INTEGRATING GENDER EQUALITY IN MONITORING AND EVALUATION OF PROJECTS (March 2014)

This second version of EVAL's guidance note on gender equality in evaluation expands on the 2007 version and benefitted from collaboration with the ILO Bureau for Gender Equality as well as the United Nations Evaluation Group. This update has been produced to reflect new developments and to take into account the latest United Nations Evaluation Group's (UNEG) guidance on the subject.

CONTENTS

1. WHY THIS GUIDE?

The note explains why it is important to systematically integrate gender equality and a human rights perspective in monitoring and evaluation processes. It describes ILO's mandate and policy on gender equality and briefly explains the relationship between gender equality and human rights by underscoring key related concepts of the ILO's evaluation strategy and the UNEG Handbook Integrating Human Rights and Gender Equality in Evaluation – Towards UNEG Guidance. This is a practical guide to help those initiating and managing evaluations ensure that evaluations give due attention to inclusion of the principles of gender equality and non-discrimination in the world of work. The intended audience is all ILO professionals who deliver or manage programmes and projects, particularly those whose primary focus is non-discrimination, gender equality and women's empowerment.

Clarity of concepts helps understanding challenges and how to tackle these effectively. Article 1 of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) defines discrimination as "any distinction, exclusion or preference made on the basis of race, colour, sex, religion, political opinion, national extraction or social origin, which has the effect of nullifying or impairing equality of opportunity or treatment in employment or occupation".

The following constitute the key equality Conventions[1]:

> Equal Remuneration Convention, 1951 (No. 100)
> Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
> Workers with Family Responsibilities Convention, 1981 (No. 156)
> Maternity Protection Convention, 2000 (No. 183)

The 1999 ILO Policy on Gender Equality and Mainstreaming states that as an organization dedicated to fundamental human rights and social justice, ILO must take a leading role in international efforts to promote and realize gender equality. The policy specifically refers to evaluation as part of the institutional mechanisms that will help in mainstreaming gender.

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

A gender-responsive monitoring and evaluation system is just as important as a gender-responsive project design. Indeed, if a project design is gender-blind, this can be corrected when setting up the monitoring and evaluation plan by formulating indicators that are more gender-inclusive. Monitoring and evaluation thereafter keeps track of the project's performance related to gender equality.

2. INTRODUCTION

The ILO Constitution, ILO Declaration on Fundamental Principles and Rights at Work (1998 Declaration) and the ILO Declaration on Social Justice for a Fair Globalization (2008 Social Justice Declaration), place an obligation on the ILO to take action towards mainstreaming gender and

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[1]For more information on gender-related conventions see *Gender equality and decent work: Selected ILO Conventions and Recommendations that promote gender equality as of 2012*, ILO, 2012. Available at: http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---normes/documents/publication/wcms_088023.pdf

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

This implies taking into account the following elements: (i) the involvement of both men and women in constituents'/beneficiaries' consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender in the background analysis and justification of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; (iv) outputs and activities consistent with these; (v) striving for gender institutional structures set up under projects; and (vi) in the terms of reference for evaluations, requiring the inclusion of impact assessment on gender equality and gender expertise in the evaluation team.

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

The [ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations](#) make particular efforts to align monitoring and evaluation (M&E) activities of its Decent Work Country Programmes and projects with the United Nations Evaluation Group (UNEG) Handbook [Integrating Human Rights and Gender Equality in Evaluation -Towards UNEG Guidance](#) which provides step-by-step guidance on how to integrate these dimensions throughout an evaluation process.

3.   ILO'S MANDATE AND POLICY ON GENDER EQUALITY

3.1 GENDER EQUALITY AS A GLOBAL GOAL

Gender equality is globally recognized as a core human right included in international conventions and agreements, such as the [1948 Universal Declaration on Human Rights](#) and the [1979 Convention on the Elimination of all Forms of Discrimination against Women](#) (CEDAW). At the Fourth World Conference on Women, held in Beijing in 1995, the world's governments agreed that the strategy of gender equality should be used to achieve gender equality. At the 2000 UN Millennium Summit, the 147 heads of government recognized that promoting gender equality and the empowerment of women is a critical element for combating poverty and stimulating sustainable development. This commitment was reinforced through an [ECOSOC Declaration](#) in 2006.

3.2 THE ILO'S MANDATE ON GENDER EQUALITY

The ILO's mandate on gender equality is grounded in a number of International Labour Conventions – especially the key gender equality Conventions mentioned in Section 1. The

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[2] ILO Governing Body Document GB.292/TC/1 (2005) *Thematic Evaluation Report: Gender Issues in Technical Cooperation.* Available at http://www.ilo.org/public/english/standards/relm/gb/docs/gb292/pdf/tc-1.pdf

mandate is also informed by <u>Resolutions of the International Labour Conference</u> in 1975[3], 1985[4], 1991[5] as well as the 2004 <u>Resolution on Gender Equality, Pay Equity and Maternity Protection</u> and the Resolution concerning <u>Gender Equality at the Heart of Decent Work</u>, adopted in June 2009.

3.3 THE ILO'S POLICY ON GENDER EQUALITY AND MAINSTREAMING

The <u>ILO policy on gender equality and mainstreaming</u>, announced by the Director-General in 1999, states that mutually-reinforcing action to promote gender equality should take place in staffing, substance and structure. The policy says its implementation through the strategy of gender equality is the responsibility of all ILO staff at all levels - while accountability rests with senior managers, regional directors and programme managers.

The ILO has a two-pronged approach toward promoting gender equality. First, all policies, programmes and activities must aim to systematically and formally address the specific and often different concerns of both women and men, including women's practical and strategic gender needs.[6] Second, targeted interventions – based on analysis that takes into account these concerns and needs – aim to enable women and men to participate in, and benefit equally from, development efforts.

This policy applies to all work of the ILO but has particular relevance for its technical cooperation projects and country programmes, which translate ILO's policies into practice.

3.4 THE ILO ACTION PLAN FOR GENDER EQUALITY

The above policy was made operational through the <u>ILO Action Plan for Gender Equality 2010–2015.</u> The Action Plan facilitates effective and gender-responsive delivery of the Decent Work Agenda. It employs a results-based approach and is aligned with the <u>Strategic Policy Framework 2010-15</u> and its three biennial programmes and budgets that fall in that six-year period.

The ILO, as an entity of the UN system with its specific mandate and distinct structure, reports to its own governance institutions concerning progress on gender equality. However, the ILO Action Plan is closely aligned with the UN's <u>System-wide Action Plan (SWAP) for the Implementation of the CEB Policy on Gender Equality and the Empowerment of Women</u>, for which coordination is the responsibility of UN Women. The performance standards contained in the SWAP, endorsed by the UN Chief Executives Board for Coordination (CEB) in April 2012, are:

- accountability;
- results-based management for gender equality;

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[3] ILO. 1975. *Resolution concerning a Plan of Action with a View to Promoting Equality of Opportunity and Treatment for Women Workers* and *Resolution concerning Equal Status and Equal Opportunity for Women and Men in Occupation and Employment* [Committee on Equality for Women Workers]. Available at: http://www.ilo.org/public/libdoc/ilo/P/09734/09734%281975-60%29.pdf

[4] ILO, 1985. *Resolution on equal opportunities and equal treatment for men and women in employment* [Committee on Equality in Employment]. Available at: http://www.ilo.org/public/libdoc/ilo/1985/85B09_348_engl.pdf

[5] ILO. 1991. *Resolution concerning ILO action for women workers* [Resolutions Committee]. Available at: http://www.ilo.org/public/libdoc/ilo/P/09734/09734%281991-78%29.pdf

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

- oversight through monitoring, evaluation, audit and reporting;
- human and financial resources;
- capacity development; and
- coherence, coordination and knowledge and information management.

Several other policy documents inform the contents of this Action Plan, including the ILO Human Resources Strategy 2010–15,[7] ILO Evaluation strategy 2011–15,[8] ILO policy on research and publications,[9] and the Knowledge Strategy.[10] An important instrument to promote ILO strategic objectives will continue to be technical cooperation—taking into account the 2005 Governing Body decision to mainstream gender in all technical cooperation[11] and the guiding questions on gender equality in the ILO Technical Cooperation Manual.[12]

4.   GENDER AND INTERNATIONAL EVALUATION QUALITY STANDARDS

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

5.   KEY CONCEPTS

5.1 WHAT IS GENDER?

Gender is a socio-cultural variable that refers to the comparative, relational or differential roles, responsibilities, and activities of females and males. Whereas the sex of men and women is biologically-determined, gender roles are socially constructed. Gender concerns power relationships between women and men.

Gender roles are culturally-based expectations about men's and women's identity and behaviour. It is important to recognize that gender roles vary among and within societies and can change over time.

5.2 WHAT IS GENDER EQUALITY?

Gender equality refers to the enjoyment of equal rights, opportunities and treatment by women and men, and girls and boys, in all spheres throughout their lives. People's rights, responsibilities, status and access to and control over resources and benefits should not depend on whether they are born male or female. Instead, every person should be able to develop their interests and abilities and

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[7]ILO. *Results-based strategies 2010–15: Human Resources Strategy – Refocusing human resources*, 306th Session of the ILO Governing Body (GB.306/PFA/12/2), Geneva, 2009.
[8]ILO. *Results-based strategies 2011–15: Evaluation strategy – Strengthening the use of evaluations*, 310th Session of the ILO Governing Body (GB.310/PFA/4/1, Rev.), Geneva, 2011.
[9]ILO. *ILO policy on research and publications* (Circular Number 629) Geneva, 2007.
[10]ILO. *Results-based strategies 2010–15: Knowledge Strategy – Strengthening capacity to deliver decent work and the Global Jobs Pact*, 306th Session of the Governing Body (GB.306/PFA/12/3), Geneva, 2009.
[11]ILO. *Minutes of the 292nd Session of the ILO Governing Body* (GB.292/PV), Geneva, 2005.
[12]*ILO Technical Cooperation Manual*, version 1, Geneva, 2010 (intranet only). Available at:
https://www.ilo.org/intranet/english/bureau/pardev/tcguides/index.htm

make choices that are free from limitations set by rigid expectations, responsibilities and roles based on stereotypes and discrimination.

ILO promotes more equal sharing of power between women and men, which is critical to achieving its overall aim of decent work with equitable opportunities and treatment for both women and men. Examples of such opportunities include equitable access to paid work and vocational training, as well as career development in order to help achieve gender parity in decision-making. Examples of such treatment include pay equity, and social security benefits such as maternity protection, and paternity and parental leave.

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

5.3 WHAT IS GENDER MAINSTREAMING?

Gender mainstreaming means the systematic identification and consideration of gender issues in any kind of intervention at every step.[13] Such a strategy is a means to achieve gender equality. Gender mainstreaming recognizes that gender roles affect and are affected by any project, programme and policy dealing in the social, political or economic realm.

Mainstreaming gender has two elements: one analytical and one normative:

- The analytical element is geared towards understanding power relations between men and women.

- The normative element is geared towards creating more gender equality so that women and men have equitable access and control of productive resources and benefits.

Monitoring and evaluation support these two components:

- By systematically analysing the effects an intervention has on power relations between men and women, and on the goal of creating more gender equality; and

- By recommending actions to improve the effectiveness of an intervention to address the different needs of women and men and to contribute to greater gender equality.

5.4 WHAT IS GENDER ANALYSIS?

Gender analysis is closely linked to the quality control of an intervention by ensuring that it adequately considers gender concerns throughout its planning and implementation, regardless of whether the intervention explicitly targets the empowerment of women or gender equality. Not adequately addressing gender concerns has shown negative repercussions on the relevance, effectiveness and sustainability of an intervention. In fact, in the majority of cases, this further

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[13] The Bureau for Gender Equality uses the more detailed definition by ECOSOC from July 1997. See http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm or the *ABC of Women Workers' Rights and Gender Equality* 2nd *ed.*, ILO, Geneva, 2007, p. 92.

reinforces existing and unequal power relations between the sexes and can even exacerbate these and diminish women's status.

For example, if a project aims at extending social protection coverage and it is known that 70 per cent of the population not covered by social protection is female, it would not achieve results if it mainly reaches men (besides being unacceptable from an equality point of view).

Gender analysis requires:

- **Sex-disaggregated data** — If no sex-disaggregated information is available, it should be generated.

- **Mixed methods** — The use of both quantitative and qualitative information. Quantitative information helps to compare; qualitative information helps to capture the more complex and less quantifiable causes and effects of gender inequality.

Box 1. Sex ratios are an insufficient indicator for gender equality

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

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

Representation

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

Participation

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

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

There are many tools and techniques for conducting gender analysis. The website of the [Bureau for Gender Equality](#) provides a number of resources.

6.   INTEGRATING GENDER EQUALITY AND HUMAN RIGHTS

The [United Nations Evaluation Group's Norms and Standards](#) define evaluation as an assessment, as systematic and impartial as possible, of an activity, project or programme.

Gender equality and human rights-responsive (GE-HR) evaluation has two essential elements. These are what the evaluation examines and how it is undertaken. It is not an approach just for programmes that have an explicit focus on GE and/or HR. Rather, responsive evaluation by definition provides a holistic and meaningful assessment of any and all programming.

GE/HR evaluation explicitly recognizes gender and power relations (and the structural and other causes that give rise to inequities, discrimination, and unfair power relations). It assesses the degree to which both gender and power relationships change as a result of an intervention, and does so in a way that is respectful of the rights and responsibilities of all stakeholders. Evaluation that is GE and HR responsive acknowledges women's rights and equality and recognizes the claims of other rights-holders and obligations of duty-bearers.

GE/HR-focused evaluations are:

- *Inclusive:* takes into account all affected groups, stakeholders and rights bearers, and is responsive to differences among them. It disaggregates groups by relevant criteria (women/men, economic class, age, ethnicity, religion, etc.) and pays attention to which groups benefit from and which groups contribute to the intervention under review.

- *Participatory and reflective:* engages stakeholders of the intervention and the evaluation in meaningful ways, ensuring that they have a say about what will be evaluated and how the evaluation will be done. It also assesses whether the stakeholders have been able to participate in the design, implementation and monitoring of the intervention under review and it reports and reflects upon their engagement in the intervention and in the evaluation itself.

- *Respectful:* treats all stakeholders, particularly those who are marginalised and impoverished, with respect for their culture, language, sex, location, and abilities, and develops appropriate ways to engage and be accountable to them.

- *Transparent and accountable:* the design and conduct of the evaluation is transparent and responsive to questions about all aspects of the process; the results are publicly accessible (in languages and other formats that stakeholders can access); and feedback is provided to stakeholders about the process, results and use of the evaluation.

- *Uses mixed methods*: to determine the effects of the intervention, the evaluation uses a mix of qualitative and quantitative methods to gather and analyse data disaggregated by sex and other relevant categories.

GE/HR- responsive evaluations are conducted in order to:

- Learn about how a programme is functioning in regards to GE and HR inclusion; what is working well, what is not; and what this means for the programme and for other development efforts.

- Promote decent work and social change by using the knowledge produced from an evaluation for better development programming that promotes GE and HR in a sustainable manner. In addition, the process of engaging national constituents and beneficiaries in the evaluation can help individuals and groups develop the capabilities and confidence to participate in broader processes of social change and equip them with the knowledge to challenge existing non-inclusive and gender blind development strategies.

- Foster empowerment through the participation of individuals and groups in the creation of knowledge about the intervention and other aspects of the evaluation process and in the communication of its results. GE/HR evaluation can also develop social cohesion and collaboration through the relationships and communication among participants, programme managers, evaluators, and other stakeholders.

- Improve decision-making about programme design, implementation, and resource allocation by providing knowledge on participants and stakeholders' needs, programme functioning, and programme effects.

- Enhance accountability by providing information to stakeholders, participants, and donors about programme processes and about intended and unintended effects on GE and HR as a result of the intervention.

How to Integrate GE/HR in the programme and project cycles:

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

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

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

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

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

6.1 CHALLENGES IN GENDER-RESPONSIVE MONITORING AND EVALUATION

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

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

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

6.2 INTEGRATING GENDER EQUALITY IN MONITORING SYSTEM

The M&E system is based on the outcomes and indicators in the project document. If the project document is gender-blind, the M&E system can – and should – refine and improve indicators to make them more gender-responsive[14].

To integrate gender equality issues into a monitoring and evaluation system, the following methodologies should be integrated:

1. **Gender analysis: A gender analysis is necessary** in order to monitor and assess how an intervention affects women, men, gender relations and gender equality thereby determining what the starting point is. Such study should address not only the policy and normative frameworks of the programme or project, but also carefully discerned power relationships, and identify the structural causes of gender discrimination and inequalities in employment and occupation. A gender analysis, therefore, has to form part of every baseline study.

2. **Disaggregation of various stakeholder groups:** Data should be collected in a disaggregated manner (e.g. by gender, ethnicity, age etc.).

3. **Mixed Methods approach:** an appropriate mix of qualitative and quantitative methods to gather and analyse data. This includes, and is not limited to: desk review, interviews, focus groups, surveys, etc.

Box 2 below indicates **key questions** to be asked to make sure gender issues are appropriately integrated.

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[14] What makes good gender-sensitive indicators is quite specific to the relevant technical field. The ILO Bureau for Gender Equality conducted a staff workshop in 2005 that took stock of existing indicators and brainstormed on possible quantitative and qualitative gender indicators for some areas of ILO's technical work. The report of the Staff workshop on gender indicators, 21-22 April 2005 with a list of suggested indicators can be requested from the Bureau for Gender Equality, GENDER@ilo.org.

Box 2. Key questions to consider for monitoring and evaluation of a project

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

- Does situation analysis/baseline study include analysis of relevant gender concerns?

- Are project indicators and milestones/targets gender-inclusive? Do they need to be revised/refined to better capture the project's impact on gender relations? (Think about both qualitative and quantitative indicators.)

- Does the M&E plan require that all data be sex-disaggregated?

- Which methods and tools are needed to collect gender-sensitive data?

- Is data collection (e.g. databases) appropriate to capture gender-related information?

- Are special budget provisions for gathering gender-responsive information necessary?

- Are sufficient capacities in place for gathering gender-responsive information and conducting gender analysis? (Is there someone in the team with the necessary expertise? If not, where can it be obtained? What kind of capacity building is needed? Can the regional gender specialist or the Bureau for Gender Equality help?)

- Has the M&E plan been circulated for comments to the responsible gender specialist or gender focal point?

Gathering and managing information during implementation

- Is all data collected in a sex-disaggregated manner?

- Is information collected and analysed that assess the (possibly) different effects of an intervention on men and women and on gender relations?

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

- Are the effects of the intervention on gender relations and its contribution regularly analysed as part of regular reflection processes? Is someone specifically assigned to do this?

- Are observations being discussed with key project partners? Questions in this context are:

  - How does the intervention affect men and women? If there are differences, why? (Also compare with budget spent on men and women.)

  - What expected effects does the intervention have on gender-relations?

  - What unexpected effects does the intervention have on gender-relations?

  - What are possible long-term effects on gender equality?

  - Is there sufficient information to know that?

  - What can be learned from that?

  - How does the project strategy need to be adapted to increase the gender-responsiveness of the intervention?

Communicating and reporting results

- Are the effects of the intervention on women, men and gender relations part of every progress report?

- Does the report explicitly address the gender-responsiveness and gender-related performance of the project?

- Has the project established mechanisms to share knowledge related to gender equality?

6.3 INTEGRATING/CONSIDERING GENDER EQUALITY IN EVALUATION

Integrating gender in all steps of the evaluation process: For independent project evaluations, the ILO Evaluation Unit has established a certain workflow and procedure with specific roles and responsibilities assigned to each step. (For further detailed guidance on ILO's policies and practices related to project evaluations, please see *ILO Guidelines to Results-Based Evaluation Principles, Rationale, Planning and Managing for Evaluations*.) Gender concerns should be considered in each of the process steps of the evaluation. Box 3 highlights key questions to be asked in each phase:

Box 3. Integrating gender with evaluation processes
1. Terms of reference
Responsibility: Evaluation manager drafts TOR with inputs from project team and ILO responsible official, circulates draft TOR to key stakeholders, and finalizes them after comments received; evaluation focal person approves final TOR. • Does the evaluation adopt a conceptual framework that recognizes the gender nature of economic and social development and the contribution of gender equality to achieving sustainable change? • Does the background description of the project explain the gender issues faced by the project and describe the project's strategy to address these in design and implementation? • Are key gender issues – such as the gender division of labour, time-use analysis, control of resources and benefits, and decision-making – incorporated into the evaluation design? • Do terms of reference specifically call for an assessment of the gender performance of the project? Are specific questions included to that regard? • Are all evaluation questions worded in a gender-responsive manner and ask for sex-disaggregated information? • When the draft TOR is circulated to stakeholders for comments, do stakeholders include both men and women?
2. Recruiting the evaluation team
Responsibility: Evaluation manager decides on composition of evaluation team and recruits external evaluator, evaluation focal person approves evaluation consultant. • Is the evaluation team balanced between men and women? • Does the evaluation team have adequate gender expertise? • If not, did the evaluation team receive a proper briefing on relevant gender issues to be addressed in the evaluation?
3. Conducting the evaluation
Responsibility: Evaluation team with logistical support by project team • Does the methodology synthesize available sex-disaggregated data and identify key gender issues to be addressed in project design and evaluation? • Faced with no sex-disaggregated data, does the evaluation define strategies for developing the appropriate data bases to make it possible to conduct better gender analysis in future studies and project planning?

- Do the interview partners and information sources adequately represent women and men?
- Do methods for data collection and analysis generate information on both women and men and on key gender issues?
- Are conventional data collection methods complemented with gender-inclusive methods where this is required?
- Does evaluation ensure that information is collected about and from both male and female members of the beneficiary groups? (For example, if household data is collected, making sure that the "household head" – usually defined as a male – is not the only source of information.)

4. Writing and reviewing the evaluation report

Responsibility: Independent evaluator writes report and submits draft to evaluation manager who circulates it to stakeholders, collects their comments and sends them to evaluator. Evaluator finalizes report and submits final report to evaluation manager who reviews it. Evaluation focal person and EVAL approve report before submitting it donor and publishing summary on website.

- Does the evaluation report explicitly analyse and discuss the performance of the project to adequately address gender issues and assess the gender-responsiveness of it? Are there concrete findings and conclusions to that regard?
- Does the report analyse the adequacy of the project's monitoring system with regard to assessing its gender performance?
- Does the report make specific recommendations on how to improve its gender performance?
- Does the report highlight more general lessons learned regarding gender mainstreaming that are relevant beyond the immediate scope of the project (if applicable)?
- When the draft report is being circulated to stakeholders for comments, do stakeholders include both men and women?

5. Dissemination and knowledge sharing

Responsibility: ILO responsible official in field office and technical department

- Are evaluation findings on gender mainstreaming discussed with the key project partners?
- Is relevant knowledge generated by the evaluation on gender mainstreaming shared and made available to the interested public?

6. Preparing the management follow-up

Responsibility: ILO responsible official in field office or technical department, for mid-term evaluation also project manager

- Does management follow-up respond appropriately to gender-related evaluation recommendations?

6.4 GENDER IN THE EVALUATION CRITERIA

Every evaluation assesses the following evaluation criteria: relevance and strategic fit; validity of design; project progress and effectiveness; adequacy and efficiency of resource use; effectiveness of management arrangements; and impact orientation and sustainability. Each of these criteria also has a gender dimension that should be considered, as depicted in Box 4 below.

Box 4. Questions to be considered for each of the evaluation criteria

Relevance and strategic fit

- Does project align with ILO's mainstreaming strategy on gender equality[15] and make explicit reference to it?
- Does project align with national gender-related goals?
- Was a gender analysis included during the initial needs assessment of the project?

Validity of design

- Did the project design adequately consider the gender dimension of the planned interventions?
- Was a needs analysis and/or baseline study carried out that specifically address gender issues?
- Do the project objectives and outcomes adequately include gender concerns?
- Is the project strategy adapted to the identified needs and capacities of female and male partners and beneficiaries?
- To what extent are the output and outcome indicators of the project gender-inclusive?

Project progress and effectiveness

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

Adequacy and efficiency of resource use

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

Effectiveness of management arrangements

- Does the management team have adequate gender expertise?
- Was technical backstopping sought and received from gender specialists when needed?

- Did the project make strategic and efficient use of external gender expertise (e.g. consultants) when needed?
- Were ILO gender guidelines and tools used where available?
- Does the project have an M&E system in place that collects sex-disaggregated data and monitors gender-related results?
- Did the project communicate effectively its gender-related objectives, results and knowledge?

Impact orientation and sustainability

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

7. ADDITIONAL RECOMMENDED ACTION

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

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

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

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

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

8. REFERENCES AND FURTHER READING

ILO REFERENCES

ILO Websites

ILO. Bureau for Gender Equality: http://www.ilo.org/gender/lang--en/index.htm

ILO. Evaluation Unit (EVAL) public: http://www.ilo.org/eval/; intranet: https://www.ilo.org/intranet/english/edmas/eval/index.htm

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UN Web sites

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