV) Specialists in the field.

3.3.2.2 Indicator 2 Institutional: Coverage of all offices with gender focal point

There are over 100 ILO gender focal points. Only two field offices are without a GFP in October 2009, compared to 11 in 2008 (which was the baseline). An additional baseline was added to this indicator. The number of headquarters-based technical work units without GFPs as of June 2008 was six. By October 2009, the number of headquarters-based technical work units without GPFs was one, indicating that progress has been made.

The manager of the office or unit appoints GFPs. Considerable effort was made by the Bureau for Gender Equality to ensure that GFPs were appointed and supported. GFPs were invited to attend the knowledge sharing workshops on the Action Plan, are briefed by GENDER upon appointment, at their request, and are regularly given information materials including the "Gender Network Handbook", which is systematically updated with the latest policy documents.

3.3.2.3 Indicator 3 Institutional: Increase in number of male gender focal points.

Minor progress was made in increasing the number of male GFPs. The baseline was that in July 2006, 28% of GFPs were men. By July 2009, 31% were men. Directors of unit/offices were strongly encouraged to appoint male GFPs.

3.3.2.4 Indicator 4 Institutional: Increase in the number and percentage of GFPs who are middle management or above

As of June 2008, the baseline for this indicator was that 9 of 50 GFPS in field offices (or 18%), and 22 of 45 GFPs in headquarters-based work units (or 48%) were grades P4, P5 or above. Of the total GFPs (both field and headquarters-based) 31 of 95 (or 32%) are grades P4 or above. In July 2009, ten of 62 GFPs in field offices or 16%, and 27 of 47 GFPs in headquarters-based work units (or 57%) are grades P4, P5 or above. Of the total of GFPs (both field and headquarters-based, 37 of 110) 34% are grades P4 or above.

Progress in the percentage of GFP who are middle management or above was down 2% for field offices, and up 11% for ILO headquarters.

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[47] Two Senior Gender Specialists are in Africa, two in the Americas; one in the Arab States, two in Asia and Pacific, one in Europe and Central Asia and one in the international Training Centre in Turin.

[48] However there are also national project coordinators working on specific programmes that deal with HIV/AIDS and the workplace.

3.3.2.5 Indicator 5 Institutional: In independent evaluations of ILO strategies, DWCPs and projects, gender equality is included in monitoring plans and evaluation terms of reference and reports

The baseline for this indicator is the 2005 and 2006 aggregated assessment of gender treatment in independent evaluation reports on technical cooperation. The scale was between 0 and 3. The scale used was 0 = not addressed, 1= clear need for improvement, 2= sufficient level of quality and 3 = high quality information. For 2005 a score of 2.1 was calculated; for 2006 it was 1.8. In 2007 a score of 2.1 and in 2008 a score of 1.3 was calculated. Thus in 2008, there was a decrease in progress towards including gender equality in evaluations. However, there was a methodological change in how scores were calculated which accounted for some of the change between 2007 and 2008.

3.3.2.6 Indicator 6 Institutional: Increased percentage of ILO circulars, etc. that use gender sensitive language
The baseline for this indicator was that the English, French and Spanish version of *Standing Orders of the International Labour Conference* contained at least 138 gender-biased words. The *Rules for Regional Meetings* in English, French and Spanish contained at least 15 gender-biased words. This included typically the use of a masculine pronoun inferring that certain functions are carried out only by men.

By July 2009 the English, French and Spanish version of *Standing Orders of the International Labour Conference* contained 138 less gender-biased words and *the Rules for Regional Meetings* in English, French and Spanish contained 15 less gender biased words. Sentences were rephrased. The Standing Orders amendments were adopted by the 97th Session of the ILC in 2008, having been approved by the ILO Governing Body at its 301st session in March 2008. Similarly the *Rules of Regional Meetings* were amended.

3.3.3 Assessment of progress, good practices, challenges

3.3.3.1 Recognition of important role of the Gender Network
The Bureau for Gender Equality made considerable effort to encourage the appointment of GFPs at more senior grades, because some of the expected GFP tasks require authority to suggest certain gender equality improvements. For example, it is sometimes difficult for a GFP at P2 level to encourage colleagues to promote parity of women and men participants in events, trainings and projects coordinated by their unit. Depending on the hierarchical nature of their office, it can be difficult to suggest gender-related issues on internal and public meeting agendas or with events with constituents or to encourage the inclusion of gender-specific objectives, outcomes and indicators, and activities in the programmes of offices. Appointing GFPs at senior grades should continue in the ILO, linked to accountability monitoring issues (as outlined in Section 3.3 above).

Managers are expected to ensure that adequate time, conditions and financial resources are allocated so that the GFP can perform the tasks required. Again this depends on the professionalism and priorities of managers, but is not assessed. A key concern of GFPs is that their work as a GFP is not reflected in their performance appraisal. Many gender focal points, particularly those at P2 or P3 level stress that much depends on the sensitivity of their manager to integrating gender-related issues into core work. From discussion with some *knowledge sharing workshops* attendees, it is evident that their managers' support is one of

the critical issues for them, when attempting to act as a catalyst for gender-related activities. Some women and men interviewed stressed the need to strengthen the whole gender network mechanism, which may be empowering for those who are at P2 and P3 levels.

3.4.3.2 Strengthening gender sensitive monitoring and evaluation in programming

The Action Plan called for improved mechanisms for gender sensitive programming, monitoring and evaluation. EVALs guidance are in line with UNEG Norms and standards for evaluation. EVAL reported to the evaluation team that they stress that all evaluators must be sensitive to and address issues of discrimination and gender inequality. EVAL monitors mainstreaming of gender issues in high-level evaluation that they oversee.

EVAL conducted a self-assessment of the degree to which gender issues have been mainstreamed into high-level evaluations based on a binary scoring system without establishing a qualitative scale of value in the identification of the different criteria. This binary codification enabled the establishment of a "gender mainstreaming index". The criteria that compose the index are the following:

- Inclusion of gender requirements in the scope and methodology of the Evaluation's terms of reference
- The use of sex-disaggregated data to support the findings and situation analysis of the high level evaluation report
- A section of the evaluation report that addresses the question of gender, in the context of evaluation findings and situation analysis.

It is evident that the criteria above are a useful first start but should be strengthened.

Recommendation:

Based on UNEG Norms and Standards[49] ILO may want to consider including some or all of the following minimum performance standards for all evaluation reports:

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[49] http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4 **Reference to gender in UNEG Norms**
N11 – Evaluation Ethics
11.4 In light of the United Nations Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender inequality.

Reference to gender in UNEG Standards
Standard 2.4:
Evaluators need to have specific technical knowledge of, and be familiar with, the methodology or approach that will be needed for the specific evaluation to be undertaken, as well as certain managerial and personal skills.
- Understanding of gender considerations
Standard 2.5:
Evaluators should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relationships with all stakeholders.
14. Evaluators should be aware of differences in culture, local customs, religious beliefs and practices, personal interaction and gender roles, disability, age and ethnicity, and be mindful of the potential implications of these differences when planning, carrying out and reporting on evaluations.
Standard 3.7:
Evaluation methodologies should be sufficiently rigorous to assess the subject of evaluation and ensure a complete, fair and unbiased assessment.

- **Background section in the ToR sets out any gender equality implications of the intervention**
- **The ToR sets out the methods through which gender equality concerns will be addressed**
- **The evaluation team has the capacity to address gender equality concerns adequately**
- **The evaluation methodology explicitly addresses issues of gender**
- **The evaluation report systematically disaggregates data by sex, or explains why data is not disaggregated**
- **The evaluation report sets out the extent to which gender equality issues were implemented as a cross-cutting theme in programming, and if the subject being evaluated gave sufficient attention to promoting gender equality**
- **The evaluation report assesses the intervention against the ILO gender equality Policy of 1999**
- **Evaluation conclusions and recommendations adequately reflect gender equality concerns raised in the report**

3.3.3.3 Gender sensitive language

Language is a powerful tool for describing or misrepresenting reality. Further action to introduce inclusive language for the purpose of promoting gender equality was an item on the agenda of the Governing Body in November 2009. The Committee on Legal Issues and International Labour Standards (LILS) was asked to recommend that the Governing Body

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12. Evaluation methods depend on the information sought, and the type of data being analysed. The data should come from a variety of sources to ensure its accuracy, validity and reliability, and that all affected people/ stakeholders are considered. Methodology should explicitly address issues of gender and under-represented groups.

Standard 3.9:
The evaluation design should, when relevant, include considerations as to what extent the UN system's commitment to the human-rights based approach has been incorporated in the design of the undertaking to be evaluated.
Consideration should also be given to gender issues and hard-to-reach and vulnerable groups.

Standard 3.14:
The composition of evaluation teams should be gender balanced, geographically diverse and include professionals from the countries or regions concerned.

Standard 3.15:
Evaluations should be conducted in a professional and ethical manner.
Evaluations must be gender and culturally sensitive and respect the confidentiality, protection of source and dignity of those interviewed.

Standard 4.8:
The evaluation report should indicate the extent to which gender issues and relevant human rights considerations were incorporated where applicable.

15. The evaluation report should include a description of, *inter alia*:
- How gender issues were implemented as a cross-cutting theme in programming, and if the subject being evaluated gave sufficient attention to promote gender equality and gender-sensitivity;
- Whether the subject being evaluated paid attention to effects on marginalized, vulnerable and hard-to-reach groups;
- How gaps were identified in the capacity of rights-holders to claim their rights, and of duty-bearers to fulfill their obligations, including an analysis of gender and marginalized and vulnerable groups, and how the design and implementation of the subject being evaluated addressed these gaps

adopt a revised compendium of rules applicable to the Governing Body and publish it.[50] Discussions are also underway to make the ILO Constitution less gender biased. The Office of the Legal Adviser orally announced the proposed changes for making the Constitution less gender-biased at the LILS November 2009 meeting. In 2010 work will be undertaken to arrive at proposed changes, which will then be presented, via the Governing Body, to the International Labour Conference for approval in 2011.

More generally in the ILO, it is always necessary to spell out clearly in all documentation what is meant exactly by phrases such as "attention to gender issues" or "gender sensitive approaches". Using nouns such as "workers", "youth", "children", and "migrants" as a generic or neutral form often means women and other potentially marginalized groups can be hidden. Such omissions can unintentionally bias who benefits from ILO initiatives.

3.4 Overall performance in gender mainstreaming

Gender mainstreaming requires that policies and an enabling environment be in place. The D-G's 1999 *policy on gender equality and mainstreaming* establishes the basis for all gender equality actions. Commitment at the highest level is evident in ILO, which has created an enabling environment for gender mainstreaming. Other strategic policies reiterate gender equality goals in the ILO. In June 2008, gender equality and non-discrimination were stressed as cross-cutting issues in the ILO's Declaration on Social Justice for a Fair Globalization which is designed to strengthen the ILO's capacity to promote its Decent Work Agenda and respond to the growing challenges of globalization.[51] More recently, in June 2009 gender equality was the subject of a general discussion at the ILC, resulting in the adoption by all member States of a Resolution on *Gender Equality at the Heart of Decent Work*.[52] Gender equality is mentioned amongst one of the eleven principles for promotion of recovery and development in relation to the current global economic crisis.[53]

Gender mainstreaming requires that systems are in place to implement gender policy. The Common Principle on Gender Equality and the JIO on Gender in P&B 2008-09, reinforced the strategic focus on gender in all ILO work for that programming period. The internal structure of the ILO must be 'right' for gender mainstreaming ILO activities. Hence the 2008-09 Action Plan's first results area appropriately focuses on structures and systems including formal and informal values, norms, rules and regulations that support the promotion of gender equality. The spotlight was on gender balance in staffing; integration of gender equality into the substance of ILO work; and institutional arrangements to facilitate gender mainstreaming. Considerable progress in ensuring that there are enabling institutional mechanisms was evident during the Action Plan implementation period. For example there has been a proactive attempt to improve gender balance in staffing which compares well with other similar UN agencies; gender equality markers are now used to classify technical cooperation projects and track budgets in the ILO computerised information system; and gender specialists and gender

[50] GB.306/LILS/1 306th Session Geneva, November 2009. Committee on Legal Issues and International Labour Standards.
[51] http://www.ilo.org/public/english/bureau/dgo/download/dg_announce_en.pdf
[52] ILC 98th Session, Geneva, 2009. The first time in 24 years that gender equality was addressed by the ILC as a stand alone item. Sixth item on the agenda: Gender equality at the heart of decent work.
http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/meetingdocument/wcms_112322.pdf
[53] ILC: "Recovering from the crisis: A Global Jobs Pact" adopted by the International Labour Conference at its 98th Session, Geneva, 19 June 2009 http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_115076.pdf

focal points are available in most ILO offices and regions. However, while the Action Plan was a positive first step, the ILO needs to move towards putting in place more effective structures and mechanisms to ensure sustainable gender mainstreaming.

Most ILO managers support gender mainstreaming in theory. Some gender focal points reported that in the past ten years, gender equality concerns have become more accepted intellectually. The environment has become more enabling. There is no longer a denial of the existence of discrimination against women. Yet there are still managers who pay 'lip service' to gender equality concerns (i.e. the vocabulary of gender equality is used only at the surface level). Clearly improvements are required.

Respondents noted that the Bureau for Gender Equality had largely met its responsibilities and performed admirably in many areas of its work. It was viewed as strategic and professional. There are also signs, looking back over a decade, that gender mainstreaming is increasingly an agency wide responsibility. Despite this, the Bureau for Gender Equality is still seen as the main facilitator of gender mainstreaming. This is not unusual in UN agencies; however, ILO needs to move to a system where there is greater responsibility for gender mainstreaming across the Office.

An analysis of P&B 2010-11, which was developed during the period in which the Action Plan 2008-2009 was in place, illustrates progress that ILO has made in gender mainstreaming. The document emphasizes the importance of gender mainstreaming to ILO in the preamble. While there is no specific outcome on gender equality, a discussion of gender equality and non-discrimination takes place within the strategy text of most outcome areas, and a significant number of indicators and measures are gender-sensitive. In this regard P&B 2010-11 is good practice and compares well with similar documents elsewhere in the UN system. Having said this there is still some way to go before all ILO staff have the capacity to ensure that they are supporting gender-related results.

4. Key Results Areas Two and Three: ILO strategic objectives and the Joint Immediate Outcome (JIO)

4.1 Mainstreaming reporting on gender through the Programme and Budget

These results areas in the Action Plan are drawn directly from the P&B document for 2008-09. Gender equality is intrinsic to achievement of the four Strategic Objectives (and naturally the JIO). For the four ILO Strategic Objectives, the Action Plan highlights in Annex 1 those outcomes that have an explicit (and sometimes an implicit) focus on gender equality or are concerned specifically with advancing rights and equality between women and men. Gender equality emphasis that appears at indicator and /or strategy level is also highlighted in Annex 1 of the Action Plan.

Reporting on Key Results Area Two (and Three) of the Action Plan on Gender Equality is through the established IRIS channels for reporting on the Programme and Budget. This mechanism attempts to ensure that gender related targets are integrated in mainstream reporting mechanisms and to avoid double reporting. This form of reporting poses some challenges for the Strategic Objectives. There is a danger that some important gender related progress will get 'lost' due to the succinct nature of P&B IRIS reporting. Although there is a section on *challenges*, *lessons learned* and *implications for the future*, and an opportunity to include an *illustration box*, there was a danger that all gender-related achievements would be reported only under the Joint Immediate Outcome on Gender Equality or reported in both.

There is also timing issue in relation to accessibility of the P&B 2008-09 Implementation Report and reporting on the Action Plan to the Governing Body in March 2010.

4.2 ILO Common Principle on Gender Equality

The Programme and Budget for 2008-09 identifies five common principles of action that define the ILO approach to addressing any social, labour and employment matters related to its mandate. Supporting gender equality is one of the common principles.[54]

These common principles of action were to guide all ILO actions across the four Strategic Objectives. For gender equality, P&B 2008-2009 stated that all ILO action was to apply gender lenses to assess its potential and actual impacts on equality of opportunity and treatment for women and men in the world of work. Policies, programmes and activities were to apply methodologies and guidelines developed by the ILO to ensure that they contribute positively to gender equality and that no action may inadvertently undermine or limit progress in this regard. Gender audits and gender budgeting[55] were to be applied to assist constituents in their efforts to advance the situation of women, to mainstream gender concerns throughout the multilateral system and within the ILO. In this regard particular attention was to be given to gender concerns in DWCPs and through them in UN country programmes and national poverty reduction strategies.[56]

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[54]The others are that all actions support a fair globalization; contribute to poverty reduction; promote and respects international labour standards; and involve constituents in social dialogue, and where appropriate, tripartite dialogue.

[55] The only reference to gender budgeting found during the course of the evaluation was to the week long introduction to gender budgeting course offered by the Gender and Non-discrimination Programme in ITC.

[56] Programme and Budget 2008-09, page 22.

Internally in the ILO, advancing gender equality as a common principle of the ILO meant that all Office staff would be aware of this common principle. However, interviews revealed that not all mangers in different units of the ILO are prepared to put resources towards implementing this principle. For example, some sections of the ILO would not have moved forward without separate financial support from the Bureau for Gender Equality to develop gender sensitive tools, translate particular gender sensitive tools into other languages, or provide consultancy advice.

The 2008-09 guidance note for outcome coordinators on P&B reporting (issued by PROGRAM), stressed actual results/achievements. The *main achievements* text was to make explicit reference to how common principles of action were incorporated in the strategy towards achievement. As gender equality is one of these common principles, it would be expected that some reference would be made to initiatives that took place.

4.3 Capacity building focus of the P&B

Many of the immediate outcomes under the Strategic Objectives related to capacity building of constituents. The questionnaire completed by ILO constituents (see Annex 5) revealed that when ILO supported them on gender equality issues, constituents really appreciated ILO efforts, and found ILO's support adequate most of the time. Many respondents to the questionnaire requested more ILO support on gender mainstreaming in particular sectors. The questionnaire was sent to constituents through the Senior Gender Specialists, so there may be a bias in which constituents responded (most likely those constituents who have had contact with the Senior Gender Specialists and have benefited from their support). Nevertheless, the responses to the questionnaire clearly indicate that more can be done by the different ILO sectors to build constituents' capacity to mainstream gender into their particular areas of focus.

In fact, an independent evaluation of the ILO's DWCP in Indonesia (November 2009)[57] commented that constituents consider that success in raising awareness of gender equality and building capacity in this area has been limited. Constituents expect the ILO to do more to develop an enabling environment regarding gender equality issues, particularly in workers' organizations by supporting them to promote and encourage more women to be active in their organizations.

4.3.1 ITC's role in developing capacity of constituents

ITC provides capacity building for ILO constituents through co-designed project proposals for donor funding, either in the field or in Turin. Depending on the ability and conviction of individual ITC trainers, the extent to which gender is mainstreamed in such capacity building varies, although the Gender and Non-discrimination Programme supports the integration of equality issues into all ITC courses. There is also a network of "gender focal points" across ITC.

ITC utilises a standard end-of-activity questionnaire with 15 mandatory questions. The mandatory question on gender issues asks participants in the training activity to rate on a scale of 1 to 5 whether gender issues were adequately integrated in the training. An analysis of

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[57] ILO: Governing Body document of the Programme, Financial and Administrative Committee, GB.306/PFA/13/2, 306th Session. Geneva, November 2009.

responses to this question by year indicate that very slight progress (.02%) is being made in integrating gender issues into non-gender specific training.

Table 5. Average score to the question "Have gender issues been adequately integrated in the training?"

1 = far too little 2 = not really 3 = partially 4 = mainly 5 = full

Average score by target region targeted by the training

	Africa	Americas	Asia	Europe	Arab States	Interregional
2006	3.67	4.05	3.48	3.98	3.97	3.82
2007	3.67	4.04	3.45	3.96	3.92	3.76
2008	3.61	4.09	3.69	4.18	3.79	3.78
2009	3.67	4.09	3.60	4.14	3.63	3.79

Average score by venue of the training

	Turin	Field
2006	3.93	3.73
2007	3.86	3.74
2008	3.92	3.73
2009	3.90	3.75

Note: 2009 includes only training activities evaluated before November.

The scores in the table above indicate that ITC are doing consistently well in integrating gender issues into training that does not focus exclusively on gender per se. Variances are not significant. However, in November 2008 during the Governing Body meetings, the Workers' group stressed during the Report on the 70th Session of the Board of ITC, that more effort was needed to integrate gender issues into every training activity and each technical programme, in particular in Africa and the Arab states.[58]

Not all the capacity building for the ILO Strategic Objectives in the P&B 2008-09 for constituents are carried out by ITC. Some is commissioned at the country level and other capacity building initiated through technical cooperation contracts, or undertaken by ILO field staff themselves. In some instances ITC does not have the outreach to undertake specific capacity building activities. In other cases funds for particular programmes are given at the national or regional level, so capacity building takes place at that level.

The Gender and Non-discrimination Programme in ITC runs online and residential courses on specific gender issues or tailored courses for constituents (e.g. gender sensitive integrated water resources management in South Africa; knowledge sharing on gender mainstreaming in Liberia). The gender-focused types of courses offered were already discussed in 3.2.3.1 above. Many benefit from these residential and on-line courses; one donor also reported that the courses meet their needs more than adequately. Clearly, the Gender and Non-discrimination Programme has a comparative advantage in offering certain types of specialist gender courses and their courses should be 'marketed' more widely with constituents. Offering shorter gender awareness courses may also be appropriate for the unit.

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[58] Governing Body November 2008, Programme, Financial and Administrative Committee. Seventh Item on the Agenda International Training Centre of the ILO, Turin Report on the 70th Session of the Board of the Centre (Turin, 6–7 November 2008). The ITC Director stated in reply that the question of gender was in principle always a cross-cutting issue covered in courses, even through further efforts had to be made.

4.4 PIR reporting

As noted, the draft PIR sections relevant to results under Annex 1 of the Action Plan (related to objectives in P&B 2008-09) were reviewed. The PIR does not cover the immediate outcome level, under which most capacity building objectives were included. The draft PIR sections reviewed revealed only general reporting on capacity building of constituents under the 'ILO's contribution' section, for example workshops held or guides produced. There is consequently no mechanism in the PIR for determining the extent to which constituents' capacity has been built. Additionally, reporting in the PIR mainly relates to women rather than gender equality, and there is no systematic disaggregation by sex. Nonetheless, the draft PIR details are indicative of performance and summaries are therefore included below under the relevant sections.[59]

Similarly much of the reporting received by the evaluation team from the Office Sectors focuses on activities and inputs rather than results. This makes it difficult to draw firm conclusions about the ILO's performance in promoting gender equality.

4.5 Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work

4.5.1 Background

The Standards and Fundamentals Principles and Rights at Work Sector contain three work units: International Labour Standards Department; Programme for the Promotion of the Declaration; and the International Programme on Child Labour (IPEC). ILO's mandate on gender equality is grounded in international labour conventions of particular relevance to gender equality, especially the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), Equal Remuneration Convention, 1951 (No. 100), Workers with Family Responsibilities Convention, 1981 (No. 156) and the Maternity Protection Convention, 2000 (No. 183). The gender equality mandate is also informed by resolutions of the International Labour Conference, most recently the Resolution concerning Gender Equality at the Heart of Decent Work (June 2009).

Overall results against immediate outcome indicators in the P&B have not been analysed as yet so conclusions could not be drawn as to whether numerical targets had been met for this sector.

4.5.2 Assessment of progress

A summary report of gender-related activities of Sector 1 was provided for 2008-09. It is evident that many initiatives have been undertaken. For example, preparatory work was undertaken to ensure equality issues are integrated into the upcoming general survey questionnaire on social security. In the Sector's work to support the system of international labour standards, there are frequent comments raised about specific standards such as the Migration for Employment Convention Revised, 1949 (No.97) and Migration Workers Supplementary Provisions Convention, 1975 (No.143), which are followed up.

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[59] It may be that several sections of the draft PIR not included here have relevance for gender equality results; because of timing issues the evaluation team were not able to explore this issue.

IPEC had a special focus on the girl child in 2009, for the World Day against Child Labour (12 June). IPEC ensures that statistics take into account gender dimensions, both in terms of producing disaggregated data, and analysing gender-specific concerns in work issues for boys and girls. With the adoption of the Resolution concerning Statistics of Child Labour at the end of 2008, 'household chores' are for the first time included within the new statistical definition of child labour.[60] This is an important step forward in capturing child labour where girls tend to be clustered, but was previously unaccounted for in statistical definitions and surveys.

An important tool developed by ILO and UNICEF is a training manual under the UN Global Initiative to Fight Human Trafficking, to aid efforts to combat trafficking in children for labour, sexual and other exploitation. About 43 percent of people trafficked into forced labour are trafficked for commercial sexual exploitation. It is estimated that the overwhelming majority of these (98 percent) are women and girls. An EC-funded trafficking project sensitized various stakeholders to the different needs of victims of trafficking.[61] Sector 1 also reported other practical tools made available to ILO constituents (e.g. a step-by-step guide for *gender-neutral job evaluation for equal pay).*

Results were also reported, such as a project on equal remuneration and decent work in Chile, which resulted in: the incorporation of the concept of equal remuneration for work of equal value in a draft law; the preparation of draft law on minimum wages for domestic workers; and equal remuneration being included in the work plan of the National Tripartite Committee on Equal Opportunities. These activities were carried out under the DWCP.

The following results were reported in the draft PIR that specifically refer to gender equality or women, or where such reference can be extrapolated.

Strategic Objective: Promote and realize standards and fundamental principles and rights at work
  ➢ A number of African countries reported that they had adopted plans to combat discrimination in the workplace. In Latin America[62] it was noted a decentralization process for the Tripartite Commission on Equal Opportunity had been developed in one country, creating a network of regional commissions in every province. One other country approved new legislation introducing the principle of remuneration for men and women into the Labour Code. ILO contributions included the preparation of workshops, manuals, research and pilot studies, and technical assistance.

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[60] Adopted by the 18th International Conference of Labour Statisticians, 5 December 2008.
[61] Collaborating with the SRO-Budapest, MIGRANT, Social Finance Unit, Skills, SEED, NORMES and ILO-AIDS.
[62] Given that the evaluation team was working with a draft of the PIR, specific countries have not as yet been named.

4.6 Strategic Objective No. 2: Create greater opportunities for women and men to secure decent employment and income

4.6.1 Background

The Employment Sector of ILO contains the following departments and work units: Economic and Labour Markets Analysis (EMPL/ELM); Employment Policy (EMP/POLICY); Skills and Employability (EMP/SKILLS); and Job Creation and Enterprise Development (EMP/ENTERPRISE), and cross-cutting theme Units/teams on: Rural Employment, Youth Employment Programme YEP), Trade and Employment, Social Finance Programme (EMP/SFP), and Crisis Response and Reconstruction (ILO/CRISIS).

The Employment Sector internalised the Action Plan, developing a specific *Strategy for Gender Mainstreaming in the Employment Sector* for their work. The overall aim was to ensure that gender equality is fully integrated into all the Employment Sector's technical work (such as the formulation, implementation, monitoring and evaluation of employment polices, programmes, and other related actions). The Employment Sector's current strategy for gender mainstreaming refers to two inter-linked areas:
  (a) the substantive activities in terms of all policies and programmes; and
  (b) Institutional mechanism and procedures.

The Employment Sector's *Strategy for Gender Mainstreaming in the Employment Sector* outlines six priority areas, with measures to achieve them and expected outputs:
  1. Deliver gender responsive employment policies, strategies and programmes in DWCPs and which are in line with the Action Plan
  2. Strengthen gender mainstreaming capacity
  3. Share knowledge on gender and employment
  4. Improve gender monitoring, management and evaluation
  5. Create a more enabling environment for gender mainstreaming according to human resources rules
  6. Promote a gender sensitive workplace environment.

4.6.2 Assessment of progress

The draft PIR shared with the evaluation team by PROGRAM suggested that numerical targets had been met or exceeded for this Strategic Objective. In October 2009, a summary of progress against the above six priority areas in the Employment Sector was provided by the Sector.

All staff in the Employment Sector were informed of the Action Plan and the strategy of the Sector itself. There will be at least one senior management meeting to discuss the overall progress of the Strategy before the end of 2009.

For the priority area to *Deliver gender responsive employment policies, strategies and programmes in DWCP* a wide range of activities were reported including the development of a think piece on Employment and Gender, which was discussed at two internal retreats at the Sector's level. Other activities undertaken include:
  - EMP/SFP has now set up gender sensitivity criteria for choosing collaborating organizations. Gender indicators are included in EMP/SFP research framework. EMP/SKILLS integrated gender in some of its key product lines, including the

- participatory training methodology (TREE), informal apprenticeship, and in SKILLS's training course in ITC.
- Within EMP/ENTERPRISE, WEDGE continues its focus on female entrepreneurs and has adopted a fully gender mainstreamed strategy document for its future work.
- CEPOL has developed gender guidelines for National Employment Policies. A gender analysis and a gender brief related to the PRSP database was drafted.
- *Global Employment Trends for Women* was published in March 2009 by EMP/TRENDS
- EMP/INVEST mainstreamed gender into its "think piece" for disaggregated data collection and employment impact assessment (EIA); and it elaborated a policy draft *Making rural public works more gender sensitive* amongst other activities.
- Following-up on the FAO/IFAD/ILO joint *Workshop on Gender Dimensions of Rural and Agricultural Employment: Differentiated pathways out of poverty*, held in March 2009 in which ILO was heavily involved in providing technical inputs, three policy briefs have been developed on the themes of: gender in employment intensive public works; ender in rural employment – decent work approach; and women's entrepreneurship.[63]

In order to strengthen gender mainstreaming capacity within the Employment Sector, most units have done an assessment on their gender training needs (EMP/SFP, EMP/SEED, EMP/CEPOL, EMP/SKILLS, ILO/CRISIS). To integrate gender concerns in capacity-building materials for constituents, inputs were provided by the Employment GFPs and others into the Gender Guidelines in Employment Policies which will be published in December, 2009. To share knowledge on gender and employment issues, a new "Employment" website was launched in October 2009.[64]

> **The Employment Sectors' *Strategy for Gender Mainstreaming in the Employment Sector* is an example of good practice and demonstrates their commitment to implement the Action Plan.**

A summary from the draft PIR is as follows:

➢ In Africa it was noted that targeted national youth employment policies to improve employment of young people had been developed. ILO provided technical assistance in design and implementation of national youth employment programmes targeting disadvantaged women and men, as well as in reform of the National Agency for Youth Employment.

➢ African countries also implemented a pilot training programme that directly benefited some 240 women in selected communities in rural areas. ILO adapted its Training for Rural Economic Empowerment (TREE) approach to circumstances in West African countries and pilot tested it so as to extend access to vocational training in rural areas, especially targeting poor women.

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[63] See joint web site http://www.fao-ilo.org/
[64] http://www.ilo.org/employment/Areasofwork/lang--en/WCMS_DOC_EMP_ARE_GEN_EN/index.htm

> In Eastern Europe one country began implementation of long-term strategy on gender-sensitive employment programmes, targeting disadvantaged groups (presumably including disadvantaged women, although this is not noted). ILO trained Public Employment Services staff to conduct local labour market analysis, profile jobseekers, introduce proactive active measures for disadvantaged groups and improve working procedures.

> Under Intermediate outcome 2c: Sustainable enterprises generate productive jobs, ILO provided technical assistance, built capacity on skills development and LED; promoted promotional activities, including awareness-raising campaigns on gender equality; and provided technical assistance, advisory services and capacity building through development of employment promotion strategies and innovative tools to assist women entrepreneurs.

4.7 Strategic Objective No. 3: Enhance the coverage and effectiveness of social protection for all

4.7.1 Background

The Social Protection Sector in ILO contains the following work units: Social Security; Labour Protection; ILO/AIDS and the World of Work, and International Migration Programme (MIGRANT). The Social Protection Sector provided to the evaluators relevant information on the progress towards their four outcomes in P&B 2008-09 with details of activities undertaken under Strategic Objective 3 in the Action Plan.

4.7.2 Assessment of progress

4.7.2.1 Social security benefits

According to the draft PIR, the ILO was close to meeting numerical targets set related to its immediate outcomes for this Strategic Objective. The Social Protection Sector pledged to ensure that databases were extended to monitor the effectiveness of social security policies, especially with regard to the extension of coverage and gender equality. A gender-sensitive feasibility mapping in the context of developing a rural health insurance scheme took place in Senegal.

Country specific progress was reported with regard to social security policies extending coverage including to women. Bahrain, Benin, China, Cambodia, Ecuador, India, Nepal, Senegal, and other States have reportedly extended their coverage of social security (i.e. health, pensions, unemployment, and /or child benefits) which resulted in improved coverage also for women. In Jordan, a new social insurance law is currently in parliament, which aims also at introducing a maternity benefit scheme.

Examples of ILO tools used by member States include a publication on the gender dimension of pension reform applied in the Russian Federation and Kazakhstan. In Zimbabwe work done by ILO on maternity protection with respect to Convention No. 183, resulted in provisions of this text being incorporated into the Labour Relations Act.

4.7.2.2 Safety and health and improved working conditions in the workplace

With regard to safety and health and improved working conditions in workplaces (the second Outcome under Strategic Objective No. 3), particular attention was to be given to supporting

constituents in identifying and acting on *gender differences in labour protection*. A range of information sessions at various fora and the publication of background papers and brochures contributed to bringing gender differences in labour protection to the fore. For example gender mainstreaming and occupational safety and health were included in the 18th World Congress on Occupational Safety and Health in 2008, at an Equity Discussion Forum in Mexico and in other fora.[65] Indeed different information channels were used by Sector 3 to deliver messages to constituents. A documentary entitled "Physical Mobility: The Missing Links" was launched as part of a project on women's employment concerns in Pakistan.

Fittingly, there are also projects that focus particularly on men in order to promote gender equality. *Men as Partners in Reproductive Health through the Organized Workforce* entered its second phase in Fiji, Kiribati, Papua New Guinea, Samoa, Solomon Islands and Vanuatu, in 2008 with UNFPA and constituents as partners.

Particular attention is expected to be paid to sex disaggregated data in the *Strategy for Gender Mainstreaming in the Employment Sector*, and updating of international databases. Questions on work-life balance, gender and family structures were included in the Global Survey on Working Conditions piloted during 2008-09.[66]

With regard to increasing constituents' capacity to develop or implement policies and programmes on improving working conditions and safety and health at work, presumably the recent publication of two national profiles with sex disaggregated data, on working conditions in Mozambique and the United Republic of Tanzania, (with a focus on work-family balance, leave benefits and maternity protection) will provide adequate ideas for ensuring conditions in workplaces are improved. However no evidence is available yet on the impact of these publications.[67]

ITC also played a role in increasing constituents' capacities. A training session in collaboration with the Bureau for Workers Activities (ACTRAV) and ITC on maternity protection and work and family was held in October 2008 in Turin. A pilot-test of a module on "family friendly polices" took place in Mozambique and Tanzania (as part of as wider training package for small and medium enterprises).

4.7.2.3 Migration
With the recognition that differences exist between men and women in terms of their reasons for migration, their experiences in transit to another country and their conditions of work when they arrive, Sector 3 was expected to increase member States' capacity to develop gender sensitive policies or programmes focused on the protection of migrant workers. According to a 2009 independent evaluation on effective action for labour migration policies

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[65] A gender dimension was included in a literature review regarding street vendors and occupational safety and health; and a session on the ILO framework for workers with family responsibilities was included at the UNI Global Union World Women's Committee Meeting, in France in 2008. A background paper on creating equal opportunities for both male and female workers with family responsibilities was prepared for the UN Commission on the Status of Women in March 2009. Additionally two brochures on maternity protection and work and family were prepared for the "*Gender Equality at the Heart of Decent Work"* Campaign.

[66] TRAVAIL developed this in partnership with the European Foundation for the Improvement of Living and Working Conditions.

[67] Other activities include: a tripartite discussion forum on work and family was held in March 2008 with Geneva-based constituents; an assessment with a gender perspective on social care needs was conducted in Lebanon and presented to constituents through a series of meetings.

and practices, MIGRANT has earned an excellent reputation for integrating gender issues into its activities.

In the Action Plan, there is an indicator on the number of member States that apply ILO technical assistance to develop labour migration polices focused on the needs of women and other vulnerable migrant workers. The Office was also to collect, analyse and disseminate *gender-sensitive statistics* on labour migration. A large body of information, reports and discussions were produced on promoting safe migration for women. Also the issue was put on the agenda of many relevant meetings.[68] Reports were published in 2008 on discrimination in access to employment in France and Sweden, with "situation testing" undertaken on males and females between persons of immigrant origin and those of national descent. Also in Europe, in 2009 in Ireland, MIGRANT participated in a roundtable on *the Feminization of Migration.* The *Thematic Report* for the 8th Conference of European Ministers Responsible for Migration included two dedicated subsections on policy responses regarding women migrants.

With regard to specific technical advice provided to member States, the Sri Lanka Ministry of Foreign Employment Promotion and Welfare was assisted in formulating a national labour migration policy, which is reported to be gender sensitive. Another specific result noted, was that in Lebanon, concerted action involving the National Steering Committee on Migrant Workers, the Office of the High Commissioner for Human Rights and the ILO, resulted in the adoption of a unified contract for migrant domestic workers and the development of guidance material on the rights and obligations of employers and workers. [69]

Again ITC played its part in developing the capacity of constituents. A session on gender equality was included in the ITC course on enhancing protection and promoting development in international labour migration in April 2008. Gender issues were included in training courses for constituents called *Migration international de main d'oeuvre: renforcer la protection et contribuer au development* also held in ITC in September 2008.

4.7.2.4 HIV/AIDS in the workplace

Clearly HIV/AIDS has a gender dimension. The strategy for this outcome specifies ILO support to tripartite constituents in developing and implementing HIV/AIDS gender sensitive prevention and care programmes for men and women workers. Half of all resources were to be dedicated to Africa. An assessment with constituents[70] on the integration of gender issues into ILO supported HIV/AIDS workplace programmes in several Anglophone African countries was completed in 2008 and concluded that although great strides have been made by the ILO and constituents in integrating gender issues into the HIV/AIDS workplace policies, there were still important gaps. Recommendations included explicitly making gender analysis part of project formulation processes and linking to organisations that actively promote gender equality in order to enrich project delivery.

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[68] For example at the Asia and Pacific Region *Regional Tripartite Symposium on Deployment of Workers Overseas:* a session entitled *promoting Safe Migration for* Women (with a resource paper commissioned) took place. In another region, West Africa, a resource paper was presented for the West African Women's Summit on irregular migration and youth. MIGRANT produced an overview discussion paper prepared for the International Conference on Gender, Migration and Development (Manila, 2008).

[69] Governing Body Committee on Legal Issues and International Labour Standards. November 2009. FIFTH ITEM ON THE AGENDA General status report on ILO action concerning discrimination in employment and occupation

[70] Twenty-nine persons were interviewed for this assessment report

Attention was to be given to migrant workers. In this regard pre-departure HIV/AIDS prevention and awareness-raising was one element of training for prospective migrant workers in Ukraine and Moldova (under the lead of DECLARATION and in collaboration with UNAIDS, UNDP and constituents).

A workplace project (mentioned earlier) that focuses on men as partners in reproductive health implemented by UNFPA and ILO constituents is underway in Fiji, the Solomon Islands, and Vanuatu, and has been extended for another 3 years, and expanded to Papua New Guinea, Kiribati, and Samoa. Men are also the focus of a project in China's mining sector to reach male clients of sex workers. Some initiatives focused specifically on categories of female workers, such as sensitising female workers in the garment industry in Cambodia. Similarly a project in Sri Lanka strove to empower young female internal migrant workers in the apparel industry.

It can be concluded that the Social Protection Sector facilitated a gender mainstreaming strategy by:
- Improving the knowledge base on gender differences and the knowledge about the situation on the ground. However Sector 3 must be consistently sure they are always collecting/collating basic gender inequality concerns from the specific regions /country where they are operating. Alternatively Sector 3 could ensure that they are supporting gender specific research or helping partners to access existing research. It is also significant that this Sector has gender specific activities focused on men.
- Contributing to advocacy work on gender equality, by raising the issues with respect to social protection at major fora.
- Capacity building for constituents on how to address gender equality concerns in social protection. For capacity building, the Sector must ensure that there is always a gender dimension included in capacity building initiatives.
- Ensuring that any policy advice on social protection is gender responsive and has been informed by gender analysis and differences, or important gender relations on the ground.

Whilst the activities listed for Sector 3 usefully provide an indication of many gender related activities underway in the social protection area, less analysis has been provided of the impact of such activities (e.g. use of publications, or results of assessments, or follow-up to symposia). For example, many activities listed concern disseminating information at specialised meetings, but information only partly contributes to achieving gender-related impacts. It would also be interesting to monitor the application of ILO technical assistance at the country level focused on the needs of women as well as men. Although many projects are probably already doing so, it is important to record how many women and men are reached through the projects (including a sex disaggregation of 'beneficiaries' of projects) and the impact.

Minimum gender-related standards for all the Sector's activities would help to ensure that the Social Protection Sector consistently and continuously includes a gender dimension in activities. For example, it could help to ensure that a gender analysis takes place prior to the project formulation. Minimum performance standards may help to improve coordination on gender related activities both between Social Protection units and other ILO units, and between headquarters and the field.

A summary of reporting from the draft PIR for P&B 2008-09 is as follows:

➢ In two African countries three new mutual health schemes were created in women's savings and credit cooperatives, and a strategic and operational plan on social protection was developed. ILO provided technical and financial assistance, capacity building on ILO tools and technical support.

➢ In one further African country, ILO designed a framework for delivery of cash benefits to indigent and poor pregnant women and mothers with children under the age of five.

➢ In one Latin American country, ILO participated in and co-sponsored the International Congress on "Women, Health and Work".

➢ In Asia in one country an all country federation of Trade Unions, the Ministry of Human Resources and Social Security, and the Enterprise Confederation increased their knowledge and capacity to induce policy change on pay equity, maternity protection and work and family issues. ILO provided training and policy advice to tripartite constituents on work and family issue, and published a report entitled *Reconciling work and family: Issues and policies in China* (2009).

➢ In one further Latin American country, ILO provided technical assistance in formulating the joint UN programme on provision of childcare facilities for low-income working mothers.

➢ Nine countries introduced laws and guidelines on trafficking. ILO supported promotional materials, organized consultations, facilitated consultative processes and provided training and technical advice.

➢ In relation to Intermediate outcome 3d: Workplace policies respond to needs for HIV prevention, AIDS treatment, care and support, ILO provided technical advice including legal advice to formulate gender-sensitive HIV and AIDS workplace policies, support their eventual adoption and develop funded time-bound implementation plans; and helped raise over US$70 million for the constituents to support the implementation of these time-bound implementation plans. In twenty-one countries each tripartite constituent has a trained focal point, an HIV/AIDS policy, and time-bound plan.

4.8 Strategic Objective No. 4: Strengthen tripartism and social dialogue

4.8.1 Background

The Social Dialogue Sector contains the following work units: Bureaux for Employers' Activities and for Workers' Activities', Industrial and Employment Relations Department; Sectoral Activities' and Labour Administration and Inspection Programme.

4.8.2 Assessment of progress

Preliminary findings from the PIR provided to the evaluation team suggested that the ILO had had met or exceeded its numerical targets related to this Immediate Outcome. According to the general status report on ILO action concerning discrimination in employment and

occupation (Governing Body, November 2009[71]), ILO has helped to build trade union capacity on issues of maternity protection and workers with family responsibilities. This has helped to start a tripartite dialogue on the related Conventions. Training packages and guides were developed. For example, an equality and diversity training package for employers was developed; good practices for gender equality and decent work (at the workplace) were translated into Russian. The box below outlines specific examples of collaboration between ACTRAV and GENDER.

Examples of gender mainstreaming in freedom of association and collective bargaining support

During Action Plan period ACTRAV reported that they coordinated extensively with GENDER to promote gender equality within trade union structures and policies. For example:

- **With support from SIDA, research was conducted in four countries in West Africa, (Ghana, Burkina Faso, Sierra Leone and Senegal) to assist unions to develop their strategy for organizing women in the informal economy. As a result, Ghana TUC published "Organizing Informal Economy Workers in West Africa: Focus on Women Workers".**

- **Participatory gender audits were conducted jointly by GENDER and ACTRAV within the Federation of Independent Trade Unions in Russia and in Education International (the global federation of Teachers' Trade Unions). Following the audits, both organizations revisited their internal structure and policies on gender equality.**

A summary of reporting from the draft PIR for P&B 2008-09 is as follows:
- ➢ ILO Provided fellowships, training and advisory services on disability and gender equality.
- ➢ Workers' organization increased women's participation in trade union work and the number of women in union leadership positions increased.
- ➢ In four countries: Workers' organizations implemented training programmes on gender equality.
- ➢ In one Latin American country: Five trade union confederations established women's secretariats and made available increased resources to address the union rights of women and the reconciliation of work and family life.
- ➢ In one Eastern Euopean country: National trade union confederation established group of trainers on gender mainstreaming in collective bargaining.
- ➢ ILO provided technical support and organized capacity building workshops on gender issues. Conducted management training for women trade unionists and supplied awareness-raising material; prepared Guidelines for a union action plan on equal opportunities and a Guide for members on negotiation skills ; and conducted gender audits.
- ➢ Under Intermediate outcome 4c: ILO provided technical assistance in the design of a training manual on gender equality and collective bargaining; advice on establishing

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[71] http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_116173.pdf

and strengthening the commissions; and published studies on gender equality and conducted public a forum on equal opportunities and elimination of discrimination.

4.9 Key Result Area No. Three: "Joint immediate outcome on advancing gender equality in the world of work" of P&B 2008-09

4.9.1 Background

The Programme and Budget 2008-09 had five **Joint Immediate Outcomes (JIO)**, which were proposed in areas requiring intensive coordination. This section evaluates progress on the JIO on Gender Equality. In the P&B 2008-09, gender equality was not only one of five JIOs but also one of five Common Principle of Action. In contrast to Common Principles, JIOs were expected to receive extra-budgetary resources. Apparently the JIO on gender equality did not receive extra-budgetary resources, implying that all concerned should continue to carry out their core business, but in ways that better address the identified gender equality issues in their work.

4.9.2 Assessment of progress

It can be argued that having both a Common Principle on Gender Equality and a Joint Immediate Outcome in the P&B 2008-09 were both important steps towards mainstreaming gender equality throughout the Office. They helped to intensify efforts and translate equality commitments. However having both could lead to confusion amongst some ILO staff and constituents, who were not dealing with P&B details on a daily basis. ILO strategic planning management have worked on streamlining and simplifying ILO areas of focus and the language used to describe such foci. The new ILO Strategic Policy Framework (2010-2015) is less complex than the previous one.

According to the draft PIR provided to the evaluation team, ILO had met the numerical targets set for the JIO. Results under the JIO as reported in the draft PIR can be summarized as follows.[72]

Indicator (i): Number of cases in which UN country programmes and national decisions in such countries apply ILO assistance to develop policies or programmes focused on: increasing equal opportunities for women and men for training and skills development; improving job recruitment and retention; advancing women into decision-making positions; promoting women's entrepreneurship; or promoting women's access to financing and resources. Under this indicator, the following was reported in the draft PIR:

> ➤ Six countries developed or strengthened enabling legislation, and developed gender mainstreaming action plans and strategies. ILO supported this process by disseminating promotional material, making comments on legislation, developing tools, and conducting training.

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[72] Some of the results reported under the Joint Immediate Outcome were also reported by individual Sectors.

➢ Six countries developed programmes on gender equality and/or support to women, including support to women's entrepreneurship development and women's cooperatives. ILO prepared policy briefs, trained women workers and entrepreneurs in leadership, negotiation and conflict resolution, provided technical and financial support and training for women entrepreneurs, conducted studies ,and held tripartite consultations.

➢ Two countries conducted gender audits. ILO trained gender audit facilitators, provided technical assistance, and led the audit process.

Indicator (ii): Number of cases in which countries, whether they ratified or not, establish programmes, legislation, policies, collective agreements or court decisions to implement key provisions of Conventions Nos. 100, 111, 156 and 183. Under this indicator, the following was reported in the draft PIR:

➢ Six countries developed or strengthened legislation related to the Conventions, including a national policy to reconcile work and family life, and a new law on sexual harassment. ILO held tripartite technical consultations, workshops and training activities, and conducted research in support of this activity.

➢ In five countries Tripartite Commissions on Equal Opportunities (CTIO) continued to support actively the inclusion of gender equality in policy decisions, and adopted action plans for the promotion of gender sensitive work and family balance. ILO provided regular technical assistance to each Commission, held a workshop on social dialogue for the Commissions and other Latin American tripartite delegations, shared information, identifyied best practices of existing CTIO ,and introduced the topic of work and family.

➢ In six countries constituents applied principles of equal pay, equal opportunity, work and family balance and maternity protection in their policy approaches. ILO conducted research and meetings, developed and disseminated guides on work, income and gender equality in English and local languages.

4.10 Overall gender equality results

As can be seen from the preceding sections, ILO has undertaken a large number of activities related to the promotion of gender equality. ILO has been providing capacity building support on an ongoing basis in the form of technical assistance, guidelines, workshops and other forms of training. At the country level there has been a host of legislation drawn up and action plans put in place. However, the evaluation team can conclude little from these activities and policies, as there is very limited information on results. Currently ILO has no means of assessing gender equality results, either in relation to capacity building or other fields.

Recommendations:

ILO should pilot a methodology for systematic planning, monitoring and evaluation of capacity building of constituents on gender mainstreaming starting with a pilot of one sector, e.g. employment. The relevant units within ILO could be involved in this process (e.g. the pilot sector, EVAL, HRD training department, GENDER and the Gender and Non-Discrimination Training Programme in Turin).

As part of outcome based workplans, ILO should develop mechanisms for capturing the agency's overall contributions to the promotion of gender equality.

Global Jobs Pact –Good Practice in integrating gender equality in recovery

The Global Jobs Pact is ILO's response to the economic crisis.[73] Promoting core labour standards that support the economic and jobs recovery and reduce gender inequality is one of the principles for promoting recovery and development outlined in the Pact. Narrowing the gender pay gap is expected to be an integrated part of efforts. The Pact stresses amongst other issues that recovery packages during economic crises need to take into account the impact of women and men and integrate gender concerns in all measures.

The focus on gender in the Global Jobs Pact indicates that ILO and constituents recognize their gender related responsibility in efforts to respond to the current global economic crisis.

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[73] The Global Jobs Pact was adopted by the international Labour Conference at its 98th Session in 2009, and is a response by representatives of governments, business and labour to the increase in global unemployment, underemployment and informal work, recognising the damage to employment that the current crisis is causing hardship to many working women and men and worsening poverty.

5. Efficiency of resource use and effectiveness of management arrangements

5.1 Adequacy and efficiency of resource use

The Action Plan states that efforts would be made to continually seek extra-budgetary resources to complement the regular allocations for advancing gender equality. The Bureau for Gender Equality has been effective in raising extra-budgetary funds and, according to respondents has used these funds efficiently in the sense that they were spent on the best options for promoting the Bureau's mandate.

The implementation of the Action Plan benefited from funding through the DFID/ILO PFA (2006-09). Following a positive mid-term review of this DFID/ILO PFA, the Bureau for Gender Equality managed an allocation of USD 917,160 to promote gender mainstreaming in two outcomes of the DFID-ILO Partnership Framework Agreement, one being integrating gender in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality.[74]

The DFID funding supported an accelerated implementation of the Action Plan through support to both headquarters units and field offices staff identified as having a key implementation role vis-à-vis the Action Plan. As noted, this support allowed the Bureau for Gender Equality to organise four *knowledge sharing workshops* for the ILO Gender Network and others, including constituents in Costa Rica. Without the DFID funding, the Bureau for Gender Equality would not have been able to organise the four *knowledge sharing workshops,* which led to renewed efforts for gender mainstreaming particularly in the Arab States and Central America.

Funding through DFID also supported the development of baselines and definitions of baselines for the first section of the Action Plan. Support was provided to HRD via a consultant concerning "staffing" related indicators, to achieve progress towards parity between women and men and equality opportunity and treatment for all ILO staff.

The Government of Norway chose to "earmark" its 2008-09 RBSA allocation to gender equality ($2.1 million in total). [75] In the 2008-09 biennium, all RBSA was channelled to the field to support country outcomes. Asia, Arab States, Latin America and Europe (but not Africa which received other RBSA) benefited from this funding. The projects that were set up with RBSA funding are ongoing and will end in March 2010 when a final evaluation of RBSA projects will take place. Norwegian funds were earmarked for field level programmes on gender equality, and allowed for example, the Senior Gender Specialists for Asia and the Pacific to move forward with their gender mainstreaming work, often around DWCPs. As this report is being finalized, the Government of Norway has granted support to ILO for implementing the 2009 ILC conclusions at the country level in five countries. Other donors such as the Netherlands, Sweden, France, Germany, Flanders and Denmark support mainstreaming gender as a strategy throughout the Office. For example, Denmark supports

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[74] The other outcome centred on ILO gender equality contribution to the UNDAFs and *"Delivering as One"* and UNDAFs through the gender audit.

[75] In addition to the regular budget and extra-budgetary resources, the RBSA is a modality for those donors that wish to contribute to the regular budget above the level approved for all member States by the International Labour Conference. Priorities for the use of the RBSA flow from the ILO Strategic Policy Framework, and often focus on the capacity to deliver Decent Work Country Programmes (DWCPs).

gender mainstreaming as part of their overall framework agreements with ILO (gender mainstreaming is one of nine "projects" supported by Denmark).

PARDEV and the Bureau for Gender Equality were successful in mobilizing funds for gender mainstreaming from the donor community. Two-thirds of ILO partnership agreements in July 2009 included specific provisions for gender mainstreaming (up from half in July 2007). The partnership agreements specify how such funds are allocated within the ILO and where they should be allocated.

Whether allocations from RBSA funds go to the Bureau for Gender Equality to mainstream gender equality concerns or whether such funds go directly to Sectors who are technically responsible for mainstreaming gender in their work, is unclear to some gender coordinators /gender focal points.

Sections of the Office such as the Women's Entrepreneurship and Gender Equality Programme (WEDGE) in the Employment Sector were successful in mobilizing funds to promote women-specific programmes. Irish Aid which supports WEDGE through its Partnership Programme with ILO see the programme as having raised the profile of women's entrepreneurship in many countries, as well as the ability of women to influence relevant policy processes (particularly in Africa).

It will be important to mobilise funds for gender mainstreaming during the next strategic planning period, and have clear indications on how such funding will be used effectively to achieve the objectives in the next Action Plan.

5.2 Effectiveness of management arrangements

The Action Plan outlined who has chief responsibility for implementing different aspects of the Plan (see Section 3.3. above). The Bureau for Gender Equality was to provide support to other ILO units/offices to implement activities in the Action Plan that were within the individual units/office mandate. Providing such support required intensive consultation and collaboration with key catalysts within ILO, which is often more costly in terms of time than funds. In particular the work involved in setting baselines and indicators for enabling institutional mechanisms for gender equality in the Office was labour and time intensive.

As stated above, respondents noted that the Bureau for Gender Equality had largely met its responsibilities and performed admirably in many areas of its work. The Bureau for Gender Equality was viewed as strategic and professional. Although there was a change in Director of the Bureau for Gender Equality during the Action Plan implementation period, the new Director embraced the Action Plan, despite not having participated in its formulation. The Director worked with other managers in the ILO encouraging them to implement the areas of the Action Plan within their responsibility.

There was one coordinator of the Action Plan from the Bureau for Gender Equality dedicating about two thirds of her time to this task. Her role was to facilitate implementation of the Action Plan by headquarters units and field offices. She also coordinates the ILO Gender Network. Along with other Bureau for Gender Equality colleagues, she assisted work units, which the Action Plan assigned as holding "primary responsibility" for enabling institutional mechanisms for gender equality in the ILO, to monitor Action Plan baselines. The coordinator

planned the *knowledge sharing workshops* for gender network members and other ILO staff to build capacity to mainstream gender. The coordinator kept meticulous records monitoring progress for all indicators for the first set of key results areas, enabling the evaluators to view progress clearly across the two years. The coordinator preformed her role admirably, given the range of tasks associated with this coordination role and her other duties. Many solid contacts and strategic links have been forged between the Bureau for Gender Equality and other ILO technical units.

5.3 Sustainability

While an enabling environment for gender mainstreaming is in place, including policies and the proactive support of the D-G himself, ILO needs to move towards putting in place more effective structures and mechanisms to ensure sustainable gender mainstreaming. Gender mainstreaming should not be solely dependent on senior managers' support. This evaluation has suggested the development of minimum performance standards in order to promote more *sustainable mainstreaming. ILO uses the OECD-DAC definition of sustainability, which is: "Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn."[76]* In the context of gender mainstreaming, sustainability means that systems, resources, structures and feed-back mechanisms are in place to ensure ongoing gender mainstreaming at an adequate level.

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[76] http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html

6. Conclusions

6.1 Gender mainstreaming in the ILO

Gender mainstreaming requires that policies and an enabling environment are in place. As mentioned, the ILO's 1999 *Policy on gender equality and mainstreaming* established the basis for all gender equality actions. Commitment at the highest level is evident in ILO, which has created an enabling environment for gender mainstreaming. Many interviewees for this evaluation noted the proactive role of the Director-General himself in promoting gender mainstreaming.

Other strategic policies reiterate the gender equality goals of the ILO. In June 2008, gender equality and non-discrimination were stressed as cross-cutting issues in the ILO's Declaration on Social Justice for a Fair Globalization, designed to strengthen the ILO's capacity to promote its Decent Work Agenda and respond to the growing challenges of globalization.[77] More recently, in June 2009, gender was the subject of a general discussion at the International Labour Conference resulting in the adoption of the Resolution on *Gender Equality at the Heart of Decent Work*.[78] Gender equality is mentioned amongst one of the eleven principles for promotion of recovery and development in relation to the current global economic crisis.[79]

Gender mainstreaming requires that systems are in place to implement gender policy. The internal structure of the ILO must be 'right' for gender mainstreaming ILO activities. Hence the 2008-09 Action Plan's first results area appropriately focuses on structures and systems including formal and informal values, norms, rules and regulations that support the promotion of gender equality. The spotlight was on gender balance in staffing; integration of gender equality into the substance of ILO work; and institutional arrangements to facilitate gender mainstreaming. Considerable progress in ensuring that there are enabling institutional mechanisms was evident during the Action Plan implementation period. For example there has been a proactive attempt to improve gender balance in staffing which compares well with other similar UN agencies; gender equality markers are now used to classify technical cooperation projects and track budgets in the ILO computerised information system; and gender specialists and gender focal points are available in most ILO offices and regions. However, while the Action Plan was a positive first step, the ILO needs to move towards putting in place more effective structures and mechanisms to ensure sustainable gender mainstreaming.

Many respondents, in particular gender focal points, noted that some senior managers do not adequately prioritize gender mainstreaming. There are two issues here. Some managers pay lip-service to gender mainstreaming, meaning they 'talk the talk' by allowing inclusion of vague statements such as 'this activity will be mainstreamed' into their P&B submissions, but do not allow gender focal points to prioritize gender mainstreaming. For other managers there

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[77] http://www.ilo.org/public/english/bureau/dgo/download/dg_announce_en.pdf

[78] ILC 98th Session, Geneva, 2009. The first time in 25 years that gender equality was addressed by the ILC. Sixth item on the agenda: Gender equality at the heart of decent work. 98th Session, http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/meetingdocument/wcms_112322.pdf

[79] Page 6: Recovering from the crisis: A Global Jobs Pact adopted by the International Labour Conference at its Ninety-eighth Session, Geneva, 19 June 2009 http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_115076.pdf

is intent to perform better on gender mainstreaming, but uncertainty as to what this means in practice, and how best to incorporate gender issues within the new RBM structures being developed – the latter also a problem for gender focal points. ILO therefore needs to follow a dual approach, ensuring accountability for those managers who 'talk the talk', and providing further capacity building for those who are unclear on how to proceed. Recommendations on both accountability and capacity building are included in this report.

Experience in the UN has shown that adequate gender mainstreaming will not occur unless accountability mechanisms, in particular for senior managers, are in place. Accountability overall, as in most UN organisations, is weak in the ILO although attempts are being made to improve performance. ILO has also attempted to improve accountability for gender mainstreaming through the Action Plan but has made limited progress, mainly because of the overall weak agency accountability. Nevertheless an important activity planned in the Action Plan, development of a core competency in gender mainstreaming, has not taken place. Given the UN context, ILO needs to be more strategic in promoting accountability for gender mainstreaming. In addition, staff and units can only be held accountable if there are specific minimum performance standards for which they are responsible for achieving. Recommendations are included on this, in this evaluation.

Respondents noted that the Bureau for Gender Equality had largely met its responsibilities and performed admirably in many areas of its work. It was viewed as strategic and professional. There are also signs, looking back over a decade, that gender mainstreaming is increasingly an agency wide responsibility. In collaboration with PARDEV, the Bureau for Gender Equality have been effective in raising extra-budgetary funds and according to respondents has used these funds efficiently in the sense that they were spent on the best alternative for promoting the Bureau's mandate. Despite this, the Bureau for Gender Equality is still seen as the main facilitator of gender mainstreaming. This is not unusual in UN agencies; however, ILO needs to move to a system where there is greater responsibility for gender mainstreaming across the agency.

An analysis of the P&B 2010-11, which was developed during the period in which the Action Plan 2008-09 was in place, illustrates progress that ILO has made in gender mainstreaming. The preamble to the P&B has a section that emphasizes the importance of gender mainstreaming to ILO. While there is no specific outcome on gender equality, a discussion of gender equality and non-discrimination takes place within the strategy texts of most outcome areas, and a significant number of indicators and measures are gender-sensitive. In this regard the P&B 2010-2011 is good practice and compares well with similar documents elsewhere in the UN system. Having said this, some respondents, including in the Bureau for Programme and Management, noted that including gender-sensitive language is only a first step, and there is still some way to go before ILO staff have the capacity to carry out adequate gender analysis in relation to strategic planning.

6.2 Gender mainstreaming in the ILO through the Action Plan
The Action Plan has given ILO's work on gender mainstreaming a useful focus. A sensible strategic decision was made when formulating the Action Plan to tie it to P&B 2008-09 – sensible because this reflects mainstreaming, and ensured that the targets in the Action Plan would be consistently tracked through P&B reporting. The Action Plan usefully separates intra-organisational mainstreaming areas, such as gender balance in staffing, from programmatic targets for the promotion of gender equality. For the former, indicators and targets are in general well articulated. Nevertheless the Action Plan 2008-2009, in particular

in its programmatic section, demonstrates several generic RBM weaknesses, which should be corrected in the next Action Plan:

➢ Indicators and targets are measurable but not particularly meaningful, mainly focusing on activities, and immediate outcomes are meaningful but not measurable given the current capacity in the ILO for tracking results. Most of the immediate outcomes selected for the Action Plan focus on capacity building, but there is no systematic method in place in the ILO for assessing whether capacity has been built to the extent required.

➢ The links in the results hierarchy are not adequately connected, and the indicators included are not adequate measures of the results statements.

➢ The majority of indicators are generic and do not have a gender equality focus.

➢ Strategies and activities have been included but their link to either the targets or immediate outcomes is not always clear.

6.3 Gender equality results

The 2005 thematic evaluation *Gender Issues in Technical Cooperation*[80] recommended that ILO build (through technical cooperation) the capacity of ILO constituents and implementing partners, to support their promotion gender equality in the world of work. Most immediate outcomes in the programmatic section of the Action Plan focus on building the capacity of constituents. However, ILO does not systematically collect data on capacity building of constituents in gender mainstreaming, so the evaluation cannot draw firm conclusions about results in this area.

During the Action Plan implementation period a number of capacity building activities focusing specifically on gender mainstreaming took place. The gender audit methodology was promoted extensively, because it follows an analytic self-assessment process with the aim of bringing about changes in the way gender mainstreaming is perceived. Six PGA's took place within ILO units. Eleven training of gender audit facilitators (TOF) for constituents took place in various countries and at least three TOFs activities were organised with the ITC. Questionnaire responses from constituents for this evaluation, who had undergone a gender audit noted that they highly appreciated the process and it achieved results. Four knowledge-sharing workshops, including one for constituents, on implementation of the Action Plan were held, two in Turin, one in Beirut and one in Costa Rica. The gender equality on-line and on-campus courses in the ITC played a key role in building skills of ILO staff and constituents to assess the implications of their work on women and men. However no gender training was offered through the ILO HRD training unit in ILO headquarters.

Reviews of the gender audit experience notes considerable success in use of this instrument, as an ILO flagship product for organizational self-assessment on gender mainstreaming. The gender audit has also proven relevance far beyond the ILO, for ILO constituents (who are in turn able to extend it further with their own target groups) and then to other UN agencies, especially in the context of One-UN.

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[80] ILO (2005) *Thematic Evaluation Report: Gender Issues in Technical Cooperation*. Geneva: GB.292/TC/1.

For mainstreaming, it is also important that gender equality concerns are built into other capacity building initiatives. ITC tried to ensure that gender issues were adequately integrated into all training activities offered and were able to demonstrate consistent progress.

Questionnaire responses from constituents provide indicative results concerning capacity building. Twenty-six constituents responded to the questionnaire. Those that benefited from ILO support in gender mainstreaming in various sectors generally highly appreciated such support. Those who undertook a gender audit found it very useful. Only general indications of satisfaction with ILO support can be gathered. Half of the responses from constituents (9 out of 18) reported that ILO adequately or fully supported them to mainstream gender into policies reflecting fundamental principles and rights at work. Generally less than half reported adequate support in gender and employment related areas. In the social protection sector results were more mixed, with generally half indicating adequate support for various aspects of social protection support (HIV/AIDS in the workplace) and less than half expressing satisfaction on ILO support to mainstream gender on improving working conditions and safety and health at work. Respondents to the questions regarding social dialogue reported adequate support for the participation of women in social dialogue processes but more than half reported that tripartite dialogue in policy-making did not address gender issues adequately. The support from the senior gender specialists was appreciated by many questionnaire respondents.

Gender mainstreaming also requires that tools are available for ILO staff and constituents to assess the implications of policy advice; capacity building; technical cooperation; research and data collection; administrative support services; on men and women workers on the ground. Questions around the probable impact of initiatives on gender equality concerns must be built into existing ILO "tools". Evidence of gender equality concerns was manifest in key ILO tools. For example questions on gender equality were included in the *Quality Assurance Mechanism* for appraising *Decent Work Country Programmes*[81]; a practical guide for mainstreaming gender analysis in value chain development was prepared; and the gender mainstreaming strategy and toolkit (GEMS) in Asia and the Pacific was updated. Indeed, questions around non-discrimination on the basis of gender are included in the UN system-wide CEB *Toolkit for Mainstreaming Employment and Decent Work*. Tools are required to enable an examination of the service delivery mechanism of constituents to the ultimate beneficiaries of ILO's initiatives – working men and women. For example, through the sub-regional Office in Dakar, a workshop for labour inspectors included a focus on sex-disaggregated data and working conditions of women in enterprises.

Particular tools were developed or translated to reach a wider audience during the Action Plan's period. For example guidelines for mainstreaming gender in project evaluations; the publication of step-by-step guide for gender-neutral job evaluation for equal pay; a toolkit on trafficking; and guidelines for including gender equality concerns in overall employment policies. Country specific tools were evident, for example in the Russian Federation and in Kazakhstan a publication on the gender dimension of pension reform is now available. Nonetheless the review of eight independent evaluations of Technical Cooperation Projects revealed that ILO is better at creating gender mainstreaming tools than following through on their use. One possible way forward to ensure the application of gender mainstreaming "tools" in DWCPs would be to encourage field offices to identify national experts with gender expertise who could contribute to the implementation of DWCPs.

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[81] Although there is no evidence that the QAM resulted in better DWCPs.

The draft Programme Implementation Report 2008-09 (PIR) was reviewed in terms of reporting on gender equality results.[82] Reporting on gender equality results in the PIR was fairly limited with the main focus being on activities and women, rather than results and gender equality. Reporting was not at the level of immediate outcomes, which is the level tracked in this evaluation, but rather at intermediate outcome and indicator level. Earlier Chapters of this evaluation report the preliminary results.

ILO has undertaken a large number of activities related to the promotion of gender equality. ILO has been providing capacity building support on an ongoing basis in the form of technical assistance, guidelines, workshops and other forms of training. At the country level there has been a large number of laws drawn up and action plans put in place. However, the evaluation team can conclude little from these activities and policies as there is very limited information on results, for example whether capacity building has worked as intended or whether action plans put in place have had the intended effect. Currently ILO has no means of assessing gender equality results, either in relation to capacity building or other fields.

The review of eight independent evaluations of ILO work indicated that although positive results are being made in both gender mainstreaming and promoting gender equality, considerable work remains to be done if ILO is to achieve its gender mainstreaming mandate.

Gender mainstreaming as a strategy does not replace the need for targeted women-specific actions or projects, although targeted actions sometimes cause confusion amongst ILO staff – as to whether they are still mainstreaming gender issues if they focus on women. The ILO Women's Entrepreneurship Development and Gender Equality (WEDGE) is an example of an initiative that targets women, enabling women's entrepreneurship development strategy to be operationalised. Based on the research and experience from pilot projects, a range of tools and approaches have been developed through WEDGE and are used by ILO constituents.

The JIO on gender equality in the P&B 2008-09 to a certain extent focused on women-specific activities. Amongst the indicators were advancing women in decision-making positions; promoting women's entrepreneurship; promoting women's access to financing and resources. Another focus of the JIO was on encouraging countries to establish programmes, legislation, policies collective agreements or court decisions to implement key provisions of Conventions Nos. 100, 111, 156 and 183. According to the draft P&B, the JIO indicator in this regard was reached (20 cases in which countries establish mechanisms to implement key provision of these Conventions). Support through the ILO for all these initiatives ensured that ILO and constituents are contributing to a process that helps women benefit not only in terms of greater recognition and control over their working life, but economically and materially as well.

6.4 Performance on gender mainstreaming

ILO must think strategically about where it wants to be by 2015 with regard to gender mainstreaming. It should consider what the Office would resemble if gender is mainstreamed throughout its work and with constituents. To reach a goal of where it wants to be in 2015, more than likely, ILO will need to continue to focus on internal structures and processes that hinder the promotion of gender equality. There must still be a focus on how ILO staff are sensitized to the importance of gender equality issues. However, ILO must also continue to

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[82] A preliminary version of the draft report was provided to the evaluation team. The evaluation team recognises that analysis in the actual report may be different from the draft, and conclusions in this evaluation that concern P&B reporting should therefore be read in this light.

focus on how it operates in terms of the services it provides to constituents, including how it guides policy formulation that affects gender equality concerns. The ratification and implementation of the four gender equality Conventions in more countries is important in this regard, and the ILC Resolution calls for urgent action here.

This evaluation also concludes that the ILO could usefully develop minimum performance standards for assessing gender equality practically, building on what is already articulated in the Strategic Planning Framework 2010-15. Minimum performance standards would help to ensure that ILO is reaching where it wants to be by 2015.

Annexes

Annex 1: Terms of Reference for Evaluation

Terms of Reference
Strategic Evaluation:
Performance and Progress in Gender Mainstreaming
through the ILO Action Plan for Gender Equality 2008-09

Introduction and rationale for evaluation

The results-based ILO Action Plan for Gender Equality 2008-09 operationalizes the Director-General's 1999 ILO Gender Equality Policy and is aligned with the Programme and Budget 2008-09. The Plan, which uses indicators and targets, is for all ILO staff at all levels. The ultimate beneficiaries are tripartite Constituents.

The Action Plan focuses on three critical dimensions that together support achieving the larger goal of Decent Work for All Women and Men. These three dimensions, which were developed during a participatory consultation process with some 55 executive directors, managers and staff at headquarters and in field offices, are:
4) enabling institutional mechanisms for gender equality in the organization – namely staffing, substance and institutional arrangements;
5) gender equality result areas of the P&B 2008-09 strategic objectives
6) the Joint Immediate Outcome on "Advancing Gender Equality in the World of Work" from the P&B 2008-09.

The Action Plan was overwhelmingly and positively received by the 300th session of the Governing Body in Geneva in November 2007. At the end of discussion, the Governing Body requested that "it be kept informed about the progress and results of the Action Plan's implementation, with the intention that the Action Plan is successfully acted upon by the entire Office".

During a stocktaking report on implementation, which was presented to the 304th session of the Governing Body in March 2009, the Governing Body was told that a thematic evaluation of the Action Plan would be conducted in the latter part of 2008. This results of this evaluation, which would also look more comprehensively at performance and progress in gender mainstreaming – as mandated by the Action Plan – would be presented to the Governing Body in March 2010 (in line with its request in November 2007).

During discussion about the stocktaking report, representatives of the workers' and employers' groups, as well as of governments, stressed that the final report to be presented to the Governing Body in March 2010 – and which would be based on the thematic evaluation – should assess the results and impacts of the Action Plan's measures. In addition to identifying good practices and challenges, suggestions for the final report included:
- a strong analytical assessment of progress and difficulties encountered during implementation of the Action Plan

- information on whether joint cooperation within ILO between GENDER and PARDEV had resulted in more gender-sensitive technical cooperation
- incorporation of issues such as freedom of association and collective bargaining
- prominence given to categories of workers in which women were overrepresented, such as in the informal economy and migrants, as well as to the four key gender equality Conventions[83]
- evidence that challenges – including of organizational cultures of workplaces – were being addressed and overcome
- precise and quantifiable information on gender mainstreaming within the ILO
- evidence that Constituents were the beneficiaries of the Action Plan

Background on Action Plan and context

The ILO strategy for promoting gender equality – which the Action Plan aims to operationalize – is based on the Director-General's 1999 Gender Equality Policy. It identified three priority areas for ILO in mainstreaming gender: staffing (sex balance), substance (gender analysis and planning) and structure (programming, implementation, monitoring, evaluation). The Policy also established the Bureau for Gender Equality, which reports directly to the DG and coordinates the Action Plan.

As stated in the Policy, ILO's strategy for promoting equality between women and men is gender mainstreaming, which consists of a two-pronged approach. The first is through explicitly and systematically addressing the specific and often different needs and concerns of both women and men in all policies, analysis, strategies, and every step of every activity including monitoring and evaluation. The second is through targeted interventions when analysis shows that one sex – usually women – has been historically disadvantaged socially, politically and/or economically.

The Policy has been operationalized through three successive action plans. The first, submitted to the Governing Body in March 2000, focused on institutionalization of gender in procedures concerning monitoring and evaluation, technical cooperation, and terms of reference for substantive work and human resource management.

The second, which covered the biennium 2003-2005 and was revised based on lessons learned from the first, retained many of its features but also addressed new challenges. This Action Plan was organized into five key result areas: 1) ILO policy on gender equality, decent work and gender mainstreaming, 2) gender mainstreaming in the Decent Work Agenda, 3) gender equality and decent work at the national level, 4) institutional mechanisms for gender mainstreaming in the Decent Work Agenda, and 5) building the gender competence of staff and constituents.

The current Action Plan was developed after an internal review of progress and gaps in implementation of the Action Plan 2003-05. An extensive and participatory consultation process was used to draft the Plan, and heads of relevant "primary responsibility" units or offices were personally consulted by the GENDER Director concerning specific indicators,

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[83] The four key ILO gender equality Conventions are the Equal Remuneration Convention (No. 100), Discrimination (Employment and Occupation) Convention (No. 111), Workers with Family Responsibilities Convention (No. 156) and Maternity Protection Convention (No. 183). Conventions 100 and 111 are also among the eight fundamental Conventions of the ILO Declaration on Fundamental Principles and Rights at Work.

targets and indicative activities which would be critical yet realistic. The Action Plan was also designed taking into account the findings of many gender audits undertaken by ILO since 2001, and was based on good practices in other UN system gender action plans identified in an extensive analysis conducted by ILO as co-leader of the United Nations Inter-Agency Network on Women and Gender Equality (IANGWE) Task Force on Gender Mainstreaming in Programming, Monitoring, Evaluation and Reporting in Results-based Management Systems in the UN system. The Action Plan was also developed based on ILO's active participation in the UN system-wide Policy on Gender Equality and the Empowerment of Women.

For the first time, the ILO Action Plan for Gender Equality 2008-09 was closely aligned with the organization's Programme and Budget (P&B), which have also successively and more visibly incorporated gender in close consultation with GENDER. Over recent biennium there has been a shift in the P&Bs, from viewing gender mainstreaming as a "cross-cutting activity" of "general relevance" (P&B 2002–03), identifying gender as one of six "shared policy objectives" (P&B 2004-05), recognizing gender as one of five "mainstreamed strategies" (P&B 2006-07), to a "common principle of action on gender equality" and a "joint immediate outcome on advancing gender in the world of work" (P&B 2008–09) which required a strategic and coordinated institutional response.

The implementation of this Action Plan – and subsequent ones – has been strengthened by the 2008 ILO Declaration on Social Justice for a Fair Globalization, which states that "gender equality and non-discrimination must be considered to be cross-cutting issues in the [four] strategic objectives."

Subsequent action plans will also be informed by next Strategic Policy Framework, as well as the results of the June 2009 agenda of the International Labour Conference, which will include a general discussion on "Gender Equality at the Heart of Decent Work". The results of a series of knowledge sharing workshops to operationalize the action plan with gender focal points and other ILO staff at headquarters – and in some regions including with constituents – will also be used to revise the next Action Plan.

Scope, Purpose and Clients of Evaluation

The evaluation will look comprehensively at performance and progress in gender mainstreaming, using as its scope the ILO Action Plan for Gender Equality 2008-09 as a basis for quantitatively measuring progress and gaps. The evaluation should review and incorporate in the baseline the findings of an internal review and implementation assessment of the previous ILO Action Plan for Gender Equality 2003-05. The evaluation should also include an assessment of the "evaluability" of the ILO Action Plan for Gender Equality 2008-09 based on its results-based framework, to determine the progress and gaps in implementation and its alignment with P&B priorities.

The purpose of the evaluation is many-fold, starting with the Action Plan's statement that it will be used for internal management learning and decision making". As mentioned above, the evaluation will be used as the major reference document for drafting the Director-General's report on results of the Action Plan, to be presented to the Governing Body in March 2010. The evaluation will also be used when drafting the next Action Plan and for sharing lessons learned and good practices with other UN system entities, in reports as

requested by the UN Secretariat, and in briefings and other fora within system-wide initiatives to mainstream gender in the UN and into UN country teams, and within networks such as IANWGE.

Clients of the evaluation include: ILO constituents, the some 130 members of the ILO Gender Network of headquarters- and/or field based focal points, Senior Gender Specialists, and Gender Coordinators; and especially GENDER, for which the Action Plan spells out a specific implementation role and responsibility: "Accountable for supporting implementation of the ILO's gender policy together with the gender network…through advisory services, capacity building and knowledge sharing; coordinating and supporting achievement of the Programme and Budget 2008-09's joint immediate outcome on constituents' gender mainstreaming capacity; and providing oversight on mainstreaming performance through annual stocktaking and reporting to the Director-General". The results of the evaluation will be an important reference point and input for all of these responsibilities.

Key evaluation questions and analytical framework

The evaluators should include reference in the report to the following key questions which will be useful for improving the development, implementation and results of future action plans for gender equality.

These questions concern:
- Relevance and strategic fit
- Validity of design
- Effectiveness
- Adequacy and efficiency of resource use
- Effectiveness of management arrangements
- Impact orientation
- Sustainability

Main outputs of evaluation

The final report will include:

I. Executive summary

II. Background to the evaluation and methodological approach

III. Findings on the three key result area tables of the Action Plan

Although there is not a specific result table for the "common principle of action on gender equality" of the P&B 2008-09, include mention in the introduction to this section on the extent to which this principle informs strategies and leads to achievement of the objectives and targets related to gender equality as contained in the three result area tables. Also, although some "reporting to the DG" units are listed in as having "primary responsibility" in the enabling mechanisms result area, include mention of any other good practices/challenges concerning these.)

A. Key Result Area No. One: "Enabling institutional mechanisms for gender equality in the organization"
    1. Staffing
    2. Substance
    3. Structure

Within each of the three sections, identify:
- *quantifiable progress - or not - on each baseline for each indicator*
- *whether corresponding strategies and indicative activities were successfully launched or completed*
- *Identify good practices and challenges in implementing these three result areas of the Action Plan*
- *Provide short analytical assessment of progress and difficulties in* implementation*)*

B. Key Result Area Number Two: "Gender equality result areas in ILO strategic objectives" of P&B 2008-09
    1. Strategic Objective No. 1: Promote and realize standards and fundamental principles and rights at work

    2. Strategic Objective No. 2: Create greater opportunities for women and men to secure decent employment and income

    3. Strategic Objective No. 3: Enhance the coverage and effectiveness of social protection for all

    4. Strategic Objective No. 4: Strengthen tripartism and social dialogue

Within each of the four sections, identify:
- *Based on available information, quantifiable progress - or not – on gender-related outcomes, indicators and/or strategies and activities*
- *Identify good practices and challenges in implementing the gender-related strategies and activities*
- *Provide short analytical assessment of progress and difficulties in* implementation

C. Key Result Area No. Three: "Joint immediate outcome on advancing gender equality in the world of work" of P&B 2008-09

Within this section, identify:
- *Whether strategies and activities were successfully launched or completed*
- *Based on available information, quantifiable progress – or not- on the indicators*
- *Identify good practices and challenges in implementing this joint immediate outcome*
- *Provide short analytical assessment of progress and difficulties in implementation*

IV. Conclusions and Recommendations

Among other recommendations, address questions requested by constituents during the stocktaking report presentation to the March 2009 GB (below), in addition to

recommendations for developing and implementing the next ILO Action Plan for Gender Equality (brackets added in these terms of reference as guidance during evaluation)

- *a strong analytical assessment of progress and difficulties encountered during implementation of the Action Plan*
- *information on whether joint cooperation within ILO had resulted in more gender sensitive results (for example did the cooperation in the Action Plan between GENDER and PARDEV result in more gender-sensitive technical cooperation [and DWCPs]*
- *incorporation of issues such as freedom of association and collective bargaining*
- *prominence given to categories of workers in which women were overrepresented, such as in the informal economy and migrants, as well as to the four key gender equality Conventions 100, 111, 156 and 183*
- *evidence that challenges – including of organizational cultures of workplaces – were being overcome*
- *precise and quantifiable information on gender mainstreaming within the ILO*
- *evidence that Constituents were the beneficiaries of the Action Plan*

Methodology

The evaluation will be conducted by two external and independent consultants, in line with ILO guidelines and policies on thematic and independent evaluations. The evaluation will use a document review, interviews, and quantifiable measurements of progress (or not) on baselines for each of the indicators of the "enabling mechanisms" section of the Action Plan. Information in order to quantifiably measure progress (or not) on the gender-related outcomes, indicators and/or activities of the P&B 2008-09, as well as the P&B 2008-09 Joint Immediate Outcome on gender equality, will also be provided as available.

The evaluation will be conducted with support by a staff member of the Bureau for Gender Equality who is independent of the Action Plan. This staff member will act as a liaison for the evaluation team and will provide to the evaluation team, among other things, including the following:

Document review: Key documents and texts collected by GENDER that relate to performance and progress in gender mainstreaming including all past ILO gender equality action plans, evaluation of gender mainstreaming in technical cooperation, results of an organizational-wide gender audit, reports on the extent to which gender is mainstreamed into ILO organizational-wide processes such as the biennial programmes and budgets, and results of an task force co-managed by ILO on gender mainstreaming through policies, action plans and in results-based management systems of UN entities.

Interviews: A list of suggested interviewees within headquarters-based work units that are identified as holding "primary responsibility" for specific indicators and targets of the "Enabling Institutional Mechanisms for Gender Equality in the Organization", as well as a list of suggested interviewees of ILO staff – using a representative sample of categories of staff listed as having "roles and responsibilities for enhancing gender equality in ILO work" by the Action Plan as well as Constituents, along with other staff who are not directly responsible for promoting gender equality in the Office.

Specific baselines, strategies and indicative activities identified by GENDER with liaisons of the "primary responsibility" units and/or field offices for their relevant and corresponding indicators and targets of the Enabling Institutional Mechanisms section of the Action Plan, and relevant reports and recommendations of a consultant report on the HRD-related "staffing" indicators.

Management arrangements, workplan and time frame

The evaluation liaison/manager is Raphael Crowe, Senior Gender Specialist within GENDER.

An evaluation team of two persons, rather than just one evaluator, is preferred due to the anticipated amount of interviews and desk review required. The evaluation team will work together using and complementing each member's specific expertise and competencies. Both evaluators should have extensive experience in results-based management and evaluations, while one should have competence and demonstrated experience with UN system entities using RBM and if possible specific insights into UN system agencies' policies and action plans for gender equality. The other should have demonstrated experience, if possible, with ILO initiatives related to results-based programming and Decent Work Country programming. The evaluation team should also have at least one member who has gender mainstreaming expertise. One of the evaluators shall travel to at least one ILO field office and conduct interviews with the Director of that office, relevant staff and constituents. One evaluator will hold final responsibility for the quality of the evaluation report, although the two will decide how to best organize their workplan in order to conduct the evaluation, as well as how to undertake the drafting and finalization of the report.

Support needed by the evaluation team includes compiling and providing extensive documentation about implementation of the Action Plan, and details on baselines and strategies and activities established by all the liaisons for the specific indicators of the Action Plan. Interviews will be necessary with liaisons within headquarters and field offices identified as holding "primary responsibility" for Action Plan implementation, as well as proposed interviews with some field-based staff and constituents. Finally, briefings about development of the Action Plan, and with a consultant who supported implementation within HRD, will be arranged for the evaluation team.

The timeframe for outputs is the following:
- Draft evaluation report: due Friday 11 December 2009
- Final report: due Friday 18 December 2009
- The final report will then be used as the major input to draft the DG's report for the March 2010 session of the Governing Body as per mandated in the Action Plan. This report for the DG must be finalized by Friday 15 January.

Annex 2: Persons interviewed

Francisco Guzman	ILO Evaluation Unit, Geneva
Jane Hodges	Director Bureau for Gender Equality, Geneva
Adrienne Cruz	Gender Specialist and Coordinator ILO Action Plan
Nelien Haspels	Senior Gender Specialist ILO Sub-regional Office, Bangkok
Geir Tonstol	Chief Technical Adviser Bureau for Gender Equality, Geneva
Jyoti Tuladhar	Senior Technical Specialist Bureau for Gender Equality, Geneva
Raphael Crowe	Senior Gender Specialist, Bureau for Gender Equality, Geneva
Yoshie Ichinoe	Programme Analyst, GFP Bureau for Programming, Geneva
Pawel Gmyrek	Resource Mobilization Officer GFP Partnership & Development Cooperation Dept, Geneva
Susan Maybud	Senior Gender Specialist Bureau for Gender Equality, Geneva
Simonetta Cavazza	Manager, Gender and Non-Discrimination Training Programme ITC-ILO,
Kari Tapiola	Executive Director
Kamran Fannizadeh	Director, DECLARATION
Shauna Olney	Gender Coordinator, Standards and Fundamental Principles and Rights at Work Sector
Assane Diop	Executive Director Social Protection Sector
Michael Gautrey	Management Support Unit Social Protection Sector
Jon Messenger	Sector Gender Coordinator Social Protection Sector
Laura Addati	Working Conditions Branch Social Protection Sector
Marc Fillieux	GFP Human Resources Department
Anny Zhang	GFP Human Resources Department
Giovanna Rossignotti	Bureau for Programming, Geneva
Patricia Richter	GFP Social Finance Programme
Angelika Muller	Sector Gender Coordinator Social Dialogue Sector
Gloria Moreno-Fontes	GFP MIGRANT Social Protection Sector. Also Joint Negotiating Committee Working Group on Work-Life Balance and Gender International Migration Branch
Juan Llobera Serra	Director Policies and Development Branch HRD
José Manuel Salazar-Xirinachs	Executive Director Employment Sector
Naoko Otobe	Gender Coordinator Employment Sector
Michiko Miyamoto	Management Support Unit Employment Sector
Joe Thurman	Director Bureau for Programming
Sanchir Tugschimeg	Senior Employer Specialist GFP, Bureau for Employers' Activities
Telma Viale	Director HRD
Carole Logan	Director ILO Evaluation Unit
Dimitrina Dimitrova	Specialist in Workers' Activities and Gender Focal Point Bureau for Workers' Activities
Casper Edmunds	Chief Resource Mobilization Unit PARDEV
Michiko Miyamoto	Alternate Gender Coordinator & Management Support Unit Employment Sector
Anita Amorim	UNDG WGP Coordinator. External Relations Department
France Auer	Management Support Unit Social Dialogue Sector
Julia Faldt	HIV/AIDS Sector 3
Maxi Ussar	ILO, JPO (attended knowledge sharing workshop in Turin) ILO

	Tanzania
Flora Nyambo-Minja	ILO Tanzania
Githa Roelans	Senior Communication & Information Officer Bureau for Gender Equality
Iselin Danbolt	Bureau for Gender Equality
Chantal Dufresne	Technical Specialist, Bureau for Gender Equality
Simel Esim	Senior Gender Specialist, ILO RO Arab States
Maria-José Chamorro	Senior Gender Specialist, ILO-SRO San José
Alexia Delelinge	GFP ILO –CRISIS
Mandy Macdonald	Consultant, GENDER

Annex 3: HRD good practices and recommendations

Good practices identified by gender consultant (MacDonald 2009)

- In 2009 HRD has appointed two Gender Focal Points, one male and one female.
- Participation in the International Labour Conference 2009 extended to local staff in the field, a high proportion of whom are women.
- IT training, in which women and General Service staff predominate, helps to increase the confidence of these categories of staff by increasing their skills. Care is necessary, however, to ensure that this training does not simply lead to increased workloads and higher stress.
- ILO teleworking policy developed in response to 2008 staff survey on work–life balance measures, and adopted in 2009.
- Clear, user-friendly guidelines to parental leave provided by HRD, to encourage take-up of these opportunities.
- The Staff Union is proactive in disseminating information about work–life balance measures: a good example is SU Bulletin no. 1365/Corr. advising staff of what to do in cases of harassment.
- Increased, stronger and more precise reference to gender criteria in wording of job descriptions is perceptible in RAPS 2009. HRD's Resourcing Unit has also improved its monitoring/ reviewing of job descriptions.
- Gender sensitivity and knowledge criteria incorporated into draft core competency on social justice and submitted to CABINET October 2009.
- 60 people have been trained as assessors for the first stage in the selection process for all external applications, 50% of whom are women.
- Gender-neutral language used in ILC 2009 (English only)

Recommendations for HRD from gender consultant (MacDonald, 2009)

- Explore ways of increasing the number of young women on the professional staff and making employment at the ILO a more attractive option for young women professionals.
- Feature ILO as a family-friendly employer on ILO internet site, in order to attract potential candidates.
- Monitor all trainings via participants' evaluation sheets to assess adequacy of treatment of gender issues.
- Routinely include gender sensitivity/knowledge criteria in terms of reference for external consultants and training providers, and strictly apply these criteria. Consultants and trainers appointed should mainstream gender equality issues into the materials they provide and the discussions they lead.
- Include an explanation of gendered power relations in the world of work in management and leadership training. This could be part of a module on gender equality and mainstreaming for managers in the context of 'training to help managers acquire the leadership and personal effectiveness skills necessary to promote a gender-friendly working environment'.
- Revise *Managing Yourself* so as to mainstream gender issues in it.
- Explore ways of encouraging more men to participate in training with a gender dimension.
- Find more proactive and user-friendly ways of disseminating information about available work–life balance measures, along the lines of the guidelines on parental leave.

- Post HRD Administrative Circular no. 543 (rev. 1), giving guidance on the procedures in cases of sexual harassment, more visibly on HRD's intranet pages.

- For performance management – add gender training (including online training) and relevant gender information sources to the available training opportunities and materials; add mentoring and advice from GENDER to performance management support resources; incorporate in interview strong prompts to encourage discussion of gender issues, e.g. questions evaluating not just gender sensitivity but also gender knowledge at the appropriate level, depending on the position, degree of responsibility/expertise, and the subject area of the job.

- Add *Managing Diversity* to the list of relevant MLDP booklets. Incorporate gender-related criteria formally throughout the performance management framework (PMF), and correct gender-blind language and content in the PMF training materials.

Annex 4: The ILO Gender Network

The ILO Gender Network, coordinated by the Bureau for Gender Equality aims to advance gender equality by identifying opportunities to incorporate and highlight gender issues in the organization's objectives, as well as in flagship products and activities. The Network comprises Senior Gender Specialists based in some regional offices, headquarters-based Gender Coordinators for each sector, and Gender Focal Points (GFPs) in both headquarters units and field offices.

Within this network of over 100 GFPs in ILO, Gender Coordinators are appointed by the relevant ILO Sectors. Gender Coordinators contribute advice to their Sector and the Bureau for Gender Equality on ILO policies and programmes, issues and implementation strategies vis-à-vis gender equality in the world of work. Gender Coordinators provide advice to GFPs within the relevant Sector. The Gender Coordinators monitor their Sector's Action Plan on gender mainstreaming and were important in providing sectoral information for this Evaluation. All ILO Sectors have Gender Coordinators.

In 2006, the Bureau for Gender Equality prepared a "Guidance Note Concerning ILO GFPs", which clearly outlines the role of a GFP, (and is regularly updated). The main role is to act as "catalyst" to assist the process of gender mainstreaming in a respective office or unit. While GFPs may be directly involved in implementing certain gender-specific activities including with constituents, their contribution should focus on aiding colleagues and management to identify strategies that will build further capacity of colleagues to integrate gender concerns into their own areas of work.

In ITC Turin the Gender and Non-Discrimination Training Programme plays an important facilitating role for gender mainstreaming. The Programme supports the role of the various Gender Focal Points, located throughout the ITC. The Programme assists in incorporating gender issues into other activities of the Centre through delivering gender specific sessions in most training activities of the Centre; gender-revising new and existing training materials; disseminating relevant documents and information to the gender network.

The Bureau for Gender Equality manages the ILO Bureau for Gender Equality web page.[84] ILO also has a number of webpages that deal with themes, and gender equality is included under Equality and Discrimination.[85] When members of the Gender Network have new resources, in order to share such resources they use the drop down box so that the gender-related resources will link to the gender equality theme page.[86]

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[84] http://www.ilo.org/gender/lang--en/index.htm
[85] http://www.ilo.org/global/Themes/lang--en/index.htm
[86] http://www.ilo.org/global/Themes/Equality_and_Discrimination/GenderEquality/lang--en/index.htm

Annex 5: Questionnaire response summary

Analysis of ILO constituents' responses on the extent to which their capacity in gender mainstreaming had been developed by the ILO

As most of the indicators of the programme and budget results areas related to capacity building for ILO Constituents, the evaluators developed a questionnaire for constituents in English, French and Spanish, to assess their view on ILO achievements in gender mainstreaming, and the extent to which their capacity in gender mainstreaming had been developed. The questionnaire was sent to constituents via the senior gender specialists in the regional offices.

A total of Twenty-six constituents replied to the questionnaire to constituents by December 11th 2009 (14 in English, 9 in Spanish and 3 in French). Nearly all the respondents were female (23). Not all questions required responses.

In terms of where respondents worked, 9 came from government, 14 from workers organisations, and 3 from employers organisations, across four of the five ILO regions. .
The following pages summarize the responses to the questionnaire.

ILO support to advance gender equality
The first question generally asked the respondents to rate ILO's support to their organisation for advancing gender equality. Nearly all the respondents answered this question (25 out of 26 responses) Just over half of the respondents (13) to this question indicated that ILO's support was adequate or better. Nine indicated that ILO's support partly supported their organisation's capacity to develop policies and programmes that advance gender equality in the world of work. Only two respondents indicated that ILO had not at all supported their organisation in this regard.

2.1 To what extent has ILO supported your organisation's capacity to develop policies and programmes that advance gender equality in the world of work?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	3	0	2	20.0%	5
2. to an adequate extent	2	6	0	32.0%	8
3. partly	2	6	1	36.0%	9
4. not at all	0	2	0	8.0%	2
5. not applicable	1	0	0	4.0%	1
				answered question	25
				skipped question	1

Comments on this question generally highlighted how much the constituents appreciated technical assistance and training support on advancing gender equality. Some noted that they did not always receive financial assistance. One respondent highlighted how much he/she appreciated the support of the Senior Gender Specialist.

Capacity assessment for constituents

Twenty-four respondents answered the question about whether ILO has carried out an assessment in relation to capacity for gender mainstreaming. Most respondents had not benefited from a capacity assessment on gender mainstreaming.

2.2 Has the ILO carried out an assessment with your organisation in relation to capacity for gender mainstreaming?		
Answer Options	**Response Percent**	**Response Count**
yes	37.5%	9
no	62.5%	15
	answered question	24
	skipped question	2

Gender audit

Only 6 respondents had participated in a gender audit and all found it useful - most found the gender audit very useful. Some respondents who had not participated in a gender audit remarked that they would be interested in participating in an audit.

2.5 Have you participated in a gender audit? If yes, was this:					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**	**Response Percent**	**Response Count**
1. very useful	3	1	1	35.7%	5
2. useful	0	0	1	7.1%	1
3. somewhat useful	0	0	0	0.0%	0
4. not useful	0	0	0	0.0%	0

The main focus of ILO support

The table below indicates that capacity development has been the main focus of ILO support for the respondents to the questionnaire.

3.1 What has been the main focus of ILO's support with your organisation?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**	**Response Percent**	**Response Count**
a. Advocacy	1	3	1	25.0%	5
b. Technical advice	1	2	1	20.0%	4
c. Capacity development	3	3	1	35.0%	7
d. Services	0	1	0	5.0%	1
e. Demonstration projects	1	0	0	5.0%	1
f. Research	0	2	0	10.0%	2
				answered question	20
				skipped question	6

3.1.1 What kinds of capacity development support have you received from the ILO?:
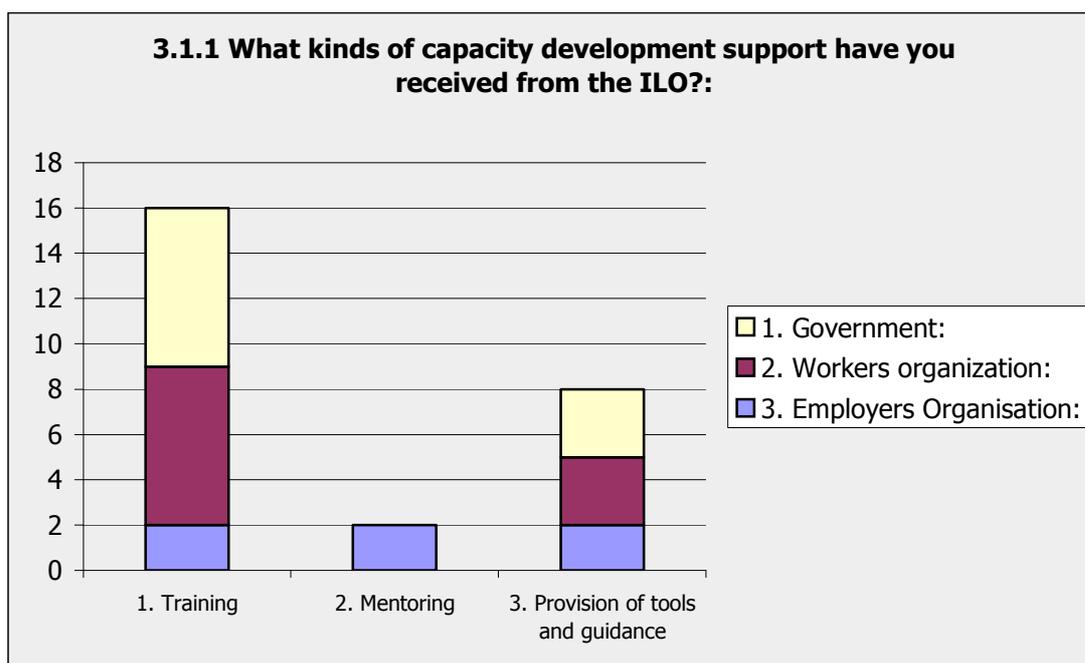
Comments to the question on the 'other' kinds of capacity development support received from the ILO included: support on the integration of gender in collective agreements; support to attend regional meetings; orientation; distance learning on gender; direct work with the gender specialist; and financial support.

Strategic Objective 1: ILO support for capacity in terms of ratification /application of the four gender equality Conventions

A question about supporting capacity for ratification of key gender equality conventions was asked at the beginning of the questionnaire and another related question was asked about support to their organisation's capacity to mainstream gender into policies or practices reflecting fundamental principles and rights at work.

The extent of ILO support in terms of ratification and/or application of the four key gender equality Conventions
Nearly all respondents (23 out of 26) replied to the question about the extent to which ILO supported the ratification and/or application of the four key gender equality Conventions. Over half (13) replied that ILO support was adequate or better.

2.3 To what extent has ILO supported your organisation's capacity in terms of ratification and/or application of the four key gender equality Conventions on: equal remuneration (No. 100); non-discrimination in employment and occupation (No. 111); workers with family responsibilities (No. 156); and on maternity protection (No. 183)?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	2	1	2	21.7%	5
2. to an adequate extent	2	6	0	34.8%	8
3. partly	2	3	1	26.1%	6
4. not at all	1	1	0	8.7%	2
5. not applicable	0	2	0	8.7%	2
				answered question	23
				skipped question	3

A range of comments are noted from 13 respondents, mostly indicating that such support was helpful and increased understanding of the conventions. Half the respondents included comments on the main factors that led to ILO being successful or unsuccessful in supporting capacity development in gender mainstreaming in their organisation, indicating that technical training and the like, have impact in terms of increased awareness among members of their organisation. Also highlighted was the advantage of comparing studies from other regions and sharing good practice. One respondent noted that gender and trade unions is a "thorny" issue, but through ILO there has been some impact achieved. Another respondent noted that gender quotas was a contributing factor to being successful in supporting capacity development in gender mainstreaming in their organisation.

Capacity to mainstream gender into policies or practices reflecting fundamental principles and rights at work
Half the respondents (9) felt that ILO adequately or fully supported their organisation's capacity to mainstream gender into policies or practices reflecting fundamental principles and rights at work.

3.2.1 To what extent has the ILO supported your organisation's capacity to mainstream gender into policies or practices reflecting fundamental principles and rights at work?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	0	1	1	11.1%	2
2. to an adequate extent	2	4	1	38.9%	7
3. partly	4	3	1	44.4%	8
4. not at all	1	0	0	5.6%	1
5. not applicable	0	0	0	0.0%	0
				answered question	18
				skipped question	8

Comments on this question stressed the various national and international events as important for supporting their capacity as well as advocacy (one respondent mentioned training on

domestic work specifically). One respondent noted that although the gender specialists' support was satisfactory, other processes in the ILO did not contemplate gender aspects.

Support to mainstream gender into policies on forced labour, child labour or trafficking
There were 12 respondents to the question about the extent of ILO support to mainstream gender into policies or measures focused on forced labour, child labour or trafficking. Again, over half the respondents reported that ILO supported them adequately or more for mainstreaming gender into policies or measures focused on forced labour, child labour and trafficking.

3.2.2 To what extent has the ILO supported your organisation's capacity to mainstream gender into policies or measures focused on forced labour, child labour and trafficking?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	0	2	2		4
2. to an adequate extent	2	3	0		5
3. partly	2	0	1		3
4. not at all	0	0	0		0

ILO's work to promote a gender perspective into national legal frameworks, policies, programmes, services and institutions
There were 15 respondents to the question on the extent to which ILO's work promoted the mainstreaming of a gender perspective into national legal frameworks, policies, programmes, services and institutions. The majority of respondents noted that ILO's promotional work was adequate or more than adequate. Nearly three quarters of respondents noted that that ILO's work promoting gender into national frameworks was adequate or better than adequate.

3.2.3 To what extent has ILO's work promoted the mainstreaming of a gender perspective into national legal frameworks, policies, programmes, services and institutions?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	3	0	1		4
2. to an adequate extent	2	4	2		8
3. partly	1	1	0		2
4. not at all	1	0	0		1

Tripartite commissions were noted as useful for promoting mainstreaming of a gender perspective into national legal frameworks, policies, programmes, services and institutions. Technical consultations to develop laws (on harassment or domestic work) were also mentioned as useful. Women's organisations were noted as having been supportive (by a government respondent). One employer respondent reported that all ILO projects should incorporate a gender perspective in this area, and not rely on the work of the gender specialist.

Support to monitor the application of standards at the national or workplace levels from a gender perspective

Regarding the question on the extent ILO has supported respondent's organization to monitor the application of standards at the national and workplace levels from a gender perspective; nearly half of the respondents who replied indicated that this was only supported partly or not at all.

3.2.4 To what extent has ILO supported your organization's ability to monitor the application of standards at the national and workplace levels from a gender perspective?

Answer Options	Type of organisation where you work:				Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	0	1	0		1
2. to an adequate extent	0	1	1		2
3. partly	2	2	0		4
4. not at all	2	0	1		3
5. not applicable	2	3	0		5

An employer respondent and a government respondent both commented that they have not received this support at all. Another respondent from government indicated that the ILO should develop baselines on the increase or decrease in cases of gender discrimination, rather than offering isolated actions at the national level.

The extent ILO supports an organisation promote and realize standards and fundamental principles and rights at work from a gender perspective

The final question on standards asked respondents to evaluate overall the extent ILO has supported promoting standards from a gender perspective. This question yielded 15 responses. Eight respondents replied that support was to an adequate or full extent. Five indicated that support was partly and only 2 indicated that there was no support.

3.2.5 Overall, to what extent has ILO supported your organisation in promoting and realizing standards and fundamental principles and rights at work from a gender perspective?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	1	1	1	18.8%	3
2. to an adequate extent	2	3	0	31.3%	5
3. partly	2	3	0	31.3%	5
4. not at all	1	0	1	12.5%	2

Four respondents reported that all ILO efforts were useful in this regards (experts, trainings, information, brochures). Two respondents (one employers and one government) indicated that they have not received support at institutional level.

Strategic objective 2: Creating greater opportunities for women and men to secure decent employment and income

The extent ILO supported capacity to mainstream gender into policies and policy recommendations related to job-rich growth, productive employment, poverty reduction, employment intensive investment focusing on infrastructure, and /or youth

There was a mix of responses to the extent of ILO support for mainstreaming gender into employment policies and policy recommendations, with no clear patterns from the 15 respondents.

3.3.1 To what extent has ILO supported your organisation's capacity to mainstream gender into policies and policy recommendations related to any of the following: job-rich growth, productive employment, poverty reduction, employment intensive investment focusing on infrastructure, and /or youth?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	1	1	0		2
2. to an adequate extent	1	2	1		4
3. partly	1	1	0		2
4. not at all	3	1	1		5
5. not applicable	1	1	0		2

Emphasis was made by two respondents on the need for support to employment policies for youth. An employer respondent that the problem was with the institutional application.

The extent ILO supported capacity to mainstream gender into training policies and employment services

Regarding the extent to which ILO supports capacity to mainstream gender into training policies, half of the majority of respondents (8) to this question indicated that ILO support was only partly or not at all. Six respondents indicated that such support was adequate or more.

3.3.2 To what extent has the ILO supported your organisation's capacity to mainstream gender into training policies and employment services?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	0	1	0		1
2. to an adequate extent	1	3	1		5
3. partly	2	2	0		4
4. not at all	3	0	1		4
5. not applicable	1	1	0		2

Mention was made of specific programmes such as "PERC" or "Cuesta Duarte". One government respondent stated that some guides have weaknesses as regards the incorporation of gender.

The extent of ILO support to mainstream gender into policies or regulations that generate more and better jobs in sustainable enterprises and cooperatives

With regard to extent to which ILO has supported capacity to mainstream gender into policies or regulations that generate jobs in sustainable enterprises and cooperatives, the majority (8 out of 14 respondents) indicated that ILO only partly or did not at all provide such support.

3.3.3 To what extent has ILO supported your organisation's capacity to mainstream gender into policies or regulations that generate more and better jobs in sustainable enterprises and cooperatives?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	0	0	0		0
2. to an adequate extent	0	0	1		1
3. partly	3	2	0		5
4. not at all	2	0	1		3
5. not applicable	2	3	0		5

A government respondent mentioned a particular project called "AMIE" and another government respondent commented that ILO literature only mentions the issue but nothing more.

The extent of ILO support to mainstream gender into local economic development programmes

Only 8 respondents answered the question regarding support from ILO to mainstream gender into local economic development programmes. Two respondents felt support was adequate, and another respondent reported that ILO partly provided support and 5 indicated that there was no support.
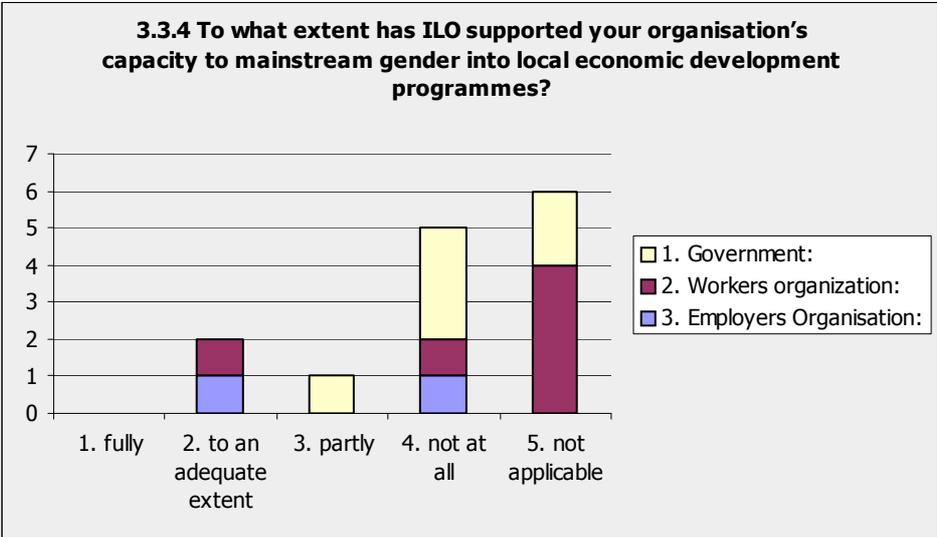
Two government respondents made comments: one indicated that there is not support for capacity in this domain, the other reported that local actions exist, but fail to focus on gender.

The extent of ILO support to mainstream gender into post-crisis recovery programmes
With regard to the extent ILO supported capacity to mainstream gender into post-crisis recovery programmes, 11 answered. Four replied that ILO did not support their organisation's capacity to mainstream gender into post-crisis recovery programmes, 2 reported that ILO partly supported them, and 5 respondents stated that the support was adequate or ILO fully supported them.

3.3.5 To what extent has ILO supported your organisation's capacity to mainstream gender into post-crisis recovery programmes?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
1. fully	2	0	0		2
2. to an adequate extent	0	2	1		3
3. partly	2	0	0		2
4. not at all	2	1	1		4

A workers respondent indicated that they got support through technical assistance and research. A government respondent indicated that although reflection is encouraged in workshop analyses, their national plans do not include gender questions.

The extent of ILO support in creating greater opportunities for both women and men to secure decent employment and income
Overall, the extent to which ILO supported respondent's organisation in creating greater opportunities for both women and men to secure decent employment and income yielded 14 responses. Over half (8) reported that ILO's support was adequate or more than adequate. Four stated that ILO was partly supportive, with 2 stating not at all.

3.3.6 Overall, to what extent has ILO supported your organisation in creating greater opportunities for both women and men to secure decent employment and income?					
	Type of organisation where you work:				
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**		**Response Count**
fully	2	1	0		3
to an adequate extent	1	3	1		5
partly	2	1	1		4
not at all	1	1	0		2

One respondent indicated they would like to be involved in more projects with ILO; another respondent indicated that all questions are addressed in their DWCP; a government respondent reported that the problem is not ILO's but one of governments' willpower to move towards tripartite dialogue. Finally one respondent indicated that the domestic worker sector is a very important theme requiring attention.

Strategic objective 3: Enhancing the coverage and effectiveness of social protection

The extent of ILO support to mainstream gender into policies focused on improving social security systems

Thirteen respondents replied to the question on the extent to which ILO has supported their organisation's capacity to mainstream gender into policies focused on improving social security systems. The majority of respondents (6) replied that ILO has partly supported them. One indicated that they had not being supported and 6 replied that support was adequate or better.

3.4.1 To what extent has ILO supported your organisation's capacity to mainstream gender into policies focused on improving social security systems?				
	Type of organisation where you work:			
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**	**Response Count**
1. fully	2	0	1	3
2. to an adequate extent	0	3	0	3
3. partly	2	3	1	6
4. not at all	1	0	0	1

There were no detailed comments.

The extent of ILO support to mainstream gender into policies and programmes on improving working conditions and safety and health at work

With regard to ILO support for mainstreaming gender into policies and programmes on improving working conditions and safety and health at work, there were 14 respondents. Five reported that ILO support was adequate; 4 reported that ILO partly supported them and 5 reported that ILO did not support them.

3.4.2 To what extent has ILO supported your organisation's capacity to mainstream gender into policies and programmes on improving working conditions and safety and health at work?				
	Type of organisation where you work:			
Answer Options	**1. Government:**	**2. Workers organization:**	**3. Employers Organisation:**	**Response Count**
1. fully	0	0	0	0
2. to an adequate extent	1	3	1	5
3. partly	2	2	0	4
4. not at all	3	1	1	5

A government respondent indicated that they never received any training in this area. Collaboration on sexual harassment law and supporting related activities, was mentioned as important by a workers' organisation respondent. Another government respondent mentioned support on the prevention of sexual harassment in the workplace.

The extent of ILO support to mainstream gender into policies and programmes focused on the protection of migrant workers

Eleven respondents answered whether ILO has supported organization's capacity to mainstream gender into policies and programmes focused on the protection of migrant workers. Six reported that ILO support was adequate or better, and 5 reported that ILO did not support them.

Answer Options	1. Government:	2. Workers organization:	3. Employers Organisation:		Response Count
3.4.3 To what extent has ILO supported your organisation's capacity to mainstream gender into policies and programmes focused on the protection of migrant workers?					
Type of organisation where you work:					
1. fully	1	0	0		1
2. to an adequate extent	1	3	1		5
3. partly	0	0	0		0
4. not at all	2	2	1		5

One respondent indicated that although their country has a lot of migrants they have not done anything in this area. Another respondent from government indicated that they do not know of any ILO materials on the gender dimension of migration.

The extent of ILO support to mainstream gender into policies and programmes that address the HIV/AIDS epidemic in the world of work

Ten respondents answered the question about whether ILO supported their organisation's capacity to mainstream gender into policies and programmes that address the HIV/AIDS epidemic in the world of work. Over half (6) stated that such support was adequate or more, 2 reported that ILO partly supported them, and 2 organisation reported that ILO did not support them at all.

Answer Options	1. Government:	2. Workers organization:	3. Employers Organisation:		Response Count
3.4.4 To what extent has ILO supported your organisation's capacity to mainstream gender into policies and programmes that address the HIV/AIDS epidemic in the world of work?					
Type of organisation where you work:					
1. fully	1	0	0		1
2. to an adequate extent	1	3	1		5
3. partly	1	1	0		2
4. not at all	1	0	1		2

Some respondents were involved in workshops on the issue or knew of guides. One respondent had discussed gender and HIV/AIDS work with an ILO specialist.

The extent of ILO support in enhancing the coverage and effectiveness of social protection for all

The final question on social protection asked to what extent has ILO supported the respondents' organisation in enhancing the coverage and effectiveness of social protection for all. There were 10 respondents. Half stated that ILO partly supported them and the other half reported that ILO support was adequate or more.

3.4.5 Overall, to what extent has ILO supported your organisation in enhancing the coverage and effectiveness of social protection for all?

Answer Options	Type of organisation where you work:				Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	0	1	0		1
2. to an adequate extent	1	2	1		4
3. partly	2	2	1		5
4. not at all	0	0	0		0

There were no relevant comments on this question.

Strategic objective 4: Strengthening tripartism and social dialogue

The extent ILO promoted adequate participation of women in social dialogue processes
The first of the set of questions on social dialogue asked about the extent to which ILO has promoted adequate participation of women in social dialogue processes. There were 15 respondents. Two thirds responded that ILO promoted the participation of women adequately or even more than adequately. Three reported that ILO partly supported the participation of women, and 2 reported that ILO did not at all support the participation of women in social dialogue processes.

3.5.1 To what extent has ILO promoted adequate participation of women in social dialogue processes?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	2	1	0	17.6%	3
2. to an adequate extent	1	3	3	41.2%	7
3. partly	1	2	0	17.6%	3
4. not at all	2	0	0	11.8%	2

A workers respondent indicated that ILO helped in explaining the necessity of female participation in social dialogue processes. A female government respondent stated that they had to fight for female participation because the Decent Work 'tables' were formed by men.

The extent ILO increased capacity to understand gender mainstreaming and implement gender equality principles
There were 15 responses to the question around the extent ILO has increased the capacity of the respondents' organisations to understand gender mainstreaming and implement gender equality principles. Nine indicated that ILO fully or adequately had increased such capacity. 4 respondents stated that ILO had partly increased the capacity of their organisation to understand and implement gender equality principles. Two respondents reported that ILO did not at all support such principles for their organisations

3.5.2 To what extent has ILO increased the capacity of your organisation to understand gender mainstreaming and implement gender equality principles?

Answer Options	Type of organisation where you work:				Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	1	1	1		3
2. to an adequate extent	1	3	2		6
3. partly	2	2	0		4
4. not at all	2	0	0		2

Two respondents noted the importance of tripartite commissions for equal opportunities as being important. One respondent commented that this year was the first time they had received support from the ILO in this area. Another respondent indicated that they had been sensitised through training on this theme.

How adequately tripartite dialogue in policy-making, labour law reform and implementation addresses gender equality issues

The final question on social dialogue focused on how adequately tripartite dialogue in policy-making, labour law reform and implementation addresses gender equality issues. With 16 responses to this question, a high number of respondents (10) reported that tripartite dialogue only partly addresses gender issues. Four reported that tripartite dialogue addresses gender equality issues to an adequate extent, with 1 respondent indicated that it does so fully, and 1 respondent indicating that tripartite dialogue did not at all address gender equality issues.

3.5.3 How adequately does tripartite dialogue in policy-making, labour law reform and implementation address gender equality issues?

Answer Options	Type of organisation where you work:			Response Percent	Response Count
	1. Government:	2. Workers organization:	3. Employers Organisation:		
1. fully	1	0	0	5.9%	1
2. to an adequate extent	0	2	2	23.5%	4
3. partly	5	4	1	58.8%	10
4. not at all	1	0	0	5.9%	1

Again a few comments focused on the need to incorporate the prevention of sexual harassment, domestic workers laws and 'gender clauses' into collective agreements. One respondent considered that there has been no gender sensitization or interest in this area. Another respondent indicated that a process was underway to create a tripartite commission for equality.