



Evaluation Summary



International
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Independent Evaluation of Outcome 17: Gender Mainstreaming with the support of Sweden and Norway Partnership Agreements - Final Evaluation

Quick Facts

Countries: El Salvador, Zambia, Philippines, Arab States (mainly Jordan), South Africa, Indonesia, Nepal, Cambodia, Brazil, Angola, India, China, Mozambique, Mongolia, Zimbabwe

Final Evaluation: July 2014

Mode of Evaluation: Independent

Administrative and Technical backstopping:
GENDER

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Project Code: GLO/11/58/SID; GLO/12/50/NOR;
GLO/12/53/NOR

Donor & Project Budget: Norway (\$2.5 million);
Sweden \$540,000

Keywords: Gender equality, non-discrimination, equal treatment, equal opportunity, gender mainstreaming, legislation, working conditions, maternity protection

Background & Context

Summary of the project purpose, logic and structure: The first component of the evaluation reviewed work at global and country level on gender mainstreaming under the Partnership Agreement with the Swedish International

Development Cooperation Agency (Sida). Through decentralization of outcome-based funding gender mainstreaming projects were established in the countries listed below, the explicit purpose being to mainstream gender into the Outcomes and indicators listed in parenthesis.

- **El Salvador (Indicator 2.5 and Outcome 14)**
- **Zambia (Indicator 2.5 and Outcomes 5 and 9)**
- **Philippines (Outcomes 5, 10 and 14)**

The second component of the evaluation reviewed gender mainstreaming activities at global and country levels under the Partnership Agreement with Norway (PA) providing support to gender mainstreaming projects established in the countries listed below, the explicit purpose being to mainstream gender into the Outcomes listed in parenthesis.

- **South Africa (Outcomes 11 and 14)**
- **Indonesia (Outcomes 11, 14)**
- **Nepal (Outcomes 9 and 10)**
- **Cambodia (Outcomes 9 and 10)**
- **Arab States (Outcomes 11 and 14)**

The third component of the evaluation addressed work to promote Gender Equality in the World of Work in **Brazil, Angola, South Africa, India and China** (BASIC) under the Norwegian Partnership Agreement. The BASIC project was described as

being explicitly linked to Outcome 17 and was expanded to cover South-South cooperation with four more countries (**Mozambique, Zimbabwe, Mongolia and Nepal**).

The evaluation attempted to assess for both country and global levels the contribution of gender activities to the concerned CPOs and Outcomes. This approach involved inter alia the examination of the implementation of results-based management (RBM) principles and procedures, which should provide a complete results chain from baseline data in the Decent Work Country Programme (DWCP) to the relevant Decent Work Outcome.

Present Situation of the Project

Project activities under the gender mainstreaming components of both donors have been concluded in December 2013, as have the activities under BASICIII supported by the Norway-ILO Partnership Agreement.

Purpose, scope and clients of the evaluation

The focus of the evaluation was the Outcome 17 component of the ILO Partnership Agreements with the Norwegian Ministry of Foreign Affairs and the Swedish International Development Agency (Sida) as implemented by the Gender, Equality and Diversity Branch (GED) during the biennium 2012-2013.

In addition to assessing gender mainstreaming activities at country level and support to Global Products, the evaluation reflects on the longer term question as to whether funding under the partnerships has strengthened gender mainstreaming capacity within the ILO itself through the process of collaboration between GED and other units of the organization at Headquarters level, and through enhanced collaboration between National Programme Coordinators, gender specialists, Gender Focal Points and other staff in field offices.

Key clients for the evaluation are: Sweden and Norway as donors to the projects ILO as executor of the projects, Project management and staff, Members of the National Project Advisory Committees.

Methodology of evaluation

The evaluation methodology combined both qualitative and quantitative approaches through interrogation of a wide range of documentary and human sources enabling triangulation of the information received. Assessment of documentary sources was complemented by extensive interaction with ILO staff, constituents and other stakeholders.

This qualitative information formed the basis for a more extensive and quantitative survey conducted through questionnaires developed for ILO staff ; for national constituents; and for other development partners in-country. One field visit was made.

Main Findings & Conclusions

It is clear from the evaluation that there are some very good gender equality mainstreaming activities carried out under the two PAs under all the Outcomes scheduled for mainstreaming (2,5,9,10,11,14) although the documentation and reporting of these activities may underestimate their true volume and significance. However it is proposed that gender mainstreaming in technical cooperation under the PAs could be strengthened by a more robust presentation of the issues in the P&B, and the ILO Gender Action Plan; by the establishment or updating of a clearer conceptual framework and guidelines for gender equality mainstreaming in technical cooperation; and the strengthening of the implementation of results-based management such that the results chain from development of DWCP to the achievement of P&B Outcome is clear to all persons involved. At the headquarters level there is a need for better

planning and reporting of resources dedicated to the Global Product, as well as for much more vigorous sharing of information and experience between countries and regions.

Recommendations & Lessons Learned

ILO Headquarters

- **The following recommendations are proposed for the ILO Gender, Equality and Diversity (GED) branch:**

On the basis of experience in gender mainstreaming in technical cooperation under the PAs and elsewhere GED should now elaborate in consultation with the gender network more explicit guidelines as to what gender mainstreaming in technical cooperation could and should entail at macro-meso-micro levels for each Outcome. This gender analysis framework should be included in the revised ILO Action Plan on Gender Equality and elsewhere with its complementarity to existing tools such as the PGA clearly articulated.

GED should collaborate (with PARDEV) to ensure that the project appraisal process is carried out as is described in the Partnership documents and ensures embedding of gender mainstreaming activities in the DWCP; stakeholder involvement; detailing of gender mainstreaming capacity at the country office level; ILO office collaboration with the UNDAF framework and a broad range of national stakeholders and development partners.

GED needs to ensure that activities under GLO777 at Headquarters and field levels are clearly planned for and reported upon.

GED should build upon the excellent work ongoing at regional and country levels by undertaking more structured and pro-active experience exchange.

- **The following recommendations are proposed for PARDEV and PROGRAM**

More consideration needs to be given to the interface and complementarity between different reporting systems to reduce duplication of effort at the field level.

- **The following recommendations are proposed for PROGRAM consideration**

The RBM process needs to be strengthened in the ILO overall by clearer inclusion of the full process beginning with identification of activities at the country level and clearly linking to P&B Outcomes. This process needs to be reflected inter alia in development of fuller Log-frame matrices to be periodically reviewed and up-dated.

- **The following recommendations are directed towards ILO Country Office Management**

ILO country office management should ensure that all staff including short-term gender specialists and NPCs are familiar with Outcome-based Work planning and with RBM processes and how these relate to the DWCP.

ILO Country Office management should ensure that gender mainstreaming is integral to the DWCP and embedded in the UNDAF where available.

ILO Country Office management should ensure overall coordination and management of gender mainstreaming activities grounded in the DWCP

Important lessons learned

Outcome-based funding under the PAs appears to have enhanced collaboration between GED and other Outcome Coordinators over the period under evaluation.

However, in order to be sustainable this essentially finance-driven collaboration should be underpinned by a GED unit work plan and a clear

mechanism for cross-unit collaboration. This collaboration should also be reported again and lessons learned for strategic collaboration to other units as necessary, or alternatively a clear recognition that GED support is no longer required.

GED needs to ensure that a clear conceptual framework for gender mainstreaming in technical cooperation is developed in consultation with gender specialists and other members of a strengthened gender network and is reflected in a robust and coherent manner in the P&B, in the ILO Gender Action Plan, in training tools and manuals and incorporate documents.

GED also needs to ensure more effective experience exchange between countries and regions. Experience exchange should involve not only recognizing and sharing good experience from the country and regional level but also bringing in new ideas and information on gender mainstreaming from outside the ILO.

The existing gender network needs to be expanded and strengthened initially by incorporating staff who have already been involved in gender mainstreaming activities under the PAs and are not recognized as part of the network.

Gender mainstreaming activities to be supported by GLO777 at the field level need to be clearly planned with the Outcome Coordinators and field offices and reported upon.

ILO field offices need to ensure an enabling environment for the seed funds to grow. A key feature of this environment is a DWCP which has been gender mainstreamed and provides a foundation for gender mainstreaming across the board.

Another enabling feature of the field office environment is the allocation of responsibility for overall coordination of gender mainstreaming activities to ILO staff members who have an

overview of the entire programme and are likely to have some longevity in that position.

The evaluation suggests that capacity in RBM needs to be enhanced in the programming process, and the links between development of the DWCP and the Outcome-based work planning and funding clarified at the field level so it is not simply perceived as a Headquarters exercise.

Gender mainstreaming is further strengthened in the country concerned if the ILO's own efforts are linked into the UNDAF framework through established cooperation with national authorities and a broad range of donors and stakeholders.