

Report of the Independent Final Evaluation

ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women Cambodia and Vietnam Chapters



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Employment Opportunities for Women
Cambodia and Vietnam Chapters**

**Annemarie Reerink
July 2008**

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Executive Summary

Quick Facts

Country:	Cambodia and Vietnam
Mid-Term Evaluation:	None
Mode of Evaluation:	Independent
Technical Area:	Gender
Evaluation Management:	ROAP
Evaluation Team:	Annemarie Reerink
Project Start:	January 2007
Project End:	August 2008
Project Code:	RAS/06/13/JPN
Donor:	Japan (US\$600,000)
Keywords:	Gender, Cambodia, Vietnam

Background and Context

The ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW) aims to contribute to the national efforts to alleviate poverty and promote gender equality in the world of work through socio-economic empowerment of women. After a first phase (2002-2006) was completed in Cambodia and Vietnam, a second phase of twenty months officially started in January 2007, with the aim of replicating good practices in gender mainstreaming, participatory approaches, and women's socio-economic empowerment throughout existing national programmes. The development objective of the second phase of the EEOW project was to contribute to national efforts in poverty alleviation and promotion of gender equality in the world of work.

The immediate objectives of the project's second phase were:

- To strengthen the institutional capacity of relevant national and local government, mass organizations, and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation with labour and gender networks to promote gender equality in the world of work
- To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels
- To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.

The main purpose of the final evaluation was to improve knowledge concerning promotion of gender equality and women's socio-economic empowerment, with a view to improved design and implementation of future projects by the ILO, constituents, and other implementing partners. The objectives of the independent final evaluation were:

- To assess whether the project has achieved its objectives
- To identify and document the project's good practices which brought positive impacts on the lives of women and other key stakeholders
- To identify lessons learned and key strategies for women's economic and social empowerment for future use by the project's partner organizations and possible other actors as well as ILO programmes and projects

- To identify areas that need follow-up by the SRO Bangkok and ILO offices involved in the project and by the stakeholders and to provide recommendations in relation to existing national programmes and existing and upcoming ILO programmes and projects.

Due to the limited time available to the consultant, the second objective of identifying and documenting the project's good practices could not be fully met.

The consultant spent five days each in Cambodia and Vietnam, gathering primary and secondary information and meeting with project partners in the capital cities (Phnom Penh and Hanoi) and in provinces where the project had implemented capacity building activities and commune-based activities. The short duration and the composition of the evaluation team (no national consultants due to budget shortfalls) allowed only for gathering qualitative information from project staff, partners and beneficiaries. The limited nature of the field visits makes it difficult to generalize the findings of the evaluation. The final evaluation report will provide information for use by the project staff, key project partners, ILO offices involved in the project, and the donor agency, and will be discussed at the project's closing workshops in August 2008.

Main Findings and Conclusions

In Vietnam, thanks to a more favourable institutional environment and higher levels of human resource development, the second EOW phase has been able to enhance the achievements of the first phase and to achieve significant additional outputs. Project activities on capacity building and ensuring sustainability of commune-level women's clubs have allowed government officials at all levels to learn – both at a theoretical and a practical level – how to design, monitor and evaluate activities aimed at integration of gender and participatory methods. While much remains to be done to encourage results-based policy making, the project has successfully created awareness of the need for policy makers to ensure that policies are informed by the realities of intended beneficiaries at the grassroots level.

On the other hand, the EOW Cambodia country chapter did not fully achieve its objectives because of the generally low level of human resource development in Cambodia, the difficult institutional environment (institutional boundaries, weak governance, as well as low levels of gender awareness), and staffing problems. The project's activities were implemented in relative isolation from each other, with little attention to the ways in which participants and implementing partners could be stimulated to learn from each other or the ways in which activities could complement each other. This situation was made worse by the changes in NPC and project secretary in the middle of the second phase, as well as the absence of an ILO country office with a senior manager who could have offered direct guidance on a day-to-day basis as well as policy advice.

The difficult environment in Cambodia and the staffing problems limited the achievements of the first Immediate Objective on capacity building to promote gender equality in the world of work. A series of training workshops for government officials and social partners was successfully implemented, using excellent training materials that had been developed and finalised during the first and second phases of the project. However, these activities could have had much more impact through focus on fewer provinces (so that participants could follow the entire series of workshops and could have received refresher training to strengthen their commitment and skills, if needed), systematic follow-up monitoring, the provision of support services, and field visits to self-help groups. Ensuring that both the senior management and officials are trained to provide managerial support and to use their new skills also would promote the further use of the project's training materials, which have yet to be institutionalized in key agencies.

In Vietnam, the project's capacity building activities were successful in creating a cadre of trainers at provincial and central levels, many of whom have had a chance to put these skills into practice. Among the factors that helped the project to achieve this are the central government's commitment to gender equality, a greater number of women in senior positions in government, the project's collaboration with mass organizations

with relatively secure access to resources, the participation in the project of highly trained staff from the Vietnam Women's Union and the availability of very experienced national trainers. Significant obstacles remain, such as the fact that gender mainstreaming is often not prioritized and organizations face difficulties in making available adequate human and financial resources for application of new training methodologies. Many of the trainers will also require further refresher courses. However, this expanded pool of trainers and gender advocates in mass organizations can now take the lead towards integration of a gender perspective and of participatory methodologies in national and local policies and programmes. The fact that many of these organizations are replicating the training activities and mainstreaming the new concepts and skills on gender mainstreaming and participatory approaches in their proposals to donors and in their regular activities is a significant achievement of the project.

The EEW project in Cambodia was less successful in promoting institutionalization of gender mainstreaming and the integration of participatory approaches in employment promotion and poverty reduction policies and programmes, but focused instead on development of gender mainstreaming policies and creating a greater awareness of the need for gender mainstreaming. The main achievement in relation to the second Immediate Objective in Cambodia has been the adoption of the Gender Mainstreaming Action Plan of the Ministry of Labour and Vocational Training. Further technical assistance from ILO is needed to ensure that the Plan will be successfully implemented. However, any external assistance must also focus on strengthening national ownership of the GMAP and must encourage the Ministry to make available internal resources to complement external resources. In Vietnam, ILO's technical contribution to the drafting of new decrees for the new Law on Gender Equality may lead to a further review of national and local policies and programmes. In short, the project has successfully contributed to the development of gender mainstreaming policies and has worked to improve the environment for implementation of these policies.

The self-help groups that had been established during the project's first phase in Cambodia reportedly continued to implement gender equality and social and economic empowerment activities that significantly contributed to their members' well-being and empowerment. Group membership is highly appreciated and continues to bring real benefits to the members. However, the groups' sustainability is uncertain, with the implementing NGOs still playing an essential role supporting the groups in their day-to-day functioning. The NGOs should have started to apply their different approaches at a much earlier stage, to allow the project to evaluate the relative merit of each approach and to advocate successful approaches to the implementing NGOs in other locations.

In Vietnam, membership of the women's clubs in most participating communes has increased during the second phase. In general, members continued to improve their income-earning capacity as a result of the technical advisory services made available through the club, while community cohesion and gender relations were also said to be improving. Mass organizations who were implementing partners during the first phase continued to provide technical support and guidance to women's clubs, and have in fact integrated this into their regular activities. Some mass organizations were also replicating the good models for economic and social empowerment and gender equality demonstrated by EEW in the communes through projects in other locations.

In both countries, the EEW project was generally well managed, received timely and effective backstopping from all relevant experts and specialists within the ILO, and had good relations with government counterparts, mass organizations and NGOs. Collaboration with other projects (both ILO projects and, especially in Cambodia, projects implemented by other agencies) enhanced its impact in terms of greater numbers of participants and more effective use of resources. Both the excellent training materials on gender equality developed through the EEW project and the expanded pool of trainers and resource persons with capacity to promote gender equality, gender mainstreaming and participatory approaches provide good building blocks for future initiatives towards gender equality by the Government and social partners.

The greater achievements in Vietnam compared to Cambodia are due in large part to the higher levels of human development and gender equality in Vietnam. Vietnam scores better than Cambodia on all rankings

of human development, such as the Human Development Index (Vietnam is ranked 105 out of 177 countries compared to Cambodia at 131), Gender Empowerment Measure (52 out of 93 compared to 83) and the Human Poverty Index (Vietnam is ranked 73rd as opposed to Cambodia at 24th place, with first place ranking meaning highest level of poverty). The fact that the EOW Vietnam country chapter operated under the guidance of the Director of the ILO Office in Vietnam and with full support from this office also helped the smooth implementation of the project, whereas the Cambodia country chapter could not receive such direct support due to the non-existence of an ILO Office with a director in Cambodia.

Recommendations

Immediate Objective 1

All ILO projects with a substantial element of capacity building should incorporate training (and training of trainers) on participatory approaches, to promote effective delivery of training and responsiveness of participating organizations to their intended beneficiaries.

ILO Offices and projects should continue to invest time and resources in the usage and updating of existing training materials on gender equality and related topics as well as in the development of new materials as needed.

All ILO projects in Cambodia and Vietnam should establish strong collaboration with ILO gender projects (and with gender projects implemented by other UN agencies where appropriate) and with their counterparts on promotion of gender equality, under the guidance and management of the Director of the ILO Office in Vietnam and the most senior ILO Official in Cambodia.

Projects that aim to work at institutional as well as community levels should include opportunities for government officials, NGO staff and community leaders or activists to exchange information and experiences on promotion of gender equality in poverty alleviation and employment policies and programmes, to allow policy makers to learn from experiences at grassroots level.

Immediate Objective 2

Promotion of gender equality requires inter-disciplinary action. It is important for officials from government agencies, civil society and mass organizations to work across institutional boundaries, to share experiences and to offer mutual support for gender mainstreaming.

Immediate Objective 3

Future ILO projects should be designed so as to offer policy makers a chance to learn from grassroots experiences and for policy making to be informed by strategies that have been successfully piloted and documented at the grassroots level.

Implementing partners should pay more attention to the impact of having men join women's groups. It is not yet known whether or how this affects group activities aimed at promoting gender awareness and gender equality. More research is needed in this respect.

Recommendations for Cambodia

Immediate Objective 2

Collaboration between ILO, MOLVT and MOWA should be continued in order to assist the MOLVT in the implementation of its Gender Mainstreaming Action Plan (GMAP). External assistance should focus on strengthening national ownership of the GMAP. Further work is necessary to identify the highest priorities in the GMAP for external assistance.

All ILO projects in Cambodia should collaborate with the MOWA on gender mainstreaming, making use of expertise developed within the ministry and capitalising on the ministry's mandate of promoting gender equality within line ministries such as the MOLVT.

Immediate Objective 3

Implementing partners should document their approaches to assist the self-help groups to achieve self-reliance and the lessons learned from this process. More research is needed in this respect to know what strategies work well, under what circumstances and with what potential for replication.

ILO should document good practices in relation to the strengthening of business associations, such as the assistance provided to the Khmer Women's Handicraft Association in Takeo Province.

Recommendations for Vietnam

Immediate Objective 1

Traditionally male-dominated and gender blind mass organizations such as the VFU and the VCA should continue their efforts at gender mainstreaming, and should agree upon and put into place a systematic approach. It is vital that men as well as women are targeted for gender equality promotion activities in these and other mass organizations.

ILO Hanoi should continue its efforts to assist the Government of Vietnam (GoV), the social partners and mass organizations in promoting gender equality, through the new Joint Programme on Gender as well as through all technical advisory services provided by ILO specialists in their respective fields.

All projects could make greater use of resources persons from the Vietnam Women's Union who have already received capacity building from other donor-funded projects.

Immediate Objective 2

Collaboration between ILO and all departments within MOLISA to promote the application of gender mainstreaming and participatory approaches should continue. This is especially important with regard to the national target programmes. Sufficient local as well as external resources should be allocated for the implementation of gender equality and gender mainstreaming plans.

The ILO and its partners in Vietnam should continue to use the GEMS toolkit and develop further good practice materials on gender mainstreaming in an appropriate format responding to the needs of the intended audience.

Lessons Learned

A. Capacity building

- There is a need for consistent use of a training needs assessment with a follow-up questionnaire at the end of the training activities, as well as systematic follow-up activities, in all projects with a large capacity building component
- Capacity building activities ideally should be designed in a flexible way, in order to allow for experimentation with different workshop formats (e.g. varying length and location) to suit potential participants and to maximize chances of successful targeting
- It is advisable to conduct capacity building activities for government officials at a time when they have not yet completed the planning process for the next year's activities and budget. This would

allow training participants to request time and financial support from their superiors to put into practice their new skills

- Training (and training of trainers) on participatory approaches can promote more effective delivery of training and greater responsiveness of participating organizations to their intended beneficiaries
- Training technical officers without involving senior management officials is not sufficient to develop a conducive environment for application
- Making available a small pool of funds for adding more days to existing training courses (implemented by counterparts) allows TOT participants to better apply their new skills, as was done successfully in the EOW Vietnam chapter. Proposals should be carefully screened and judged in part on the basis of the value that the training materials and methodologies can add to the already existing training.

B. Integrating gender and participatory methodology

- The importance of providing central and provincial level officials with practical examples of approaches and evidence that they are successful at village level cannot be overstated. Visits by senior officials to project locations are a highly effective way to encourage results-based policy making and replication of good practices. Village-level officials in turn also need access to objective information about which approaches work and which ones do not. Research to prove the success of new approaches is also important, as qualitative as well as quantitative proof may be needed to persuade policy makers of the need to apply a new approach
- It is important that good practice materials be developed in an appropriate format that responds to the needs of the intended audience
- Development of gender mainstreaming policies and plans is an important and necessary step towards gender mainstreaming of existing (non-gender specific) policies and practices. Gender mainstreaming policies require follow-up resources (both human and financial) in order for them to lead to actual gender mainstreaming throughout national policies and programmes.

C. Ensuring sustainability of community level empowerment strategies

- Combining activities focusing on economic empowerment (e.g. vocational training, savings and loans) with those focusing on promoting gender equality is a powerful tool to demonstrate how women living in poverty can overcome multiple disadvantages. The project's provision of vocational training on subjects with proven potential for improving income-earning capacity was vital to increase household income. However, increased income alone would not be sufficient to improve women's position in the family, in the community and in society at large. Women's leadership in self-help groups, women's clubs and other community structures must be stimulated and facilitated, as well as on-going discussions about gender relations
- Helping women in rural areas to establish and manage business associations is an important step towards economic empowerment. The EOW project's work to raise awareness about the potential of business associations and to strengthen existing associations has contributed significantly to poor women being able to produce and market new products in a sustainable manner
- NGOs acting as intermediaries for self-help groups must be encouraged to try out (during the life of a project) a variety of different approaches for building sustainability, which should then be evaluated for their relative merit and the extent to which they can be replicated in other circumstances or locations
- If selection of members of community-based self-help groups is done exclusively by representatives of mass organizations in Vietnam, it means that only the organization's members – who are not necessarily classified as poor – are selected. While working with mass organizations provides a useful institutional mechanism, it has the constraint of not reaching poor people who are not members of these organizations.

List of Abbreviations

ADB	Asian Development Bank
AFD	Association of Farmer Development
CAMFEBA	Cambodian Federation of Employers and Business Associations
CWMO	Cambodia Women's Movement Organization
DOLISA	Department of Labour, Invalids and Social Affairs
EEOW	Expansion of Employment Opportunities for Women
GMAP	Gender Mainstreaming Action Plan
GEMS	Gender Mainstreaming Strategies
GoV	Government of Vietnam
HEPR	Hunger Eradication and Poverty Reduction
ILO	International Labour Organization
MOLISA	Ministry of Labour, Invalids and Social Affairs
MOLVT	Ministry of Labour and Vocational Training
MOWA	Ministry of Women's Affairs
PAC	Project Advisory Committee
PAD	People Association Development
PSC	Project Steering Committee
ROAP	Regional Office for Asia and the Pacific
SMA	State Management Agency
SRO	Subregional Office
TN	Thai Nguyen Province
TOT	Training of Trainers
ULSA	University of Labour and Social Affairs
VCA	Vietnam Cooperative Alliance
VCCI	Vietnam Chamber of Commerce and Industry
VGCL	Vietnam General Confederation of Labour
VFU	Vietnam Farmers' Union
VWU	Vietnam Women's Union
WEDGE	Women's Entrepreneurship Development and Gender Equality
WEP	Workers Education Project

1. Brief background

a. Project overview

The Cambodia and Vietnam chapters of the ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW) aim to contribute to national efforts in alleviating poverty and enhancing the socio-economic status of women and promotion of gender equality and social justice in poverty alleviation and employment promotion policies and programmes. The EEOW project was implemented and completed in Indonesia, Nepal and Thailand and has been operational in Cambodia and Vietnam since 2001 and 2002 respectively. As the programme is ending in August 2008, it has been subject to an external evaluation as requested by the ILO and the donor agency.

During the first phase, the project focused on capacity building of officials from government institutions, workers' and employers' organizations, mass organizations (in Vietnam) and NGOs (in Cambodia) on gender mainstreaming and participatory project management, and social and economic empowerment of women and their families in poverty through holistic local development and networking. The main objectives were: to strengthen the institutional capacity of relevant government and non-government organizations in designing, implementing and coordinating policies and programmes to promote gender equality in the world of work; to develop gender-sensitive policy to alleviate poverty and to enhance women's access to quality employment and earning capacity by integrating good practices and lessons learned from EEOW pilot activities; and to strengthen networks of central and provincial governments, NGOs and community-based women's groups capable of implementing strategies towards social and economic empowerment of women. The main strategies were: direct assistance to women living in poverty and their families for demonstration purposes; institutional strengthening and capacity building of partner organizations; and policy advocacy and networking.

A second phase of twenty months officially started in January 2007, with the aim of replicating good practices in gender mainstreaming, participatory approaches, and women's socio-economic empowerment throughout existing national programmes in additional provinces. The development objective of the second phase of the EEOW project was to contribute to national efforts in poverty alleviation and promotion of gender equality in the world of work.

The immediate objectives were:

- To strengthen the institutional capacity of relevant national and local government and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work
- To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels
- To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.

b. Institutional and organizational context

The EEOW project in Cambodia and Vietnam is part of the ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women which started in 1997 as a follow-up to the Beijing Fourth World Conference on Women in 1995. The Regional Programme was first implemented in Nepal and Indonesia between 1997 and 2002, followed by Thailand during 2000-2002 and Cambodia and Vietnam

starting in 2002. The 2006 independent final evaluation of the EEW projects in Vietnam and Cambodia recommended a follow-up phase to institutionalize the progress towards gender equality and gender mainstreaming made during the first phase and to replicate good models.

The EEW Cambodia project phase 2 has been executed by ILO in close collaboration with the Government of Cambodia (represented by the Ministry of Labour and Vocational Training and the Ministry of Women's Affairs), the ILO's social partners (the Cambodian Federation of Employers and Business Associations and the Cambodia Women's Movement Organization as an umbrella body of women in trade unions) and three NGOs (Association of Farmer Development – AFD, Urban Sector Group – USG and People Association Development – PAD). The Ministry of Labour and Vocational Training and the Ministry of Women's Affairs were the co-chairs of the Project Steering Committee (PSC) which has met approximately twice a year to discuss progress and offer guidance for successful implementation. The above-mentioned agencies and organizations have been members of the PSC throughout the first and second phases of the project.

In Vietnam, the ILO/Japan EEW project has been executed by ILO in close collaboration with the Government of Vietnam (represented by the Ministry of Labour, Invalids and Social Affairs MOLISA), the ILO's social partners (the Vietnam Chamber of Commerce and Industry – VCCI and the Vietnam General Confederation of Labour – VGCL) and three mass organizations (the Vietnam Women's Union – VWU, the Vietnam Farmers' Union – VFU, and the Vietnam Cooperative Alliance – VCA). Within MOLISA, the Department of Labour and Employment has chaired the Project Advisory Committee (PAC) which has met approximately twice a year to discuss progress and offer guidance for successful implementation. The above-mentioned agencies and organizations have been members of the PAC throughout the first and second phases of the project.

The project was executed under the overall guidance and supervision of the Chief Technical Advisor of the ILO/Japan Multi-Bilateral Programme, based in Bangkok. Day-to-day management of the project was carried out by National Project Coordinators based in the common premises of the ILO projects in Cambodia and in the ILO Hanoi Office, assisted by a project secretary in each country. Technical backstopping was provided by the Gender Expert and Project Coordinator of EEW Cambodia and Vietnam based in Bangkok, and the Senior Specialist on Gender and Women Workers' Issues based in the Bangkok Subregional Office, as well as by specialists on microfinance, enterprise development, workers' activities and vocational training. Administrative backstopping was provided by the ILO/Japan Multi-Bilateral Programme and by the Administration and Finance section of the Regional Office for Asia and the Pacific of the ILO. Annual reports by the ILO/Japan Multi-Bilateral Programme are shared with the donor for review and comments.

2. Purpose, scope and clients of evaluation

a. Purpose

The final evaluation was carried out towards the end of the second phase of the EEW project. The main purpose of the evaluation was to improve knowledge concerning promotion of gender equality and economic and social empowerment, with a view to improved design and implementation of future projects by the ILO, ILO constituents, and other implementing partners. The report of the evaluation will be shared with constituents and implementing partners in Cambodia for feedback and future use. The Terms of Reference for the consultant are attached as Annex A.

The objectives of the independent final evaluation were:

- To assess whether the project has achieved its objectives
- To identify and document the project's good practices which brought positive impacts on the lives of women and other key stakeholders
- To identify lessons learned and key strategies for women's economic and social empowerment for future use by the project's partner organizations and possible other actors as well as ILO programmes and projects
- To identify areas that need follow-up by the SRO Bangkok and ILO offices involved in the project and by the stakeholders and to provide recommendations in relation to existing national programmes and existing and upcoming ILO programmes and projects.

Due to the limited time available to the consultant, the second objective of identifying and documenting the project's good practices could not be fully met.

b. Scope and clients of the evaluation

The evaluation was conducted in July 2008 by an external independent consultant who spent five days in each country to gather primary and secondary information. The short duration and the composition of the evaluation team (see Chapter 3 on methodology) allowed only for gathering qualitative information from project staff, partners and beneficiaries.

In Cambodia, the team visited two provinces which had sent local officials to participate in capacity building activities and where community-based initiatives from the first phase received further support during the second phase. Both provinces are located close to the capital Phnom Penh. Due to time constraints, the team could not visit the self-help groups (market communities and the Market Vendors' Federation) in Phnom Penh or the twelve additional provinces which sent participants to the project's capacity building activities during the second phase.

In Vietnam, the team visited one province which had sent local officials to participate in capacity building activities (Bac Can Province) and one of the three provinces where community-based initiatives were implemented during the first phase and capacity building activities during the second phase (Thai Nguyen Province). Both provinces are located in the north of Vietnam. The limited nature of the field visits makes it difficult to generalize the findings of the evaluation, which is acknowledged for the chapters on project performance, conclusions and recommendations, and lessons learned.

The project final evaluation report will provide information for use by the project staff, key project partners, ILO offices involved in the project, and the donor agency. The project's closing workshop in August 2008 will offer an opportunity for the project team and counterparts to discuss the evaluation's conclusions, lessons learned and recommendations.

3. Methodology and information sources

a. Methodology

To carry out the final evaluation, the ILO contracted an external evaluator who visited project staff, selected implementing partners and beneficiaries in Cambodia between 30 June and 5 July 2008 and in Vietnam between 13 and 18 July 2008. The evaluation schedules are attached as Annex B.

The evaluation focused on gathering qualitative information from a range of project partners and beneficiaries through individual interviews and through focused group discussions with beneficiaries. For both groups of informants, a list of open-ended questions was used.

Key informants were:

- Beneficiaries (women and men) who are members of the self-help groups and women's clubs established during the first phase in both countries
- Leaders of people's committees and mass organizations at commune-level in communes where activities were undertaken during the first phase in Vietnam
- Officials from the three NGOs who implemented community-based activities during the first phase (PAD, AFD and USG) and follow-up activities during phase 2 in Cambodia
- Officials from DOLISA and mass organizations at provincial and district levels in the 2 provinces visited during the evaluation in Vietnam
- Officials from provincial Departments of Women's Affairs and Labour and Vocational Training who participated in capacity building activities during the second phase in Cambodia
- Members of the Vietnam Project Advisory Committee at central level (MOLISA, mass organizations, VCCI and VGCL)
- Members of the Cambodia Project Steering Committee at central level (focal points from MOLVT, MOWA, CAMFEBA, Legal Aid Cambodia and CWMO)
- ILO EOW project staff in both countries
- Staff of other projects executed by ILO in Cambodia and Vietnam
- Staff of the MOWA/UNDP Project on Partnership for Gender Equity.

The evaluation focused on both the results of the project and the process of implementation. For all informants, a list of open-ended questions was used (see Annex C). For each of the Immediate Objectives of the project, the evaluation sought evidence of results and impact of the project's activities, as well as the degree to which replication and sustainability were achieved.

- Impact of the capacity building activities was assessed based on the level of understanding of the concepts and skills and the application of new knowledge and skills as reported by training participants
- The integration of gender and participatory methodologies was assessed according to the actual change processes observed and/or reported by project partners, replication of commune-level models through policy and programmes, as well as requests for the project to offer direct assistance with mainstreaming gender and other topics in policy and programmes
- Sustainability of the commune-level women's clubs concentrated on the continuation of regular meetings and capacity building activities relating to both gender and income-earning, club membership, and the level of support provided by mass organizations and other intermediaries.

Due to time limitations of the consultant, the evaluation report could not immediately be discussed by the project's partners, but would be presented by the project's staff during the closing workshop of the second phase in August 2008.

The ILO's evaluation norms, standards and ethical safeguards have been followed during the course of this final evaluation. Ms. Linda Deelen, Specialist in Microfinance and Enterprise Development from the ILO Subregional Office for East Asia in Bangkok, was the manager of this evaluation.

b. Composition of the evaluation team

Due to project budget shortfalls, no national consultants could be hired to participate in the final evaluation. The evaluation was conducted by an international consultant with more than ten years of experience working on gender and employment issues in Southeast Asia, and with experience working with UN agencies on evaluation. The resulting gap in local knowledge and language skills was eased by the participation in the evaluation mission of the National Project Coordinator of the ILO's project on Women's Entrepreneurship Development and Gender Equality, the National Project Coordinators of EOW Cambodia and EOW

Vietnam, and the project secretary of EEOW Vietnam, who all provided information on the national context and offered interpretation for the international consultant. The Gender Expert and Project Coordinator of EEOW Cambodia and Vietnam also participated as a resource person in the evaluation mission. It is acknowledged that this level of participation by project staff and others involved in the project may have influenced the information shared by informants and may have compromised the independence of the evaluation.

c. Sources of information

The evaluation consultant had access to both primary and secondary sources of information. During the evaluation mission, the consultant made efforts to meet with members of the Project Steering Committee (in Cambodia) and Project Advisory Committee (in Vietnam), project implementing partners, beneficiaries of capacity building activities at provincial level (government officials, and staff of mass organizations and NGOs that had implemented community level initiatives during the first phase), intended beneficiaries at the village level (both women and men), as well as the EEOW project staff and staff of other ILO-executed projects in Cambodia and Vietnam. The list of people met by the evaluation mission is presented with the mission schedule in Annex D (for Vietnam). Several key people in Cambodia were unavailable for interviews, as they were engaged in election campaigning activities or on mission at the time of the evaluation mission. Amongst these was the focal point from the Ministry of Women's Affairs in Cambodia, to whom the consultant instead sent a confidential questionnaire which was completed and returned via e-mail directly to the consultant.

In Cambodia, two focused group discussions with members of two self-help groups from the first phase were conducted in Takeo and Kandal Provinces where AFD and PAD respectively had conducted social and economic empowerment and gender equality activities during the project's first phase. Group members attending the first focused group discussions were 24 women (members and leaders) and 1 man, who had been selected and invited to attend by the NGO, and 14 women attended the second discussion. The evaluation team met separately with three men who together with their wives were members of a local self-help group in Kandal Province.

In Vietnam, a focused group discussion with 34 members of a women's club (30 women members and leaders and 4 men) from the first phase was conducted in La Hien commune during one of their regular meetings in Thai Nguyen Province where Thai Nguyen Women Union (TNWU) had conducted gender equality and women's socio-economic empowerment activities during the project's first phase.

Secondary sources of information were made available by the project's staff before the start of the field-work, enabling the consultant to do a desk review before gathering information in Cambodia and Vietnam. Secondary sources included the following:

- project document
- work plan
- brochure
- mid-term and final evaluation reports of the EEOW first phase
- 2007 annual progress report
- Draft Cambodia Decent Work Country Programme 2006-2007
- ILO-Vietnam National Cooperation Framework 2006-2010
- UNDAF Cambodia
- Cambodia Rectangular Strategy
- Cambodia National Strategic Development Plan
- reports of missions and miscellaneous activities such as seminar reports
- results of the July 2007 baseline questionnaire for the Vietnam chapter and the follow-up questionnaire after the end of the capacity building activities.

An additional, useful source of information were the semi-annual reports obtained by the NPC of the Vietnam chapter from the provincial coordinators of the mass organizations implementing commune-based activities during the first phase, which shed light on continuation and replication of the activities relating to economic and social empowerment and gender equality (Annex E).

4. Review of implementation

a. Cambodia

A full overview of the activities implemented by the EEW project during its second phase is included in Annex F. This section aims to give an overview of the activities and briefly assesses their appropriateness.

Immediate Objective 1: To strengthen the institutional capacity of relevant national and local government and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work.

The evaluation found that the project in Cambodia had implemented all activities envisaged to lead to achievement of this objective. The project built on the achievements of the first phase which had started the process of adaptation, translation and validation of a number of training tools, such as GET Ahead (on women's entrepreneurship development) and Women Workers' Rights and Gender Equality. Secondly, the project carried out a series of training workshops for central and provincial level officials, targeting both new provinces and those who had participated in the project's first phase. After these training activities, the manuals were revised and finalised for printing and dissemination.

Difficulties in achieving the objective are mainly related to targeting of participants, number of provinces included in the project, one-off nature of the capacity building activities, lack of follow-up support, and lack of monitoring and evaluation systems (discussed in more detail in Chapter 5). Thus, the question is not whether the project implemented all planned activities, but whether the activities planned were the right ones and whether they were sufficient.

The research and subsequent workshops at national and local level on promoting gender equality in Cambodia's trade union movement (held in 2007) served a very important objective. These activities should ideally have been closely tied to the other project activities and should have been followed by broader technical assistance (e.g. monitoring of commitments or continued technical advice), as promoting gender equality in trade unions is a huge challenge which deserves a technical cooperation project in its own right. The national workshop and the gender awareness training for CWMO members at enterprise level were very useful and necessary activities to build trust and to engage non-traditional trade union partners, but they are unlikely to have a serious impact unless and until they are replicated and reinforced through sustained ILO technical assistance.

Immediate Objective 2: To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels.

The evaluation found that the scope of activities carried out to achieve this objective was rather limited, consisting mainly of two consultative workshops in conjunction with the UNDP/MOWA Partnership for Gender Equity to develop the Gender Mainstreaming Action Plan (GMAP) for the MOLVT, the development of a CD/DVD about gender mainstreaming experiences, and technical advisory services offered by project staff. Numerous activities detailed in the work plan have not been implemented or were significantly delayed, such as the production of a resource kit on gender mainstreaming and enterprise development, the holding of a national workshop on enterprise development, and conducting gender training for officials from six ministries. This was said to be due to factors such as lack of confidence that these activities would be

well-utilized by national partners, as well as time and financial constraints (dramatic increase in cost per activity due to the weak USD exchange rate, increase in fuel prices, and dramatic increase in project monthly operational cost including rent and sundries shared among ILO projects in Cambodia due to reduced number of projects in Cambodia).

Further activities could have been undertaken to strengthen achievement of this second objective, such as exchange visits, greater contact and mutual learning between NGOs and government officials, and research or information gathering on national policies with respect to poverty alleviation and employment.

Immediate Objective 3: To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEW project sites.

The project made great efforts to improve the sustainability and self-reliance of the self-help groups established during the first phase. In accordance with the work plan, workshops on business association formation and on microfinance were held for the implementing NGOs and their beneficiaries, as well as a training workshop on institutional strengthening for the members of the market vendors' federation and follow-up training workshops for leaders of the self-help groups in Kandal and Takeo Provinces. These activities make sense and are appropriate in relation to the objective to be achieved. However, as these capacity building activities are quite limited, the project should have carried out additional activities to try to achieve the objective of sustainability, in particular focusing on networking and mobilization of other local sources of support.

b. Vietnam

A full overview of the activities implemented by the EEW project during its second phase is included in Annex G. This section aims to give an overview of the activities and briefly assesses their appropriateness.

Immediate Objective 1: To strengthen the institutional capacity of relevant national and local government and mass organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work.

To reach this objective, the project built on the achievements of the first phase which had adapted, translated and validated a number of training tools, such as GET Ahead (on women's entrepreneurship development) and Gender Equality, Life Skills and Fundamental Rights at Work and in Life. Secondly, the project carried out a series of training workshops for central and provincial level officials, targeting both new provinces and those who had participated in the project's first phase. For new partners, four TOT training workshops were held – with the first one focusing on gender and participatory training techniques and the next three focusing on technical topics, namely Gender Equality, Life Skills and Fundamental Rights at Work and in Life; GET Ahead: Gender and Entrepreneurship Together for women in enterprise; and Gender Mainstreaming and Participatory Project Design, Monitoring and Evaluation. These were implemented in three locations (north, south and middle of the country) for participants from nearby provinces (to minimise cost and to maximise potential for sharing and exchange of information and knowledge).

All workshops were held according to the schedule agreed upon in the work plan. The trainers carrying out the workshops were Hanoi-based national trainers who collaborated with provincial trainers who had received their training from the project during the first phase. This enabled the project to build up a network of provincial trainers on core subjects. After the training workshops, the training manual on "Gender Equality, Life Skills and Fundamental Rights" was edited and finalised for printing and dissemination.

The project deserves praise for setting aside a small amount of funding for participants to apply their new training skills and methodologies. Participating organizations were encouraged to propose add-on training

activities on a cost-sharing basis. For example, some provincial officials proposed to add one day's worth of training on gender and women's entrepreneurship (using parts of the GET Ahead manual) to a training course they implemented using their own funds. Such cost-sharing arrangements were highly effective in encouraging the direct application and general mainstreaming of participants' new skills and methodologies.

It is not known to what extent the project responded to a direct demand for capacity building on the above-mentioned topics among provincial officials. However, as gender equality and participatory methodologies are training topics mandated by MOLISA and the central level of the three mass organizations involved in the project, the evaluation finds that the activities implemented under Immediate Objective 1 are entirely appropriate and effective to achieve the objective.

Immediate Objective 2: To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels.

As part of Immediate Objective 2, the project carried out a range of innovative activities. Among these are a study on policies on employment promotion and poverty reduction (continued activity from phase 1), and a policy workshop in April 2008 on application of the new Law on Gender Equality and to review existing policies and programmes from a gender perspective. Also of interest is the project's collaboration with the University of Labour and Social Affairs (ULSA) (a body under MOLISA) to develop a new curriculum on gender and development and to train ULSA professors to use this new curriculum. This is a strategic move to maximise impact, as ULSA is responsible for training and education of future MOLISA officials who will thus learn about gender and gender mainstreaming at an early stage of their careers.

The project's assistance to MOLISA in the second phase to review its legislations and policies in light of the new Law on Gender Equality is also a worthwhile activity, as it has direct impact in the short run and has the potential to deepen relations between ILO Hanoi and MOLISA in the long run.

The activities to disseminate good practices were implemented according to plan but in a limited way: advocacy material on EEOW good practices was confined to a short overview of strategies used, while the national policy workshop at the start of the second phase was a combined review, launch and planning workshop. Participants were asked to develop an action plan, but it is not known to what extent the project assisted them in and monitored its implementation. As mentioned in more detail in the section on effectiveness under Chapter 6, more attention could have been paid to the development and dissemination of good practices in a user-friendly and accessible format (but with sufficient detail to be useful) to encourage and facilitate replication of EEOW strategies and experiences.

Immediate Objective 3: To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.

Refresher courses have been implemented in the communes that were targeted for community level activities during the project's first phase. These courses consisted of training workshops on gender mainstreaming and participatory methods for commune officials, Training of Trainers (TOT) courses on Gender Equality, Life Skills and Fundamental Rights at Work and in Life for commune educators, and group management courses for women club leaders. These courses have been very useful to deepen the knowledge and skills of participants, and to encourage continuation of the good practices that were developed at the commune-level during the first phase.

The provision of follow-up support to commune officials and educators, and women beneficiaries has not been necessary as much and as often as planned in the work plan, as this task has been taken up mostly by the implementing partners from the first phase. The evaluation found that more attention could have focused on exchange visits and the development of networks, as mentioned in more detail in the section on design under Chapter 6.

5. Project performance in Cambodia

a. Framework for evaluation of Immediate Objectives

Immediate Objective 1: To strengthen the institutional capacity of relevant national and local government and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work.

The project's performance with respect to Immediate Objective 1 can be assessed against the following elements:

- Level of understanding of new skills and knowledge by participants
- Practical application at individual and organizational levels.

Immediate Objective 2: To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels.

Elements to guide the assessment of project performance in this area are the following:

- Institutionalization of new methodologies and good models in policy and programmes (change processes observed)
- Requests for the project to offer direct assistance with mainstreaming gender in policy and programmes
- Replication of commune-level models in other locations through policies and programmes.

Immediate Objective 3: To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.

This immediate objective will be assessed concentrating on the following areas:

- Continuation of activities by women's clubs after end of the project (regular meetings and capacity building for gender and economic empowerment)
- Level of support offered by implementing partners from first phase
- Membership levels of the women's clubs.

b. Relevance

The project's objectives and approaches remain very relevant to the national development context of Cambodia. As the ILO's 2006-2007 draft Decent Work Country Programme (DWCP) states, "extensive poverty persists due to insufficient opportunities for productive employment and the limited access to land, markets, social services, and appropriate skills development" (paragraph 1). The project's main target groups – urban and rural women and their families who are living in poverty – are considered among the most marginalized and vulnerable in Cambodia. The draft DWCP notes women's vulnerability to trafficking, domestic violence and forced labour. The DWCP also calls for activities to help entrepreneurs in the informal economy, which has been addressed by the EEOW project through its focus on capacity building for women's entrepreneurship and the establishment of support networks for gender mainstreaming and increased voice and representation.

The Cambodian Government articulated the *Rectangular Strategy for Growth, Employment, Equity and Efficiency* in July 2004. This strategy identifies four fundamental building blocks of economic and social development: 1) Promotion of agriculture sector; 2) Continued rehabilitation and construction of physical infrastructure; 3) Private sector growth and employment development; and 4) Capacity building and human resource development. The EEOW project clearly supports the strategy through its focus on capacity building and human resource development, as well as through its attention to promotion of rural women's sustainable livelihoods (through interventions to assist community-based self-help groups).

Similarly, the project supports the implementation of three of the four areas identified in the United Nations Development Assistance Framework for Cambodia in which the UN can collectively make a difference in enabling the Government and Cambodian society achieve the Cambodian Millennium Development Goals (MDGs): 1) Good governance and the promotion/protection of human rights; 2) Agriculture and rural poverty; 3) Capacity building and human resources development; and 4) Support for implementing the National Strategic Development Plan.

c. Validity of design

The project's second phase was designed by staff from ILO SRO and ROAP in Bangkok together with the National Project Coordinator and in close collaboration with MOWA and MOLVT, taking into consideration the needs identified during the provincial sharing workshops and the national project review and planning workshop organized at the end of phase 1. The main aims of the project were to work at the grassroots, institutional and policy levels, and to encourage sharing of experiences and lessons learned between these levels, so that policy making on poverty alleviation and employment promotion could be informed by gender-responsive and participatory strategies that had been successfully piloted by civil society organizations in selected communities.

Immediate Objective 1

Design of the first immediate objective was based on evidence from the first phase of EEOW that the comprehensive capacity building approach (focusing on economic and social empowerment together) worked well to promote gender equality and to alleviate poverty. The project's first and second phases devoted extensive human and financial resources to the development of appropriate training materials to support the project's strategy of gender equality and social and economic empowerment. Although the training activities both at national/provincial and community levels fall somewhat short of meeting the project's capacity building objective (see Chapter 5), the training materials developed under the project will be useful beyond the project's duration as well as for other projects and ILO counterparts. It is therefore recommended that the ILO continue to invest sufficient resources in updating of these materials (based on the experiences of users) and development of additional manuals as needed. The topics of these training materials (among others on gender mainstreaming, women workers' rights, and women's entrepreneurship development) remain very relevant to the development situation in Cambodia, as they emphasise gender equality and economic empowerment for rural women who often have low levels of education and are most effectively reached using training materials with a high level of participation and many illustrations.

With respect to design, the evaluation believes that the (self-reported) low level of understanding achieved by government officials after participating in the project's workshops was in part due to the fact that most had only participated in one single training workshop (although this observation is based on a very small sample of participants). It is understood that government officials do not always have the correct motivation for following training workshops, and the project staff therefore made evidence of follow-up action (i.e. application of training contents and/or methodology) a pre-condition for following a refresher course. However, as it is commonly known that training on gender mainstreaming and participatory approaches needs to be repeated (through refresher courses) several times for participants to understand the subject matter fully and to feel comfortable applying newly learned skills, it would have been wise to focus on

a limited number of provinces but to offer participants a greater number of training workshops. Given the context of very low levels of human resource development among local government officials, the project would probably have been in a better position to achieve its Immediate Objective 1 if fewer provinces had been targeted and if participants had been able to benefit from multiple capacity building activities.

While the project carried out a training needs assessment among participants before the capacity building activities, a baseline survey to compare the overall levels of knowledge and skills before and after capacity building activities was not implemented, which meant that the project staff could not gather reliable information about impact. Furthermore, no systemic follow-up was provided through the project, so that training participants could not access support services if they encountered problems with application of their new skills and knowledge. It would have been beneficial if the project's design had explicitly included monitoring and evaluation systems and thorough follow-up strategies rather than leaving this up to the national project coordinator to devise and implement.

Immediate Objective 2

Immediate Objective 2 was designed to assist the government with mainstreaming a gender perspective in its policies and programmes. Achievement of the Immediate Objective has been hindered by the fact that – aside from the Gender Mainstreaming Action Plan of the MOLVT – the Cambodian Government has had few national policies or programmes into which gender and/or participatory approaches could be mainstreamed. Further research would have been necessary to have a better understanding of potential entry-points for ILO to promote gender mainstreaming and participatory approaches in national policies and programmes. To its credit, the project succeeded in assisting with policy development to support the principles and processes of gender mainstreaming (Gender Mainstreaming Action Plan of the Ministry of Labour and Vocational Training) but not in integrating gender into existing (gender-blind) policies and programmes. But in conclusion, the design of Immediate Objective 2 was probably rather ambitious and would require a longer timeline to achieve success.

Immediate Objective 3

This project component was designed with a view to strengthening the self-help groups established during the project's first phase. Activities focused on networking and building the capacity of the self-help groups and intermediary NGOs to establish the necessary mechanisms by which the self-help groups could become more or less independently sustainable. As the situation in each of the four locations of the project's first phase activities varied widely, the design of the second phase focused on ensuring a smooth and successful transition from NGO assistance to self-reliance of the groups. In instances where this Immediate Objective has not (yet) been achieved (see later section on impact and sustainability), this is probably due to the characteristics of the groups' members and the short duration of the project.

But it must also be said that the project design relied largely on the willingness and capacity of the implementing NGO to further the cause of self-sustainability of the self-help groups, rather than try to link these groups with other (local) resources such as from local government, or the private sector. Although the EOW project did not financially support the implementing NGOs, the weak institutional nature of these NGOs which are forced to search for external funding to pay their staff and to continue their activities means that they may have a vested interest in perpetuating the dependency of the community groups.

In a larger sense, the project's continuation of community level activities initiated during the first phase served the broader purpose of promoting learning from grassroots experiences on gender equality and socio-economic empowerment. The design of the project's second phase was based on the urgent need for policy making to be based on evidence from grassroots levels of successful strategies for gender equality and social and economic empowerment. The EOW's dual focus on policy and community-based activities was ideal for this type of 'bottom up' learning, although the environment in Cambodia was not favourable and actual achievements were quite limited.

d. Effectiveness and outcomes

General

During the first year of the second phase, the National Project Coordinator did not operate on full capacity due to health problems, which clearly affected the project's performance. Both the National Project Coordinator and the project secretary resigned for personal reasons during the second year of the second phase, seriously disrupting the implementation of project activities and affecting the project's institutional memory. Current project staff members have worked hard to make up for these weaknesses, and they have received significant assistance from the NPC of the WEDGE project. Project partners generally expressed their appreciation of the backstopping provided by ILO staff based in Bangkok.

Immediate Objective 1

The evaluation found that the objective of capacity building was only partially achieved, as the level of understanding achieved by training participants was frequently reported to be low and practical application at individual and/or organizations level was very limited. This was due to a difficult operational environment as well as several limitations in implementation of the activities.

Firstly, targeting of participants in the capacity building activities of the project appears to have been difficult, perhaps as a result of the lack of transparency within Cambodian government agencies about roles and responsibilities of officials. The evaluation mission met with several beneficiaries who were not able to implement their newly learned skills because their position did not give them an opportunity to do so. Whether closer linkages between the project's staff and the government could have prevented this from happening cannot be said with certainty. Many officials were also reported to be occupied with multiple (donor-funded) training opportunities, and were therefore not always available to take up the invitation from the EOW project to attend its training courses. It was said to be difficult to get participants to attend a full five-day workshop. This calls for innovative approaches to offering training, perhaps experimenting with new formats.

Secondly, as noted in the section on design, the project did not use a clear monitoring tool to gather information on the outcomes of the training activities. This meant that the project could not track the extent to which participants had absorbed the contents of the training workshops and the obstacles they encountered in application of the new skills and concepts, and therefore could not respond to these matters in its subsequent training activities. Refresher training was limited to those participants who had demonstrated their interest and willingness to apply the training concepts and skills, yet it is not clear how the project could check this without the use of a thorough monitoring tool.

Thirdly, most training participants did not have the opportunity to practice their new skills immediately after the training, either because of budget constraints within their organizations or because their own management was not convinced that gender mainstreaming was a priority. The project had invited proposals for implementation of community-based training on cost-sharing basis, so that participants would be able to apply new skills, but no proposal was submitted.

Lack of supportive environment for application is also due to the fact that the training activities of the project did not target a smaller number of provinces with more participants at different levels per province. Since each training activity was attended by a limited number of people (1-2) per organization, not all training activities were attended by officials together with their senior managers. These officials therefore may have had little idea about the content of the EOW training courses or the training materials used, and hence may have been reluctant to reserve the necessary financial and human resources for replication of the training. This is another lost opportunity, as supportive managers at provincial and national level would perhaps be able to ensure mainstreaming of the EOW training materials in other projects or regular activities as well as in policies.

The project was successful at institutionalising the use of its training materials in two clear instances. Firstly, the MOLVT has integrated parts of GET Ahead and Women Workers' Rights and Gender Equality into its activities in selected vocational training centres (i.e. into training activities funded by other donors). For example, the Preah Kosamak Polytechnical training Centre of MOLVT near Phnom Penh has added five days of training on women's entrepreneurship (using parts of the GET Ahead training package) to its one-month programme on business training.

Secondly, the MOWA has integrated elements of the GET Ahead and Women Workers' Rights and Gender Equality training materials into the project on Rural Women's Employment Opportunities implemented in collaboration with the ADB. This project is in the process of further simplification of the manuals for further use by selected Women's Development Centres it supports. No further information on replication and use of the EEOW training materials is available at this point in time (due to weak monitoring of impact by the project).

Immediate Objective 2

All three components of the project would have been strengthened if the project had made efforts to bring staff of the implementing NGOs together with relevant government officials for exchange of information and experiences. Immediate Objective 2 in particular would have been more effective if such sharing had taken place during the second phase. Instead, the project's activities towards the achievement of the second Immediate Objective were in effect almost completely divorced from the community level experiences of the project's first phase.

An exception are the two consultative workshops where IPs participated and shared experiences to be reflected in the development of the Gender Mainstreaming Action Plan (GMAP), an activity supported by EEOW and the MOWA/UNDP Project on Partnership for Gender Equity. The implementing NGOs shared the processes of gender mainstreaming and local development with government officials participating in the project. While the development of the GMAP was effective – in the sense that the two consultative workshops co-organized by the EEOW project resulted in a comprehensive plan that takes into account the needs of ministry staff as well as beneficiaries – cross-fertilization between the different project partners at different levels might have strengthened the outcomes of these activities.

The project was also hindered by the fact that gender equality promotion and gender mainstreaming are supported by a rather small group of officials within the MOLVT who operate with very limited financial and human resources. It is recommended that ILO projects and specialists continue to encourage the MOLVT to allocate sufficient resources and staff time for gender equality promotion and gender mainstreaming.

In short, institutionalization of gender mainstreaming and participatory approaches was achieved in a limited fashion through the GMAP for MOLVT, but the evaluation did not find any evidence of requests for the project to offer assistance with gender mainstreaming in policies or programmes.

Immediate Objective 3

Based on the information gathered during the evaluation mission's field visits to self-help groups in two locations, the project's capacity building activities for NGOs and group leaders were very effective. Membership of the groups has in many instances increased and members find that group membership carries concrete benefits in terms of social and economic empowerment and progress towards gender equality (see the section on sustainability for more information on membership and empowerment). Group leaders reported improved capacity to provide leadership to the self-help groups, especially to manage the village banks and keep the necessary records. Implementing NGOs were encouraged to identify what was needed for the groups to become self-sufficient. The project also very effectively encouraged and facilitated the establishment and strengthening of business associations for rural women producers, such as the Khmer Women's Handicraft Association in Takeo Province. But as already stated in the chapter on implementation and the section on design, these activities were not sufficient to reach the objective of sustainability of the self-help groups.

e. Efficiency

The evaluation did not undertake a detailed review of the financial management of the project, and neither primary nor secondary sources reported any concerns with regard to financial management of the project. Contracts and payments for goods and services were within the limits set by the United Nations system in Cambodia.

The total funding available for the second phase of the Cambodia chapter of the Regional Programme was US\$228,000. Of this amount, the ratio of funds set aside for project staff costs to funds spent on direct activities was certainly acceptable (less than 25 per cent of the budget was spent on the salaries of the NPC and the project secretary).

f. Impact orientation and sustainability

General

The second phase of the EEW project was generally well managed but it did not live up to its full potential, not only because of staff changes (as mentioned above) but in part also because activities to achieve the three immediate objectives were implemented in isolation of each other. There was very little evidence of linkages between, for example, the capacity building activities for government officials, the sustainability of the self-help group model, and the gender mainstreaming efforts. As such, it appeared to the consultant that the immediate objectives did not reinforce each other and that the activities did not complement each other. Indeed, as each of the immediate objectives represents an enormous task, worthy of a technical cooperation project in its own right, the question could be asked why the project did not make more attempts to bring together partners implementing different parts of the project, to increase impact. A lack of frequent field monitoring visits by the first NPC and a weak and difficult institutional environment are the main reasons for this situation.

The project did, however, work hard to enhance the impact of the capacity building activities through linkages with other donor-funded projects, both within the ILO and externally. Firstly, the EEW project was able to deliver excellent technical services to an expanded number of target beneficiaries through collaboration (both technical and financial) on training activities with the ILO project on Women's Entrepreneurship Development and Gender Equity (WEDGE) and the ILO's Workers Education Project (WEP). The project was also able to demonstrate integration of a gender perspective to the WEP and other ILO projects in Cambodia, which was a very positive outcome. This shows the crucial role of gender or women-specific projects in assisting with gender mainstreaming in other ILO-executed projects and among other national counterparts. However, gender mainstreaming in other projects should not become the sole responsibility of the gender project staff, but should instead be shared by all parties involved.

Secondly, the project staff worked hard to build and maintain linkages with other donor-funded projects, such as the MOWA/UNDP Partnership for Gender Equality and the MOWA/ADB project on Sustainable Employment Opportunities for Rural Women. Without any doubt, the project's impact was increased through cost-sharing of activities and participation of staff in each other's activities. However, these activities were carried out in relative isolation from the project's other activities, which meant that the target group's interactions to learn from each other's experiences were limited.

Immediate Objective 1

The process of targeted dissemination of new training materials (after adaptation and validation during the project's first phase) was very successful and was in the opinion of the evaluator the main factor leading to adoption of the manuals by several organizations and projects (e.g. MOWA/ADB project on Sustainable Employment Opportunities for Rural Women is using the women's entrepreneurship development and women workers' rights manuals in simplified form).

However, with the exception of the MOWA/ABD project, there is little evidence of significantly improved capacity among government officials for promotion of gender equality. In part, the lack of a substantial monitoring tool makes it difficult to report on impact of the training activities. The evaluation did not find evidence of new skills and knowledge among government officials being translated into results at the grassroots level. Despite the existence of the GMAP, the MOLVT has not yet shown a clear commitment to using and institutionalising the project's training materials and approaches. Similarly, other project partners have expressed appreciation of the project's training materials but have not committed themselves to using them or to institutionalizing changes or adjustments in their own capacity building activities. It is hoped that other ILO projects (both current and future) will be able to promote the use of the training materials developed under EEOW.

Immediate Objective 2

While the project was successful in providing support for policy development to apply gender mainstreaming, integration of good models and application of gender mainstreaming approaches in policies and programmes has so far not been achieved (with exception of the MOWA/ADB project) due to the fact that the Cambodian Government has difficulties providing sufficient resources with which to design and implement its own projects. Most projects and programmes are donor-funded, and as such are usually designed in collaboration with donor agencies. But the presence of government officials with the necessary skills and knowledge may assist in the application (or replication) of gender mainstreaming and participatory approaches for employment promotion and poverty reduction in the future.

On the other hand, EEOW experiences could have informed the design process of donor-funded projects if government officials were aware of these experiences and able to transfer them to other settings. Little evidence of such capacity was observed among mid-ranking officials, which may be due to the limited impact of the capacity building activities and the lack of easy-to-use good practice materials.

The official adoption of the GMAP for the MOLVT is an impressive achievement, but the extent of national ownership over the document and over the general process of gender mainstreaming is not clear. While staff of the ministry's own gender team were closely involved in the drafting of the GMAP, it is not clear to what extent the ministry will push for implementation and will request funding from the Government. There is a real danger that implementation of the GMAP is not considered a priority and will be left to donors or external technical agencies such as ILO to manage.

Immediate Objective 3

The project's third objective was designed with a view to enhance sustainability of the community-based activities that were carried out during the first phase. In three provinces and in Phnom Penh municipality, self-help groups were established among women living in poverty, to trial economic and gender empowerment approaches such as capacity building, training and information dissemination about gender equality and women's rights, and microfinance (village banking). The second phase included capacity building and advisory activities with intermediary NGOs (the implementing partners from the first phase) and with the target beneficiaries themselves to improve the sustainability of these groups. Significant technical contributions were made by the NPC of the WEDGE project to support entrepreneurship training and the formation and strengthening of business associations among poor women.

These activities, implemented for and by commune-based self-help groups, have the potential to demonstrate effective strategies from which policy makers could learn and which other organizations could replicate. The evaluator was therefore particularly interested in learning about the potential for continuation and replication of the community-based activities and the institutional capacity and strength of the self-help groups that were established in the locations of the project's first phase.

Most group members who participated in the focused group discussions held as part of the evaluation appeared to gain direct benefits from group membership and to improve their income-generating activities. However, it was not immediately clear to what extent the implementing NGOs had tried to help group members diversify their sources of income, as had been recommended by the final evaluation of the first phase.

The impact of the self-help groups on gender relations was mixed. Most participants in the focused group discussions reported a significant decrease in domestic violence and improvements in the division of labour between men and women. Yet, it was not clear to what extent these changes could be attributed solely to the project's achievements, nor whether they were limited to group members or applied to all villagers across the board.

While the groups in Kandal and Takeo Provinces appear to have been successful in establishing microfinance schemes to help alleviate poverty by enabling women to start micro-enterprises, it is much less certain whether they are sustainable without external intervention. Such doubts are even greater in the case of the groups of market micro-vendors in Phnom Penh municipality. AFD in Takeo, PAD in Kandal and USG in Phnom Penh municipality have all put considerable thought into the question how to ensure sustainability of the groups. PAD will soon trial the establishment of a task force consisting of seven members (from among the 29 self-help groups) who will visit participating self-help groups in need of monitoring and advice. Both PAD and AFD-assisted groups are willing and able to pay a small fee (from dividends) for regular visits by NGO staff. It remains to be seen whether this will happen and how successful such arrangements will be.

However, NGO staff admitted that much depended on the leadership and management qualities of the self-help group leaders. Some training activities were carried out to improve these qualities during the EEOW second phase (e.g. training on operation of self-help groups, covering leadership skills, book-keeping skills and report writing, on business group formation, and on strengthening market federations). But especially in Takeo Province, where education and literacy levels among older women are very low, it is doubtful whether the project could have done more to build leadership and management skills. In Kandal Province, where human resource development levels are slightly higher (and availability of natural resources for income-generation is also better), the prognosis for sustainability appeared to be higher.

Among micro-vendors in Phnom Penh, sustainability appears to depend largely on getting the newly established market vendors association officially registered and attracting a sufficient number of fee-paying members. The former requires assistance in the short-run from USG (and is already in the process, according to USG), while the latter is much more difficult to achieve, involving the development of services for which micro-vendors would be willing to pay (e.g. protection from harassment by local authorities).

In all three cases, project staff could have put more pressure on implementing partner NGOs to start applying their sustainability approaches earlier during the project's second phase. This would have allowed the project to evaluate the relative success of each approach and to offer assistance during the transition period.

In conclusion, membership levels of the self-help groups have remained constant or have increased during the first and second phase, and the groups are continuing to hold meetings and to organize activities. But the implementing NGOs from the first phase are not able to continue their support to the self-help groups in the long term, whereas these groups have not yet shown their capacity to operate fully on their own. This means that the sustainability of the EEOW's achievements at the community level is in doubt and Immediate Objective 3 has not fully been achieved.

6. Project performance in Vietnam

a. Framework for evaluation of Immediate Objectives

See section a. of Chapter 5 on Project performance in Cambodia for the framework for evaluation.

b. Relevance

The project's objectives and approaches remain as relevant to the national development context of Vietnam as they were throughout the first phase and at the time of the design of the second phase.

The National Cooperation Framework between Vietnam and the ILO for the period 2006-2010 affirms the relevance of the project, specifically through its focus on employment creation and poverty alleviation, which are to be achieved through (amongst others) the expansion of skills and livelihoods. The project is clearly aligned with these strategies, as can be seen from its focus on integrating gender equality and participatory methodologies to strengthen national and local policies and programmes related to employment and poverty alleviation. The Framework also endorses gender mainstreaming as a cross-cutting strategy in a clear sign of the importance attached to gender equality by both sides. In addition, the project has contributed to the objective of widespread introduction of occupational safety and health, through its capacity building activities on this topic at commune and provincial levels. The Vietnam Social and Economic Development Plan for 2001-2010 similarly places emphasis on gender mainstreaming, poverty eradication and employment opportunities.

The project's design was based on the needs identified by the first phase of the EEOW project among project counterparts and at the grassroots level. This process benefited from the general environment of the United Nations system in Vietnam which has had gender equality and gender mainstreaming at its core during the past decade. The relevance of the project is also reaffirmed through the design of the Joint UN Programme on Gender Equality in Vietnam, of which ILO is one of the main implementing agencies together with 11 UN Agencies (see the section on sustainability for more information on the Joint Programme).

c. Validity of design

The project's second phase was designed by staff from ILO SRO and ROAP in Bangkok together with the National Project Coordinator and in close collaboration with MOLISA, taking into consideration the needs identified during the provincial sharing workshops and the national project review and planning workshop organized at the end of phase 1. The draft project document was revised several times at the request of MOLISA as part of the process of obtaining approval from the Government of Vietnam (GoV). In general, project partners commented on the good timing of the project, as the GoV continues to be committed to gender mainstreaming and is making progress towards the institutionalization of gender in all elements of programme and policy making.

Immediate Objective 1

The project's first and second phases devoted extensive human and financial resources to the development of appropriate training materials to support the project's strategy of gender equality and social and economic empowerment. In light of the extensive impact of the project's training activities both at national/provincial and community levels (see Chapter 5), this investment has clearly paid off. It is therefore recommended that the ILO continue to invest sufficient resources in updating of these materials (based on the experiences of users) and development of additional manuals as needed.

While the comprehensive nature of the training provided by the project is applauded, it can be argued that the training activities targeted too many provinces. It might have been better to focus on fewer provinces and train a greater number of officials from each province, especially more officials at senior decision-making levels. Several officials in Thai Nguyen and Bac Can Provinces who participated in training shared that they did not have a chance to apply their new skills as they could not convince their managers. Had they also received training, such senior officials could perhaps have provided support to efforts by their technical staff to integrate a gender perspective in their daily work. On the other hand, the project had difficulties in securing the right participants, as provincial offices often have few staff working as trainers and capable officials are often too busy to attend five-day workshops.

It would also have been beneficial to train officials from different departments covering a multitude of technical issues, e.g. officials from DOLISA and mass organizations who are involved in vocational training. Even though the duration of the second phase was quite short, the design could have paid more attention to the creation of an effective network among training participants, if the focus had been on more participants from fewer provinces. Such a network could have offered participants a chance to support each other and share good experiences in the application of their new skills in their own work.

Immediate Objective 2

Mainstreaming a gender perspective and participatory approaches into the national programmes and policies of the Vietnamese government has been an overly ambitious objective of a second phase project with few resources and of only twenty months duration, despite the achievements of the first phase. The two main national programmes are very large in scale, cover the entire country and are implemented by a variety of state agencies and mass organizations, each of which has their own bureaucracy and ways of working. While the activities implemented under Immediate Objective 2 have been important and worthwhile (focusing on development of gender mainstreaming policy), the evaluation believes that the scope of Immediate Objective 2 has been too large for the EEOW second phase. It is hoped that the ILO and MOLISA will be able to continue collaboration on this topic, with greater resources and a longer time frame at their disposal. The newly passed Law on Gender Equality certainly offers opportunities for increased action in this regard (as discussed in more detail in section f. of Chapter 6 under the heading sustainability).

One possible way in which the project could have promoted policy change is through greater emphasis on facilitating learning from the commune-level experiences of the first and second phases of the project, in particular through more frequent field visits for policy makers to the participating communes. If the duration of the project had been longer, such visits could have been implemented for both central and provincial officials (including PAC members).

Immediate Objective 3

The project's third Immediate Objective was very well designed with a view to sustainability of the community level activities that had been initiated during the project's first phase. The project's strategy focused on supporting the most important follow-up processes to enable mass organizations to continue their support for the women's clubs and to replicate commune-level models. The project correctly foresaw that commune-level officials and educators would require refresher training courses and provided these.

In a larger sense, the project's continuation of community level activities served the broader purpose of promoting learning from grassroots experiences on gender equality and socio-economic empowerment. The design of the project's second phase was based on the continued need for policy making to be based on evidence from grassroots levels of successful strategies for gender equality and social and economic empowerment. The EEOW's dual focus on policy and community-based activities was ideal for this type of 'bottom up' learning.

d. Effectiveness and outcomes

General

The evaluation team noted good coordination and effective communication between the project's staff and the counterpart agencies. The role of the Project Advisory Committee (PAC) has perhaps not been maximized, which is probably due to difficulties in getting regular attendance at PAC meetings by the same officials, as a result of time pressures. Changing attendance has resulted in lower effectiveness, as not all PAC members have a good grasp of the project's strategies and are therefore unable to disseminate lessons learned from the project's grassroots-level activities, and apply them to policy questions and/or mainstream them into national programmes. However, the reverse is also true: many of the members who have regularly attended the PAC meetings since the project's first phase have been very successful at disseminating the project's good practices and lessons learned from the community level in their organizations. Project partners generally expressed their appreciation of the backstopping provided by ILO staff based in Hanoi and in Bangkok. Many partners stated that the process of project implementation had provided a learning process that was just as important to them as the outcomes of the project.

Immediate Objective 1

The evaluation found that the level of understanding achieved by training participants was likely to be high. A number of factors described below contributed to this achievement.

The fact that a thorough training needs assessment was carried out before the start of the capacity building activities of the second phase was particularly beneficial for effective design of the training activities. In addition, a baseline survey was carried out before the capacity building activities to compare the level of knowledge and skills of the direct beneficiaries before and after the capacity building activities. Participants were asked to answer 33 questions with regard to previous knowledge and skills as well as their organization's expertise and experience in gender mainstreaming and participatory techniques. A follow-up questionnaire gathered information from participants on their level of understanding after participation and the application of newly learned concepts and materials. The findings of the follow-up questionnaire are very positive, showing a clear increase in the number of respondents who report having sufficient expertise to apply gender concepts and skills, as well as the number who report that their organization does gender analysis and planning. For example, the percentage of respondents who reported identifying or setting gender-specific targets in their projects rose from 58 per cent to 76 per cent.

The project was very careful in its selection of trainers. Most training courses involved one experienced trainer (usually someone with national-level experience) and one person from the provincial level who had been trained as a trainer during the project's first phase. Where possible, this team was subsequently involved in all three workshops on each topic. This allowed them to streamline the training.

Targeting of training participants was quite successful because of efforts by project staff to familiarize themselves with the ways in which government agencies operate. On average, some 30 to 40 per cent of officials participated in repeat training, meaning that they followed two or more of the three main training topics (Gender Mainstreaming and Participatory Design, Monitoring and Evaluation; Gender Equality, Life Skills and Fundamental Rights at Work and in Life; and GET Ahead: Gender and Entrepreneurship Together for women in enterprise). When organizations could not send the same participant for subsequent project training workshops, they were said to have made efforts to send a participant who had at least some experience as a trainer, so that the overview session at the start of the training to refresh participants' participatory skills could be relatively brief.

Application of new skills by training participants was achieved in many agencies and provinces, although the training activities did not always reach their objective in terms of leading to integration of gender and participatory techniques into the daily work of provincial officials. The EEOW project encountered numerous obstacles.

Limited resources meant that the project could only target officials responsible for technical issues, rather than managers with decision-making responsibilities. As was pointed out by several officials from MOLISA in Hanoi, this meant that while technical staff at provincial level gained new knowledge and skills regarding gender mainstreaming, they could not always implement these, as gender mainstreaming efforts depended to a large extent on support from leadership.

A further obstacle experienced by the project was the time constraints of targeted (senior) training participants at provincial level which prevented them from attending training courses or from making optimal use of the opportunity. Projects therefore would be well advised to experiment with different, more flexible formats of training courses, which allow for maximum participation at reasonable cost.

Participants faced difficulties in applying their new skills and knowledge, because of timing: training workshops were held at the point that the planning process for next year had already been completed, hence they could not get budget or make changes to replicate good models or apply new methodology/topics.

After the first three training courses on participatory methodology, the project provided financial support to DOLISA and mass organizations to add the new training topics to already existing courses. Organizations with funding limitations were encouraged to propose cost-sharing of training activities to EEOW project. In total, eight proposals for training activities at commune-level were received from VWU in Binh Dinh, Tien Giang and Dong Thap Province, VFU in An Giang Province and VCA in Bac Can, Dong Thap, An Giang and Tien Giang (from new partners in new target provinces) (old partners were not eligible as they did not need external resources). Six of these proposals were accepted for cost-sharing of such add-on training, which allowed participants to use their new skills immediately and to integrate the new training materials into their organization's courses. Of these, the Bac Can VCA and Binh Dinh VWU proposals could not mobilize their own resources, and hence these were rejected by EEOW.

Some partners did not integrate the entire materials into their training but only selected sessions of GET Ahead or Life Skills, which meant they did not need funds as the cost was not high. Six of the proposals aimed to integrate substantial sessions and were provided with small funds for stationary and part of the allowance for trainers. For example, An Giang VFU and Tien Giang VWU respectively organized ten courses on GET Ahead and ten on Life Skills for their commune-level beneficiaries. These were add-on regular courses into which the EEOW methodology and materials were integrated. One important factor leading to the successful replication of EEOW models was the attendance of senior staff of the FU in An Giang Province, VCA in Dong Thap, An Giang and Tien Giang and VWU in Tien Giang in the EEOW TOT training courses. These senior officials gained awareness, knowledge and skills and could therefore support replication.

In some instances, lack of a supportive environment within their organizations prevented training participants from applying their new skills and knowledge. It is therefore recommended that future projects focus more on reaching senior officials at decision-making level and less on covering a large number of provinces (see also section on project design).

Participants from Thai Nguyen and Bac Can appeared to have had limited contact with each other and with the trainers after the end of the training courses. Increased and improved networking would have been good to enable participants to offer support, feedback and encouragement to each other. This would probably require the presence of a greater number of resource persons in each province, something which the project could not achieve due to limited time and financial resources. However, VWU officials have received extensive training in recent years as a result of a variety of donor-funded projects on gender equality and gender mainstreaming; hence they could in many instances take on a greater role as resource persons. Such a role for local VWU officials is to be encouraged in future projects (including projects that do not directly work with the VWU as an implementing partner).

Training participants also had difficulties replicating the training or the commune-level experiences in other locations or in other provinces because of limited contact with officials in other locations. Central management of the mass organizations and DOLISA did not have mechanisms in place to encourage channelling information from provincial to central level. Sharing of new skills and experiences between provincial and central level officials of mass organizations and DOLISA could perhaps have been facilitated if the project had focused more attention on the development and dissemination of materials dealing with good practices in gender mainstreaming. However, it is equally important to get feedback from the intended audience on the most appropriate format in which to present good practices (e.g. detailed case studies, tips for where and how to start, checklists, etc.). It is recommended that future projects on promotion of gender equality in Vietnam pay sufficient attention to the need for good practice materials that respond to the needs of their intended audience.

Immediate Objective 2

Activities to promote mainstreaming of gender and participatory approaches into policy and programmes have had some positive effects, but more remains to be done. To date, there are few examples of policies or programmes having been significantly changed as a result of the project's activities. While MOLISA counterpart officials have expressed their interest in the participatory approaches promoted by the project throughout its first and second phases, this has not yet translated into policy changes. It is recommended that the ILO Hanoi Office follow-up with continued assistance and promotion of participatory approaches after the end of the EEOW project, including through other ILO-executed projects.

A significant and very timely achievement has been the assistance provided by ILO through the EEOW project to MOLISA as the state management agency (SMA) responsible for the new Law on Gender Equality. At the request of MOLISA, the EEOW Project coordinated with ILO specialists on gender and on standards to provide comments on three draft decrees for the implementation of the Law on Gender Equality. The evaluation hopes to see this type of assistance continue after the end of the project, as part of the ILO's activities under the new Joint UN Programme on Gender.

In this respect, it is also important to mention that the new decrees for implementation of the law provide an excellent opportunity for promotion of gender mainstreaming. For example, these decrees could include instructions or guidelines for mass organizations involved in national target programmes regarding gender mainstreaming. Such instructions or guidelines would carry more weight than the issuing of letters by MOLISA's Bureau of Employment (the former Department of Labour and Employment, the project's main counterpart within MOLISA).

Institutional boundaries within MOLISA appear to have been an obstacle to gender mainstreaming of national target programmes, with the project's main counterpart (the Bureau of Labour and Employment) responsible for some national programmes but not for others. As the Law on Gender Equality calls for a review of all policies and programmes in terms of gender equality, this could also provide a strategic opening for gender mainstreaming of the national target programmes. The National Employment Promotion Programme and the Hunger Eradication and Poverty Reduction Programme so far have had limited emphasis on gender equality in their practical implementation. The EEOW project has been too limited in duration and funding to effectively promote changes within the National Employment Promotion Programme, while the HEPR has been the responsibility of the Department of Social Protection, which is not the project's main counterpart in MOLISA. It should be emphasized that gender mainstreaming is the responsibility of all departments and projects and that sufficient funding, institutional sharing and inter-disciplinary action are necessary to achieve lasting results. It is therefore recommended that ILO Hanoi continue the formal and informal processes of promotion of gender mainstreaming and participatory approaches in all programmes on employment and poverty reduction.

Lastly, the ILO's Gender Mainstreaming Strategies (GEMS) Toolkit which was presented and used to review selected labour and social legislations and decrees during the April 2008 policy workshop in Ha Long was

well received by participants who included senior decision-making officials from central and provincial level of MOLISA as well as participating social partners and mass organizations. The GEMS toolkit could provide another highly effective tool for systematic gender mainstreaming in organizations and their activities, and it is hoped that the ILO is able to follow-up with substantial assistance in this respect.

Immediate Objective 3

The activities aimed at achieving the third immediate objective have been very effective in promoting the sustainability of the commune-level women's clubs. Refresher training for commune officials and commune educators on key concepts and skills has strengthened the skills and increased the enthusiasm of participants to support on-going processes of gender promotion at large and to offer concrete support for the women's clubs. The project was able to reach a significant number of officials and educators for the refresher training courses. The monitoring done by the provincial coordinator of each implementing agency (VCA, VFU and VWU) has also provided encouragement for all officials involved in the project to continue their activities in support of the women's clubs. Several project partners mentioned that having a provincial coordinator was a good strategy for effective implementation of project activities.

For example, the VWU in Thai Nguyen Province continues to arrange (or directly offer) technical advisory services to women's club members during their regular meetings, such as information sessions with a local veterinarian and advice on rice planting. These services clearly respond to local needs and realities, have a direct, positive impact on the income-generating activities of the members and give them a strong incentive to continue their membership. The technical advisory services also cover topics that aim to promote gender equality, such as HIV/AIDS, education, and family matters. In at least some of the project's locations, club members appear to be in a position to request such advisory services and to suggest new topics of interest to members.

Clearly, the on-going support offered by implementing partners such as the VWU in Thai Nguyen Province is essential for the achievement of Immediate Objective 3. It is not easy to replicate this success in countries that do not have mass organizations with sufficient government backing and funding, and with a machinery that reaches down to the commune level.

The project's activities have also been successful in encouraging an increase in club membership among men and women in the participating communes (see the section on sustainability for more details).

e. Efficiency

The evaluation did not undertake a detailed review of the financial management of the project, and neither primary nor secondary sources reported any concerns with regard to financial management of the project. Contracts and payments for goods and services were within the limits set by the United Nations system in Vietnam. There were, however, complaints from central-level counterparts about the slow pace of payments, which was acknowledged by the ILO Hanoi Office.

The total funding available for the second phase of the Vietnam Chapter of the Regional Programme was US\$230,000. Of this amount, the ratio of funds set aside for project staff costs to funds spent on direct activities was certainly acceptable (less than 25 per cent of the budget was spent on the salaries of the NPC and the project secretary).

While the final evaluation of the first phase of the Vietnam Chapter noted the desirability of generating data on the costs and benefits of particular policy recommendations made by the project, the project's partners did not appear to find this an urgent priority and no subsequent action was taken by the EEOW project in this respect (see also the section below on impact in relation to good practices).

The project made efficient use of the short amount of time (twenty months but in effect fifteen months due to the six months delay in getting project approval) available for implementation through the use of a detailed work plan and effective negotiations with GoV counterparts to plan activities. The project's launch and the start of activities of the second phase were delayed by approximately six months, due to late approval by the donor of the extension (in approximately November 2006) as well as the complex nature of the GoV approval procedures. Such a delay was said to be common with ILO projects. The situation was probably exacerbated by the introduction of some new requirements by the GoV and formats for documents, which meant the ILO had to revise the project document. MOLISA did not have any complaints with regard to the ILO's handling of the situation, and in fact was appreciative of the ILO's efforts to consult at every stage and the ILO's willingness to revise documents whenever needed. It is indeed difficult to see how delays in getting approval could be avoided in the future. Despite this delay, the project was able to implement the large number of activities within a short period of time and as planned.

f. Impact orientation and sustainability

General

The EEOW staff made very good attempts to collaborate with other ILO projects in Vietnam to increase its impact. In some instances, the collaboration was successful in achieving enhanced impact (e.g. collaboration with the ILO-IPEC's Mekong Sub-Regional Project to Combat Trafficking in Children and Women, or TICW on Mekong Women's Forum), while in other cases, collaboration did not eventuate. It is hoped that all ILO staff (office as well as project staff) are aware of the potential benefits of having a gender project whose staff can give expert advice on gender mainstreaming. However, gender mainstreaming in other projects and office activities should not become the sole responsibility of the gender project staff, but should instead be shared throughout the project and office.

Immediate Objective 1

The impact of the project's training activities is extensive and impressive but is still spread unevenly among participating provinces. In some provinces, new methodologies and good models have been integrated into existing activities of the DOLISA and mass organizations, while in others this has not been possible. Two main causes of low impact – the absence of a supportive environment and problems with targeting of participants – have already been discussed in the section on effectiveness.

In provinces where participatory methodologies are being replicated by provincial authorities, the project has a significant impact. This is especially the case among project partners (both government agencies and mass organizations) who started to collaborate with the EEOW project during its first phase, because they have had more time to internalize the new methodologies and practice them. Several officials told the evaluation mission that they felt closer to beneficiaries at commune-level, were able to communicate more effectively with them, and could respond more effectively to their needs. As a result of applying participatory approaches in their work, these organizations had a better understanding of the actual situation faced by intended beneficiaries and enjoyed "two-way communication" (e.g. VCA and VFU in Thai Nguyen). Others reported that they would also institutionalize the use of training needs assessment methodology. In addition, the use of these new methodologies and approaches appears to be firmly anchored in the regular activities of those organizations that have adopted them. The follow-up questionnaire administered after the end of the project's training activities showed clearly that training participants were increasingly comfortable applying participatory techniques in their daily work. The percentage of those reporting the use of participatory techniques in their work rose from 51 to 67 per cent.

Sustainability of the project's efforts at capacity building will be further enhanced through the continued use of the EEOW training materials by new projects. These include activities by implementing partners that have received new funding from either internal or external sources (e.g. VWU and VFU whose proposals

to use the training materials have been accepted by other technical and donor agencies), activities by International NGOs (e.g. by Peace and Development with funding from the Government of Spain) as well as national activities by the ILO and several other United Nations agencies under the framework of the newly started Joint Programme on Gender Equality. This Joint Programme will see the continued use of the project's GET Ahead training materials on women's entrepreneurship, as well as its materials on gender mainstreaming to assist the policy reviews planned under the Programme. Another example is the VCCI (a PAC member) which has expressed interest in using the GET Ahead training materials to promote women's entrepreneurship.

Immediate Objective 2

Although the design of Immediate Objective 2 was probably overly ambitious and the objective has not been fully achieved, the project's activities have been well received by counterparts in the Government and in mass organizations. The project has made a significant contribution to mainstreaming gender and participatory approaches into national target programmes and policies through its demonstration of appropriate techniques as part of capacity building activities. The recent technical advisory assistance provided by the project to MOLISA on the new Law on Gender Equality has had significant impact in terms of revisions of the draft decrees. The request for this technical assistance is almost certainly an outcome of the project's on-going collaboration with key MOLISA officials on gender mainstreaming into employment and poverty programmes and policies, and has the potential for future collaboration.

Policy advocacy through the project achieved greater impact through collaboration with the ILO-IPEC's Project to Combat Trafficking in Children and Women (TICW). The two projects collaborated to organize a Mekong Women's Forum in 2007, which called for greater action to respect and realise women's fundamental rights at work and in life.

Immediate Objective 3

The second phase of the EEOW project in Vietnam was designed with a view to strengthening the sustainability of the community-based gender equality and socio-economic empowerment activities that were initiated during the project's first phase. These activities, implemented for and by commune-based women's clubs, have been particularly important in order to demonstrate effective strategies from which policy makers could learn and which other organizations could replicate. The evaluator was therefore particularly interested in learning about the potential for continuation and replication of the commune-based activities and the institutional capacity and strength of the women's clubs that were established in the five locations of the project's first phase.

The visit to La Hien commune in Thai Nguyen Province revealed many positive changes in the lives of the women and men who were members of the women's clubs. La Hien commune consists of fifteen hamlets, each of which has one women's club, established during the first phase of the project. A first indicator of their success is the increase in membership. In all four locations for which data is available, dozens of women and men have joined the clubs during the first phase and especially since the start of the second phase. For example, overall membership in La Hien commune rose from 300 in 2004 to 460 in 2008, while the club in Lai hamlet grew from the original twenty members (in April 2006) to 34 members. More villagers would like to join but a further increase in membership was felt to run the risk of making the group's meetings as well as the financial management of their savings too difficult to manage. The same was said in the other hamlet visited by the evaluation team. The clubs continue to hold regular meetings.

The field visit to one women's club in Thai Nguyen Province showed clearly the impact of the EEOW activities on the lives of both women and men. Firstly, the technical training activities offered during the first phase had increased the productivity of club members and had lifted a substantial number of them out of poverty. According to informal statistics from the Thai Nguyen VWU, of the 20 members who joined the club at the end of the first phase, 8 were classified as poor and are now no longer poor. The commune

as a whole has seen a sharp reduction in the percentage of people living in poverty (from 35.7 per cent in 2001 to 26 per cent in 2006 to 15.6 per cent in 2007), though naturally many other factors contributed to this process. It is therefore not possible to attribute this decrease solely to the EEOW project, but the impact of the technical training provided through the project is substantial and has had a multiplier effect through the informal dissemination of the resulting new knowledge by training participants (for example, to new club members).

Secondly, the impact of project activities on gender relations is considerable. The majority of women members of the club reported a positive change in the division of labour in the household, with women having more personal time as a result of improved efficiency (e.g. better techniques for production) and men taking on more tasks in the household when their wives are busy with productive tasks or with club meetings (cooking, cleaning). Club members in Lai hamlet in La Hien commune also reported an increase in community cohesion, in particular greater incidence of villagers helping each other. The impact of the project on the incidence of domestic violence is unclear, as there is no baseline data; domestic violence remains a sensitive issue that is not discussed openly and women members are themselves not clear on how much it still occurs.

Several clubs have not only women members but also men. For these men, membership is attractive because it enables them to access technical training and gives them the chance to improve and/or expand their income-generating activities. As noted by the final evaluation of the first phase, however, it is possible that the presence of men during group meetings makes it awkward for women to discuss gender issues (although the members of the Lai hamlet women's club denied this). It may also keep the implementing agency from raising gender equality issues during the regular meetings or may end up creating a different layer of membership (where some members discuss promotion of gender equality and others are left out). On the other hand, as gender issues concern both women and men, it may in fact be a positive step if men and women are in a position to discuss gender issues together during the clubs' meetings. This matter requires further research so that future projects can benefit from the lessons learned of those women's clubs with substantial numbers of male members.

Sustainability of the women's clubs is assisted by continued support from the mass organizations with whom EEOW worked in the first phase. In all five locations where the first phase saw community level empowerment activities implemented, the project's partners (VWU, VFU and VCA at provincial level) have continued their activities to guide and support the women's clubs. In La Hien commune, for example, the TNWU continues to conduct monitoring visits every two or three months and to offer technical guidance to the women's clubs. The VWU provincial coordinator arranges for technical inputs on topics of interest to the clubs or as requested by the commune officials, e.g. HIV/AIDS, drug addiction, reproductive health and occupational safety and health. With this type of encouragement, commune educators trained during the first phase of the EEOW project have also remained active. In La Hien commune, for example, it was reported that commune educators on average conduct awareness raising activities once every four months, though the frequency is higher if informal discussions during other types of commune-level discussions are counted as awareness raising. In the four locations for which monitoring data is available, some 25 to 40 commune educators remained actively involved in disseminating information on gender, life skills and rights. These educators have reached hundreds of women and men (in the case of La Hien, these activities are reported to have attracted an audience of more than 2,000 men and more than 4,000 women, although many of these participants attended more than once).

Several implementing partners from the project's first phase are now reported to be replicating these social and economic empowerment and gender equality activities in new locations, through projects proposed to donors, and through their own regular activities (e.g. in vocational training activities funded by MOLISA as part of the National Programme on Hunger Eradication and Poverty Reduction). For example, in Son Phu commune in Thai Nguyen Province, the cow raising activities of the Farmers Union are now gender mainstreamed, and include both women and men as intended beneficiaries. In Que Son commune in Quang Nam Province, local women and men were invited by the commune leadership to a participatory planning meeting to decide on a plan for cultivation and animal raising for the commune.

7. Conclusions and recommendations

a. Conclusions for Cambodia

Because of staffing problems, the generally low level of human resource development in Cambodia and the difficult institutional environment (institutional boundaries, weak governance, as well as low levels of gender awareness), the EEOW project did not fully achieve its objectives.

The EEOW project was generally well managed and received timely and effective backstopping from all relevant experts and specialists within the ILO system. Relations with government counterparts and NGOs were good and the project collaborated well with several other projects (both ILO projects and those implemented by other agencies) which enhanced its impact in terms of greater numbers of participants and more effective use of resources. However, the project's activities were implemented in isolation from each other, with little attention to the ways in which participants and implementing partners could have learned from each other or the ways in which activities could complement each other. There was little focus on the impact the project could achieve as a whole, with the project staff instead focusing on implementation of the individual components. This situation was made worse by the changes in NPC and project secretary in the middle of the second phase, as well as the absence of an ILO country office with a senior manager who could have offered direct guidance on a day-to-day basis as well as policy advice.

These shortcomings were especially clear with regard to the first Immediate Objective on capacity building to promote gender equality in the world of work. A series of training workshops for government officials and social partners was successfully implemented (thanks in part to the technical expertise provided by the WEDGE NPC), using excellent training materials that had been developed and finalised during the first and second phases of the project. However, these activities could have had much more impact through focus on fewer provinces (so that participants could follow the entire series of workshops and could have received refresher training to strengthen their commitment and skills, if needed), systematic follow-up monitoring, the provision of support services, and field visits to self-help groups. It is hoped that the ILO and its counterpart government ministries (MOWA and MOLVT) will be able to build on the achievements of the project. Specifically, they should refresh and deepen the knowledge and experience of training participants who are committed to gender equality and enable them to practice their new skills. Ensuring that both the senior management and officials are trained to provide managerial support and to use their new skills also would promote the further use of the ILO training materials, which are highly appreciated by various partners but have yet to be institutionalized in key agencies.

The main achievement in relation to the second Immediate Objective of the EEOW project has been the adoption of the Gender Mainstreaming Action Plan of the Ministry of Labour and Vocational Training. Further technical assistance from ILO would be highly beneficial to ensure that the Plan will be successfully implemented, with a comprehensive monitoring and evaluation system in place. However, any external assistance must also focus on strengthening national ownership of the GMAP and must encourage the Ministry to make available internal resources to complement external resources.

Although the evaluation was able to visit only a very small number of groups, the self-help groups that were established during the project's first phase reportedly continued to implement gender equality and social and economic empowerment activities that significantly contributed to their members' well-being and empowerment. Although it is difficult to attribute changes such as the decrease in domestic violence and the improvement in income-earning capacity exclusively to the project, it is certain that group membership is highly appreciated and continues to bring real benefits to the members. However, the groups' sustainability is uncertain, with the implementing NGOs still playing an essential role supporting the groups in their day-to-day functioning. While the project staff and the implementing NGOs have searched for different ways to make the groups self-sustainable, the evaluation believes that the NGOs should have started to apply their different approaches at a much earlier stage. This would have allowed the project to evaluate the relative merit of each approach and to advocate successful approaches to the implementing NGOs in other locations.

b. Conclusions for Vietnam

Although the second phase of the EEOW project has had limited resources at its disposal and has had a very short duration, it has been able to enhance the achievements of the first phase and to achieve significant additional outputs. These are mainly in the areas of capacity building and ensuring the continuation and sustainability of the commune-level activities that were initiated during the project's first phase. Project activities in these two areas have allowed government officials, from commune to provincial to central level, to learn – both at a theoretical and a practical level – how to design, monitor and evaluate activities aimed at integration of gender and participatory methods. While much remains to be done to encourage results-based policy making, this project has successfully created awareness of the need for policy makers to ensure that policies are informed by the realities of intended beneficiaries at the grassroots level.

Capacity building activities implemented by the project were successful in creating a cadre of trainers at provincial and central levels who have a good level of knowledge and skills. Many of them have had a chance to put these skills into practice. Significant obstacles remain, such as the fact that gender mainstreaming is often not prioritized and organizations face difficulties in making available adequate human and financial resources for application of new training methodologies. Many of the trainers will also require further refresher courses, as their skills may not yet be adequate to conduct training activities on their own. However, the second phase of the EEOW project has resulted in an expanded pool of human resources in mass organizations who can now take the lead towards integration of a gender perspective and of participatory methodologies in national and local programmes and policies. Thanks to the EEOW project, they have at their disposal a number of training materials on gender equality topics that have been adapted, translated and validated to be in accordance with the context of Vietnam. The fact that many of these organizations – including some that have traditionally been gender-blind – are already replicating the training activities and mainstreaming the new concepts and skills on gender mainstreaming, participatory approaches and other technical areas in their proposals to donors and in their own regular activities is a significant achievement of the project.

Equally significant is the continued technical support and guidance provided by mass organizations (the VWU, VFU and VCA who were implementing partners from the first phase) to the commune-level women's clubs. The EEOW project has not only been able to demonstrate good models for economic and social empowerment and gender equality at the commune-level but these good models themselves have proven to be sustainable through their adoption by mass organizations. In most communes, club membership has increased during the second phase of the EEOW project. In general, members continue to improve their income-earning capacity through the technical advisory services made available through the club, while community cohesion and gender relations are also said to be improving (most evident in a more equitable gender division of labour in the household). This means that the potential for organizations and individuals to learn from these good models remains very real after the end of the EEOW project.

Although the EEOW project was less successful in promoting institutionalization of gender mainstreaming and the integration of participatory approaches in employment promotion and poverty reduction policies and programmes, it has made significant contributions to the long-term process of promotion of gender equality in the world of work. The promotional activities of the project have contributed to a greater awareness of the need for gender mainstreaming, which in turn has led to increased demand for action on the part of policy makers. Significantly, ILO's technical contribution to the drafting of new decrees for the new Law on Gender Equality has the potential to deepen understanding of gender mainstreaming in gender and labour legislation, and may lead to a further review of national and local policies and programmes. In short, the project has successfully contributed to the development of gender mainstreaming policies and has worked to improve the environment for implementation of these policies.

The detailed planning done by MOLISA and the project's staff was clearly beneficial for the efficient implementation of the project's activities within a short period of time. Officials on both sides made very good use of work plans as a tool for timely implementation of mutually agreed activities.

It is expected that the lessons learned from the implementation of the EEOW project will greatly assist the ILO Hanoi Office in its future collaboration with MOLISA and the social partners on promotion of gender equality. The project's legacies include excellent training materials on gender equality and a significantly expanded pool of trainers and resource persons with a high level of capacity to promote gender equality, gender mainstreaming and participatory approaches. Both of these provide good building blocks for future initiatives towards gender equality by the Government and social partners. As training is an on-going process, the evaluation hopes that future support by the ILO for Vietnam will offer these trainers further opportunities to strengthen their skills. Enhanced capacity to promote gender equality is necessary to demonstrate good practices at the local and grassroots levels and this in turn has the potential to contribute significantly to gender sensitive policy making in Vietnam.

c. General recommendations

Immediate Objective 1

It is recommended that all ILO projects with a substantial element of capacity building incorporate training (and training of trainers) on participatory approaches, to promote effective delivery of training and responsiveness of participating organizations to their intended beneficiaries.

It is recommended that ILO offices and projects continue to invest time and resources in the usage and updating of existing training materials on gender equality and related topics as well as in the development of new materials as needed.

It is recommended that all ILO projects in Cambodia and Vietnam establish strong collaboration with ILO gender projects (and with gender projects implemented by other UN agencies where appropriate) and with their counterparts on promotion of gender equality, under the guidance and management of the Director of the ILO Office in Vietnam and the most senior ILO official in Cambodia. In doing so, they should use the training materials on gender equality and related topics developed by (or in collaboration with) EEOW (Gender Mainstreaming and Participatory Project Design, Monitoring and Evaluation; GET Ahead; Women Workers' Rights and Gender Equality; Gender Equality, Life Skills and Fundamental Rights, etc.).

It is recommended to involve senior management officials in capacity building to support and facilitate application of new skills by technical officers. Capacity building on gender mainstreaming should also target officials from different departments within Ministries and mass organizations as it is an inter-disciplinary process.

There should be greater emphasis in project design and implementation on field visits and other opportunities for government officials, NGO staff and leaders of self-help groups and women's clubs to exchange information and experiences on promotion of gender equality in poverty alleviation and employment policies and programmes. This would help to connect the capacity building activities with the good practices built up at community level during the project's first phase.

Immediate Objective 2

Promotion of gender equality requires inter-disciplinary action. It is important for officials from government agencies, civil society (in Cambodia) and mass organizations (in Vietnam) to work across institutional boundaries, to share experiences and to offer mutual support for gender mainstreaming.

Immediate Objective 3

It is recommended that future ILO projects are designed so as to offer policy makers a chance to learn from grassroots experiences and for policy making to be informed by strategies that have been successfully piloted and documented at the grassroots level.

It is recommended that implementing partners pay more attention to the impact of having men join women's groups. It is not yet known whether or how this affects group activities aimed at promoting gender awareness and gender equality. More research is needed in this respect.

d. Recommendations for Cambodia

Immediate Objective 2

Collaboration between ILO, MOLVT and MOWA should be continued to assist the MOLVT in the implementation of its Gender Mainstreaming Action Plan, through both formal and informal processes. External assistance should focus on strengthening national ownership of the GMAP. These efforts should include further capacity building (based on clear needs assessments) and development of good practice materials, which would facilitate the application of new approaches and strategies by provincial level officials of the Ministry.

It may be especially useful to concentrate ILO technical assistance on specific elements of the GMAP that have a greater likelihood of successful implementation, rather than on the GMAP as a whole. Further work is necessary to identify the highest priorities in the GMAP for external assistance.

It is recommended that all ILO projects in Cambodia collaborate with the MOWA on gender mainstreaming, making use of expertise developed within the ministry and capitalising on the ministry's mandate of promoting gender equality within line ministries such as the MOLVT.

Immediate Objective 3

It is recommended that implementing partners document their approaches to assist the self-help groups to achieve self-reliance and the lessons learned from this process. More research is needed in this respect to know what strategies work well, under what circumstances and with what potential for replication.

It is recommended that the ILO document good practices in relation to the strengthening of business associations, such as the assistance provided by EOW to the Khmer Women's Handicraft Association in Takeo Province.

e. Recommendations for Vietnam

Immediate Objective 1

It is recommended that traditionally male-dominated and gender blind mass organizations such as the VFU and the VCA continue their efforts at gender mainstreaming, and in particular that they agree upon and put into place a systematic approach, including (but not limited to) the establishment of gender focal points, benchmarks for monitoring and evaluation, a system of incentives, gender sensitive human resource practices, and earmarked funding for gender mainstreaming as well as women-specific activities. It is vital that men as well as women are targeted for gender equality promotion activities in these and other mass organizations.

It is recommended that ILO Hanoi continue its efforts to assist the GoV, the social partners and mass organizations at promoting gender equality, through the new Joint Programme on Gender Equality as well as through all technical advisory services provided by ILO specialists in their respective fields.

All projects could make greater use of resource persons from the Vietnam Women's Union who have already received capacity building from other donor-funded projects (both at provincial and at central levels).

Immediate Objective 2

Collaboration between ILO and all departments within MOLISA to promote the application of gender mainstreaming and participatory approaches should continue, through both formal and informal processes. This is especially important with regard to the national target programmes (HEPR and Employment Promotion). These efforts should include research, needs assessments, and development of good practice materials, which would facilitate the application of new approaches and strategies by provincial and national level officials from all parts of MOLISA and participating mass organizations. Sufficient national as well as external (international) resources should be allocated for the implementation of gender equality and gender mainstreaming plans.

It is important that the ILO and its partners in Vietnam continue to use the GEMS toolkit and develop further good practice materials on gender mainstreaming in an appropriate format that respond to the needs of the intended audience. It may be especially useful to concentrate gender mainstreaming efforts on specific elements of the national target programmes, such as vocational training or on monitoring and evaluation, rather than try to tackle national programmes as a whole. Further work is necessary to identify the most suitable elements for gender mainstreaming.

8. Lessons learned

Lessons learned from the implementation of the EOW project during its second phase in Cambodia and Vietnam are grouped under headings corresponding to the three Immediate Objectives of the projects. They range from very practical steps that can be taken immediately without the need for additional resources, to larger issues that require substantial time and human and financial resources.

A. Capacity building

- There is a need for consistent use of a training needs assessment with a follow-up questionnaire at the end of the training activities, as well as systematic follow-up activities, in all projects with a large capacity building component. Follow-up activities could take the form of establishing systems for participants to obtain further technical guidance and other types of support, as well as greater attention to the need for creating networks among training participants so that they will share experiences and learn from each other. Systematic follow-up will also allow for easier and timelier collection of information about impact of the training activities by project staff or counterparts, and about obstacles encountered by training participants
- Capacity building activities ideally should be designed in a flexible way, in order to allow for experimentation with different workshop formats (e.g. varying length and location) to suit potential participants and to maximize chances of successful targeting
- It is advisable to conduct capacity building activities for government officials at a time when they have not yet completed the planning process for the next year's activities and budget. This would allow training participants to request time and financial support from their superiors to put into practice their new skills
- Training (and training of trainers) on participatory approaches can promote more effective delivery of training and greater responsiveness of participating organizations to their intended beneficiaries
- Training technical officers without involving senior management officials is not sufficient to develop a conducive environment for application
- Making available a small pool of funds for adding more days to existing training courses (implemented by counterparts) allows TOT participants to better apply their new skills, as was done successfully in the EOW Vietnam chapter. Proposals should be carefully screened and judged in part on the basis of the value that the training materials and methodologies can add to the already existing training.

B. Integrating gender and participatory methodology

- The importance of providing central and provincial level officials with practical examples of approaches and evidence that they are successful at village level cannot be overstated. Visits by senior officials to project locations (such as the visit by the Deputy Minister of MOLISA to an EEOW project location during the second phase) are a highly effective way to encourage results-based policy making and replication of good practices. Village-level officials in turn also need access to objective information about which approaches work and which ones do not. Research to prove the success of new approaches is also important, as qualitative as well as quantitative proof may be needed to persuade policy makers of the need to apply a new approach
- It is important that good practice materials be developed in an appropriate format that responds to the needs of the intended audience
- Development of gender mainstreaming policies and plans (e.g. the decrees resulting from the new Law on Gender Equality in Vietnam and the MOLVT GMAP in Cambodia) is an important and necessary step towards gender mainstreaming of existing policies and practices. Gender mainstreaming policies require follow-up resources (both human and financial) in order for them to lead to actual gender mainstreaming throughout national policies and programmes.

C. Ensuring sustainability of community level empowerment strategies

- Combining activities focusing on economic empowerment (e.g. vocational training, savings and loans) with those focusing on promoting gender equality is a powerful tool to demonstrate how women living in poverty can overcome multiple disadvantages. Most women in EEOW project locations remain subject to unequal gender relations and difficult (or even restricted) access to resources. The project's provision of vocational training on subjects with real potential for improving income-earning capacity (i.e. based on availability of local resources and leading to marketable products) was vital to increase household income. However, increased income alone would not be sufficient to improve women's position in the family, in the community and in society at large. Staff from EEOW and its implementing partners proactively engaged in discussions on gender relations and stimulated women's leadership in self-help groups, women's clubs and other community structures
- Helping women in rural areas to establish and manage business associations is an important step towards economic empowerment. The EEOW project's work to raise awareness about the potential of business associations and to strengthen existing associations has contributed significantly to poor women being able to produce and market new products in a sustainable manner. The collaboration between a gender project (EEOW) and an entrepreneurship project (WEDGE) on this topic has been very fruitful and should provide a blueprint for how entrepreneurship at individual or group levels can contribute to poverty eradication among rural women
- Discussion about possible approaches for building sustainability of self-help groups is a necessary step but is in itself not sufficient to ensure such sustainability. NGOs acting as intermediaries must be encouraged to try out (during the life of a project) a variety of different approaches, which should then be evaluated for their relative merit and the extent to which they can be replicated in other circumstances or locations
- If selection of members of community-based self-help groups is done exclusively by representatives of mass organizations in Vietnam, it means that only the organization's members – who are not necessarily classified as poor – are selected. While working with mass organizations provides a useful institutional mechanism, it has the constraint of not reaching poor people who are not members of these organizations.

9. Annexes

Annex A: Terms of Reference for External Evaluator



Terms of Reference Independent Final Project Evaluation

Project:	ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW) Phase 2 (RAS/06/13/JPN)
Donor:	Japanese Government
Project budget:	600,000 USD
Project duration:	Phase 2 (Jan 2007 – Aug 2008)
Implementing Agency:	International Labour Organization (ILO)
Geographical coverage:	Vietnam Cambodia
Evaluation dates:	July 2008 (20 days: document review, field work, report)
TORs Preparation date:	14 May 2008

1. Introduction and rationale for evaluation

The ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW) Cambodia and Vietnam aims to contribute to the national efforts to alleviate poverty and promote gender equality in the world of work through socio-economic empowerment of women. In 2006, the EEOW project completed the first phase in Cambodia and Vietnam (2002-2006) with a number of good practices in socio-economic empowerment of women and poverty alleviation. During the second phase (2007-2008), the project has focused on sharing good practices in empowering women and alleviating poverty from the first phase with government officials and staff of non-governmental organizations for replication in wider geographical areas. EEOW is scheduled to end in August 2008.

In this context, the project plans to carry out an independent final evaluation to assess progress made towards the achievement of project's objectives and sustainability by identifying the project's outcomes. The project hopes that the findings of the evaluation will be the basis for developing effective strategies to empower women in poverty and promote gender equality in the world of work for existing and future ILO programmes/projects operating in Decent Work Country Programmes as well as for other UN and international and national programmes.

The evaluation will comply with UN evaluation norms and standards; and OECD/DAC Evaluation Quality Standard and the ethical safeguards will be followed.

2. Project background

Following the adoption of the Beijing Platform for Action at the Fourth World Conference on Women in 1995, the ILO has further strengthened its efforts to mainstream gender concerns at all levels within the work of the organization. Within this context, a number of gender-specific programmes and projects were launched including the ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW). This project was launched in Indonesia and Nepal in 1997, in Thailand in 2000 and it was expanded to Cambodia and Vietnam in 2002. EEOW Cambodia and Vietnam completed its first phase in 2006 with number of positive achievements in empowering women in poverty and promoting gender equality in the world of work. The governments of Cambodia and Vietnam requested the ILO to continue the project to share good practices for replication in wider geographical areas, and the government of Japan approved the 2nd phase for duration of 20 months from January 2007 – August 2008.

The key project partners are:

In Cambodia:

- the Ministry of Labour and Vocational Training (MOLVT);
- the Ministry of Women's Affairs (MOWA).

In Vietnam:

- the Ministry of Labour, Invalids and Social Affairs (MOLISA);
- the Vietnam Women's Union (VWU);
- the Vietnam Farmers' Union (VFU);
- the Vietnam Cooperative Alliance (VCA);
- the Vietnam Chamber of Commerce and Industry (VCCI);
- the Vietnam General Confederation of Labour (VGCL).

EEOW Cambodia and Vietnam: 2002-2006

Within the broader aim of poverty alleviation and promotion of gender equality in the world of work, both EEOW Vietnam and Cambodia had the following immediate objectives:

1. To empower poverty-stricken women in the rural area, economically and socially, through gender-oriented employment promotion and poverty reduction schemes at the community level
2. To strengthen the institutional capacity of relevant national and local government and mass organizations in designing, coordinating, implementing, monitoring and evaluating policies and programmes in respect to women's employment promotion and empowerment
3. To identify policy concerns and formulate policy recommendations concerning women's employment promotion and empowerment based on the experience and good practices garnered from the EEOW community-based employment promotion and poverty reduction schemes for purpose of policy advocacy at the national level.

The EEOW's strategies were:

1. Direct assistance to poor women and their families for demonstration purposes

Selected Implementing Partners (IPs) – four NGOs in Cambodia and 5 mass organizations in Vietnam implemented community-based Action Programmes which included various activities such as raising gender awareness, carrying out training on agricultural extension and processing techniques, and vocational and business skills, and establishing and maintaining women's groups in selected villages.

2. Institutional strengthening and capacity building of partner organizations

The project carried out training materials development, training workshops and technical backstopping missions to strengthen IP capacities in implementing their Action Programmes effectively. The training topics included participatory training of trainers, gender awareness raising, gender equality promotion through gender mainstreaming, gender and life skills and fundamental rights at work and in life, gender and enterprise development, participatory project design, monitoring and evaluation, and safe work.

3. Policy advocacy and networking

Experiences from the community-based Action Programmes and capacity building activities had been shared with the project participants and policy makers in various occasions to contribute to the development of gender-responsive employment policies and programmes and removing structural constraints faced by women and men and improving their access to quality employment opportunities.

The project carried out mid-term evaluation in May 2005 and final evaluation at the end of 2006.

EEOW Cambodia and Vietnam: 2007 – August 2008

The objective of the 2nd phase of EEOW Cambodia and Vietnam is to contribute to national efforts in poverty alleviation and promotion of gender equality in the world of work.

The immediate objectives are:

- To strengthen the institutional capacity of relevant national and local government and mass and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work
- To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels
- To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.

The geographical coverage of EEOW Cambodia was expanded from one municipality (Phnom Penh) and three provinces in the phase 1 to one municipality and 16 provinces (Siem Reap, Battambang, Pursat, Banteay Mean Chey, Pailin, Kampong Som, Kampong Chhnang, Takeo, Kampot, Kampong Cham, Svay Rient, Kampong Thom, Prey Veng, Kratie, Kandal, and Rattanak Kiri).

The geographical coverage of EEOW Vietnam was expanded from 3 provinces in the phase 1 to 12 provinces (Thai Nguyen, Yen Bai, Bac Can, Vinh Phuc, Quang Nam, Quang Ngai, Kon Tum, Binh Dinh, An Giang, Tien Giang, Kien Giang, and Dong Thap).

The project made progress in disseminating the EEOW good practices with the provincial officials and building their capacities for the application of the EEOW good practices. In addition, EEOW being one of a few gender-specific projects in this region, the project also worked with many ILO projects in Cambodia and Vietnam to showcase how other projects can promote gender equality by integrating gender issues in their projects.

The project has been executed by the ILO under the overall guidance and supervision of the Chief Technical Advisor (CTA) of the ILO/Japan Multi-Bilateral Programme. Overall coordination, implementation and technical support on gender was provided by the Gender Expert/Project Coordinator in Bangkok. Technical guidance was provided by the specialists of the Subregional Office for East Asia in Bangkok (SRO-BKK),

in particular, the Senior Specialist on Gender and Women Workers' Issues in cooperation with the specialists on microfinance, enterprise development, labour standards, vocational training and workers' activities. Administrative backstopping was provided by the ILO/Japan Multi-Bilateral Programme and the Admin/Finance of the Regional Office for Asia and the Pacific (ROAP).

3. Objectives of evaluation

The main objectives of the independent final evaluation are to:

- Assess whether the project has achieved its objectives
- Identify and document project's good practices which brought positive impacts on the lives of women and other key stakeholders
- Identify lessons learned and key strategies on women economic and social empowerment for future use by the project's partner organizations and possible other actors as well as ILO programmes and projects
- Identify areas that need follow-up by the SRO Bangkok and ILO office in Vietnam and the stakeholders and provide recommendations on how in relation with the existing national programmes and existing and upcoming ILO programmes and projects.

4. Scope and clients of evaluation

- The independent final evaluation will cover the whole duration of the EEOW Cambodia and Vietnam 2nd phase between January 2007 and August 2008

The evaluation will be carried out to provide information for:

- Project team
- Key project partners
- ILO Subregional Office for East Asia in Bangkok and the Office in Vietnam
- Donor

5. Key evaluation questions/analytical framework

The core evaluation concerns for assessing project performance are:

- Relevance and strategic fit of project strategies
- Validity of design
- Effectiveness and outcomes
- Efficiency
- Sustainability, replication and institutionalization of good practices

An example ILO analytical framework and suggested outline for the evaluation report are attached as Annexes 1 and 2 for reference.

Key questions for assessing the effects of project results are:

Local officials:

- Gender mainstreaming: To what extent did local officials learn about gender equality promotion and how did they use this in their work?
- Participatory project management skills: To what extent did they apply the participatory approach?
- Impacts: What are the positive/negative and intended/unintended impacts of the project?
- Sustainability: What are the EEOW project models that they would like to continue after the project's termination? How would they sustain EEOW activities?

- Replication: Has there been replication of EEOW activities in non-EEOW targeted areas? Has there been a change in policies and programmes reflecting the EEOW good practices?

Implementing Partners:

- Gender mainstreaming: To what extent did officials learn about gender equality promotion and how did they use this in their work and in their organization?
- Participatory project management skills: To what extent did they apply the participatory approach?
- Information sharing and networking: To what extent were good practices and lessons learned shared with other institutions at provincial and national levels?
- Impacts: What are the positive/negative and intended/unintended impacts of the project?
- Sustainability: What are the EEOW project models that they would like to continue after the project's termination? How would they sustain these activities?
- Replication: Has there been replication of EEOW activities in non-EEOW targeted areas? Has there been a change in policies and programmes reflecting the EEOW good practices?

Intended beneficiaries: Village women and their families

- Gender needs, concerns and perspectives: To what extent did the project address practical and strategic needs of women and men?
- Economic status and empowerment: To what extent did the project contribute to the increased economic status of women?
- Social status and empowerment: To what extent did the project contribute to the increased social status of women?
- Gender relations: To what extent did the project contribute to improved relationship between the women beneficiaries and their family members? Any changes in terms of distribution of workload, income, and decision-making in the family/community?
- Capacity: To what extent did the training activities contribute to improved livelihood of women and men?
- Involvement in the project cycle: To what extent did the women and their husbands involve in the project design, monitoring and evaluation?
- Impacts: What are the project's intended/unintended impacts (both positive/negative)? Were there any impacts made indirectly to non-targeted women in communities?
- Sustainability: What are the activities that women are still continuing after the project's completion? What do they need for sustainability?

ILO staff:

- Technical assistance and project management. Was the ILO support adequate in terms of quality, quantity and timeliness?
- Cooperation between projects: To what extent did the EEOW project cooperate with other projects? To what extent did the gender-specific EEOW project facilitate the mainstreaming of gender concerns in other projects?
- Decent Work Country Programme (DWCP): To what extent did the project contribute to the overall work of the ILO in Cambodia and Vietnam? Knowledge sharing: To what extent were the good practices and lessons learned shared with other ILO officials.

6. Main outputs

- Key evaluation questions and evaluation framework in English
- The draft evaluation report in English

- The final evaluation report in English
- Evaluation summary (using ILO template)

The quality of the report will be determined by conformance with the quality checklist for evaluation report.

Note: The evaluation will be carried out by an international consultant and a national consultant. They will divide duties and responsibilities among them as they see fit at the start of the mission in line with the time table in the work plan. Should any of the project stakeholders disagree with (parts of) the report, they can submit their views in writing and this record will be attached to the final evaluation report.

7. Methodology

The following is the suggested methodology for the final evaluation of the EEOW project. The methodology can be adjusted by the evaluator(s) if considered necessary for the evaluation process, and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the evaluation manager.

The evaluation will be conducted by an evaluation team who will be responsible for conducting a participatory and inclusive evaluation process. The external independent evaluator(s) will deliver the above evaluation outputs using a combination of methods:

- secondary data* – review the project documents and reports
- interviews* – conduct focused group or in-depth interviews with the key stakeholders
- site visit* – discussions and observations at the EEOW project sites

8. Management arrangements, work plan and time frame

Management arrangements:

Ms. Linda Deelen, Microfinance and Enterprise Development Specialist of SRO Bangkok is the evaluation manager of this final project evaluation.

The ILO Regional Office, through its evaluation focal person, will provide support to the evaluation process and ensure quality control of the process and of the report.

EEOW project management will provide logistical and administrative support for the evaluation.

The tasks of Project Staff

- Preparation for the in-country mission and work of the external Independent Evaluator in cooperation with the evaluation manager, including the detailed schedule, lists of people to be interviewed, including SRO Bangkok and ILO Hanoi's management and backstopping officers, a list of key stakeholders to be interviewed including the donor
- Ensuring project documentation is up to date and easily accessible to the evaluator(s)
- Provision of administrative and logistical support to the evaluator(s) for in-country work, including arrangement of local transportation and a detailed itinerary.

Work plan – preparatory stage

Task	Responsible person	Time frame
Gathering initial input from stakeholders for TOR preparation	Evaluation Manager	
Preparation of TOR	Evaluation Manager	
Sharing of TOR for comments and input	Evaluation Manager	
Finalization of TOR	Evaluation Manager	
Approval of TOR	Regional Evaluation Focal Point	
Selection of consultant and team composition	Evaluation Manager/ Regional Evaluation Focal Person (in consultation with the all concerned)	
Ex-col contract, based on TOR	Project Manager/SRO BKK	
Draft mission itinerary of evaluator, list of key stakeholders to be interviewed, and list of participants for stakeholder workshop	Project Manager	
Local transportation, translations arranged (stakeholder workshop venue also arranged, if any)	Project Manager	
Evaluator briefed on ILO evaluation policy	Evaluation Manager	

Work plan – actual implementation

Dates	Tasks	Responsible persons	Time line
2 days (1 day each in Cambodia and Vietnam)	1. Desk review of all relevant project documents, progress reports, annual reports prepared by the ILO/Japan EEW 2. Prepare a list of the additional secondary information required, if any, and send it to the NPC for further action.	Evaluator	
5 days (2.5 days per country)	3. Have a briefing, debriefing and meetings with concerned ILO officials, and high rank officials and/or representatives of the Ministries responsible for the Project, Project Steering/Advisory Committee members, Employers Organizations and Workers Organizations	Evaluator	
5 days (2.5 days per country)	4. Participate in field visits to meet with Project beneficiaries, local authorities, implementing partners and relevant government officials involving in the Project to listen to their opinions regarding the Project implementation and impacts.	Evaluator	

Dates	Tasks	Responsible persons	Time line
2 days (1 day per country)	5. Document and analyze all of the information gathered; prepare the draft Project Evaluation report in English and send it the Evaluation Manager	Evaluator	
1 day	6. Debriefing and presentation of findings with project staff	Evaluator and project staff	
	7. Evaluation manager reviews the draft report and circulate the first draft report to all stakeholders for comments.	Evaluation Manager	
	8. Evaluation manager consolidates comments from all concerned and send them to the evaluation team for incorporating them into the revised report.	Evaluation manager	
4 days	9. Finalize the project independent final evaluation report in English incorporating the comments/suggestions from the ILO	Evaluator	
4 days	10. Finalize the report incorporating the suggestions/comments	Evaluator	
	11. Regional Evaluation Focal Person reviews the final report.	EFP	
	12. Evaluation Manager submits the final evaluation report to EVAL at HQ for their final approval	EM	
	13. EVAL approves the report and officially submit the report to CODEV for officially submitting it to the donor.	EVAL and CODEV	
Total: 23 working days	The evaluation is scheduled to take place in July 2008.		

9. Qualifications of the External Collaborator

Education: Master's degree in social sciences, economics, or its equivalent in professional experiences. Whatever the degree the candidate holds, she or he must have a proven record of understanding and experiences in gender-specific project design, monitoring and evaluation.

Experiences: At least five years experience in working on gender issues and social development, and, especially, integrating the gender perspective in employment promotion, in project implementation and community development. Familiarity with the gender dimensions of Vietnam macro and micro economic situation in the 1990s and especially after the economic crisis in 1997. Experience in the UN system, relations or past contacts with government department and NGOs would be an advantage.

Language: Excellent knowledge of written and spoken English and knowledge of Khmer and Vietnamese language skills are advantage.

Competency: Good skills in grasping the project situation in a short time frame, analysis, and excellent skills in writing technical reports. Good audience-oriented communication, teamwork and presentation skills. Ability to understand and appropriately respond to ILO's requirements.

Annex 1 (of the TOR)

Sample Analytical Framework¹

The following questions serve as a guide not a blue print. The evaluation team should feel free to assess any other subject as they consider appropriate

Relevance and strategic fit of project strategies

- Does the project address relevant needs of the target groups and institutional partners? Was a needs analysis carried out at the beginning of project reflecting the various needs of different stakeholders? Are these needs still relevant? Have new, more relevant needs emerged that the project should address?
- Have the stakeholders taken ownership of the project concept and approach since the design phase?
- How does the project align with and support national development plans, the national poverty reduction strategy (PRS), national decent work plans, national plans of action on relevant issues (e.g. on employment creation, poverty reduction, gender equality promotion, migration, child labour, anti-trafficking), as well as programmes and priorities of the national social partners?
- How does the project align with and support the ILO's Decent Work Country Programmes and its gender mainstreaming strategy? Has the gender-specific EOW project served as a guide or catalyst for other ILO projects in the country? How well does the project complement and fit with other ILO projects/programmes in the Country or countries of intervention and in the region?
- How well does the project complement and link to activities of other donors at local level? How well does the project fit within the broader local donor context (UN and non-UN, making reference to UNDAF and donor consultative groups where applicable)?

Validity of design

- What was the baseline condition at the beginning of the project 2nd phase? How was it established?
- Are the planned project objectives and outcomes relevant and realistic to the situation on the ground?
- Is the intervention logic coherent and realistic?
- Was gender mainstreamed in the project design?

Effectiveness and outcomes

- Is the project making sufficient progress towards its planned objectives? Will the project be likely to achieve its planned objectives upon completion?
- Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
- Are the project partners using the outputs? Have the outputs been transformed by project partners into expected outcomes?
 - How do the outputs and outcomes contribute to the ILO's global objectives?
 - How do they contribute to gender equality?
 - How do they contribute to the strengthening of the social partners and social dialogue?
 - How do they contribute to poverty reduction?
 - How do they contribute to strengthening the application of labour standards?

¹ Adapted from ILO Evaluation Guidance on Planning and Managing Project Evaluation, DRAFT April 2006.

- How have stakeholders been involved in project implementation? How effective has the project been in establishing ownership among the target groups and the institutional partners at the community, district, provincial and national levels?
- Is the project management and implementation participatory and to what extent is this participation contributing towards the achievement of the project objectives? Has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
- Has the project been appropriately responsive to political, legal, economic, institutional etc. changes in the project environment?
- Has the project produced demonstrated successes, lessons, good practices, failures?
- In which areas (geographic, sectoral, issue) does the project have the greatest achievements? Why this and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the least achievements? What have been the constraining factors and why? How can they be overcome?
- What, if any, alternative strategies would have been more effective in achieving its objectives?

Efficiency of resource use

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost effective? In general, do the results achieved justify the costs? Could the same results have been attained with fewer resources and/or with other partners?
- Have project funds and activities been delivered in a timely manner?

Effectiveness of management arrangements

- Are management capacities adequate?
- Does project governance facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved?
- Does the project receive adequate political, technical and administrative support from its institutional partners? Do implementing partners provide for effective project implementation?
- What is the role of the National Project Advisory Committee? Do the members have a good grasp of the project strategies and its outcomes? How do they contribute to the success of the project?
- How effective is communication between the project team, ILO Hanoi, the Subregional Office and the Regional Office in Bangkok, the responsible technical department at headquarters, CODEV and the donor? How effective is communication between the project team and the national implementing partners?
- Does the project receive adequate administrative, technical and -if needed- political support from the ILO office in the field, field technical specialists and the responsible technical unit in headquarters?
- How effectively does the project management monitor project performance and results?
 - Is a monitoring and evaluation system in place and how effective is it?
 - Is the information needed for the measurement of the indicators available? How are the indicators measured?
 - Is relevant information and data systematically being collected and collated? Is data disaggregated by sex (and by other relevant characteristics if relevant)?
 - Is information being regularly analyzed to feed into management decisions?
- Has cooperation with project partners been efficient?

- Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?
- Has the project made strategic use of coordination and collaboration with other ILO projects and with other donors in the country/region to increase its effectiveness and impact?

Impact orientation and sustainability

- Can observed changes (in attitudes, capacities, institutions etc.) be linked to the project's interventions?
- How far is the project making a significant contribution to broader and longer-term development impact? Or how likely is it that it will eventually make one? Is the project strategy and project management steering towards impact?
- What are the realistic long-term effects of the project on the poverty level and decent work condition of the people?
- Can the project be scaled up during the project period? If so, how do project objectives, strategies and/or timetable have to be adjusted? Is there a need to scale down the project (e.g. if the project duration is shorter than planned)?
- How effective and realistic is the exit strategy of the project? Is the project gradually being handed over to the national partners? Once external funding ends, will national institutions and implementing partners be likely to continue the project or carry forward its results?
- Are national partners willing and committed to continue with the project? How effectively has the project built national ownership?
- Are national partners able to continue with the project? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)?
- Has the project successfully built or strengthened an enabling environment (laws, policies, people's attitudes etc.)?
- Are the project results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of project?
- Can the project approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the project's interventions? If so, how has the project strategy been adjusted? Have positive effects been integrated into the project strategy? Has the strategy been adjusted to minimize negative effects?

Annex 2 (of the TOR)
Suggested Outline for the Evaluation Report²

Title page with key project and evaluation data:

- Project title
 - Project code
 - Type of evaluation (independent)
 - Timing of evaluation (final)
 - Names of the evaluation team
 - Timing of the mission.
1. Brief background on the project and its design logic
 2. Purpose, scope and clients of evaluation
 3. Methodology
 4. Review of implementation if needed
 5. Project performance
 - Relevance and strategic fit of project strategies
 - Validity of design
 - Effectiveness and outcomes
 - Efficiency
 - Impact orientation and sustainability.
 6. Conclusions and Recommendations
 7. Lessons learned, including short stories featuring voices of the beneficiaries and stakeholders

Annexes

- TOR
- Programme of the evaluation mission
- List of persons met
- Documents reviewed.

² Adapted from ILO Evaluation Guidance on Planning and Managing Project Evaluation, DRAFT April 2006.

Annex B: Work Plan for Final Evaluation Mission

30 June – 5 July 2008: Cambodia

Time	Activity
30 June 2008	Arrive in Phnom Penh: TG696 at 0905
14:00 – 17:30	EEOW Cambodia Project Office
1 July 2008	
07:00	Departure for Field trip to Takeo Province, Association of Farmer Development (AFD)
09:00 – 10:00	Focus Group Discussion with beneficiaries from Phase 1 (Women members of Self-Help Groups)
11:30 – 12:00	Meeting with Department of Women's Affairs Ms. Yim Pheary, Deputy Director, PDWA
12:00 – 14:00	Meeting with AFD staff (Mr. Ath Socheat, Mr. Touch Hak, Ms. So Sereidy and Ms. Kouv Pisey)
15:00 – 16:00	Meeting with Khmer Women Handicraft Association
16:00	Return to Phnom Penh
2 July 2008	
07:30	Departure for field visit to Kandal Province – PAD
09:30 – 10:30	Focus Group Discussion with beneficiaries from Phase 1 (women members of Self-Help Groups)
10:30 – 12:00	Meeting with PAD staff (Ms. Chap Chantha)
12:30 – 13:30	Lunch break
14:00 – 15:00	Meeting with Mr. Thul Neang, Director, Provincial Department of Labour and Vocational Training,
15:00 – 16:00	Meeting with Provincial Department of Women's Affairs (Ms. Ngen Sokha, Vice chief of Law protection)
16:00	Return to Phnom Penh
3 July 2008	
09:00 – 10:00	Meeting with Mr. Bory, MOWA/UNDP Partnership on Gender Equality
10:30 – 11:30	Meeting with Cambodia Women's Movement Organization (CWMO)
11:30 – 12:30	Meeting with Ms. Soth Sithon, MOWA/ADB Project on Employment Opportunities for Rural Women
13:30 – 14:00	Meeting with Ms. Em Mealea, World Vision
15:00 – 16:00	Meeting with Mr. Som Sakadavuth, EEOW Focal Point, MOLVT
16:30 – 17:30	Meeting with Ms. Peung Yokhiap, Executive Director, Legal Aid of Cambodia

Time	Activity
4 July 2008	
09:00 – 10:00	Meeting with H.E. Im Sithe, Under Secretary of State, Ministry of Women's Affairs at 9:00 am
10:30 – 11:30	Meeting with Dr. Hem Chantha, Director and Ms. Moul Marany, Preah Kosamak Poly Technical, MOLVT
14:00 – 15:00	Meeting with Mr. Chea Sophak, Cambodian Federation of Employers and Business Associations, CAMFEBA
15:30 – 16:30	Meeting with Ms. Phoun Phoury, Officer of Gender Office, TVET Department at 15:30 pm
16:30 – 17:30	Meeting with Mr. Lim Phai, USG

13-18 July: Vietnam

Time	Activity
14 July 2008	
09:00 – 14:00	EEOW Vietnam Project Office
14:00 – 15:00	ILO Director and Programming Unit
15:00 – 16:30	ILO Projects
15 July 2008	
08:30 – 10:30	Project Advisory Committee
10:30 – 12:00	MOLISA
14:00 – 16:00	EEOW VN Project Office
16:30 – 19:00	Hanoi – Thai Nguyen (by car)
16 July 2008 Thai Nguyen Province	
09:00 – 10:30	Focused Group Discussion with commune officials of La Hien commune (a target commune of Thai Nguyen VWU Action Programme in phase 1)
10:30 – 11:30	Focused Group Discussion with women's club in Lai hamlet in La Hien commune
11:30 – 12:00	Visit to home of a woman beneficiary
14:00 – 14:30	Meeting at Thai Nguyen VWU
14:30 – 16:30	Focused Group Discussion at DOLISA office with DOLISA, VWU, VFU and VCA of Thai Nguyen Province
16:30 – 18:30	Thai Nguyen – Bac Can (By car)
17 July 2008 Bac Can Province	
08:30 – 11:00	Focused Group Discussion at DOLISA office with DOLISA, VWU, VFU and VCA of Bac Can Province
12:00 – 16:30	Return to Hanoi
18 July 2008	
09:00 – 12:00	EEOW VN Project Office
15:30 – 16:30	Debriefing with ILO Hanoi Director, Programming Unit and EEOW project staff

Annex C: Guiding Questions for the Evaluation

Questions for beneficiaries:

- What activities did the project organize/did you attend in your community?
- What changes have you observed in your life and in your community since then?
- What changes have happened in your family and in your relationship with your husband?
- Did your husband approve or disapprove of your membership? What did you do about this? Does he still disapprove?
- Has your husband also attended project activities?
- Has there been an increase or decrease in domestic violence?
- Who are the club's/group's leaders? How often are the leaders elected (if at all)?
- Are there many women who want to become members? What do you do about this?
- What topics would you like to know more about?
- Does the group do savings or credit activities together? How does it work? What does the group do with the profits/members' fees? What other sources of finance exist?
- What are your expectations and hopes with regard to the club/group?
- Will the group still exist five or ten years from now? What is needed to sustain and strengthen it?

Questions for training participants (government and mass organizations):

- What activities did the project organize/did you attend and when?
- How would you describe your level of understanding of the concepts and skills?
- What changes have you observed since the training, in your own work and in your organization?
- What have you done in your own work or organization to integrate gender (apply the new concepts learned)? What have you achieved and what have been the obstacles?
- Do you now apply participatory approaches in your work? What have been the achievements and obstacles?
- Are you using the project's training materials? If yes, which parts and how?
- Have you reported any such changes to your national managers? Have they supported you?
- What impact has this had on your ultimate beneficiaries or the people you serve?
- Have you met with other training participants since the training activities?
- Have you been able to request support or additional information in case there were things that you did not understand well?
- What suggestions do you have for the project in terms of improvements or how to do things better in future projects?

Questions for institutional partners (PAC/PSC members):

- Does the project address relevant needs? Are the strategies appropriate for meeting these needs?
- What has been the project's impact (separately listed for each Immediate Objective)?
- How could gender be mainstreamed (better) into national programmes and policies? What obstacles need to be overcome and how is this best done? How has the project helped? Does ILO have sufficient information about national policies and programmes?
- Have PAC/PSC members visited the communities/communes where groups/clubs were established? If yes, what have they learned from this? How can the community/commune level practices of the project be given more publicity among policy makers?
- What is your opinion on the project's management and on communication with the project's staff? What are your recommendations for future improvements in the implementation of ILO projects?
- What suggestions do you have for improvement or for future projects on this topic?

Annex D: List of Interviewees in Cambodia and Vietnam

Cambodia

PSC

H.E. Im Sithe, Under Secretary of State, Ministry of Women's Affairs
Mr. Som Sakadavuth, EOW Focal Point, Ministry of Labour and Vocational Training
Ms. Peung Yokhiep, Executive Director, Legal Aid of Cambodia
Ms. Tep Kimvannary, President, Cambodia Women's Movement Organization (CWMO)
Ms. Chhorn Sokha, Staff, CWMO
Mr. Chea Sophak, Cambodian Federation of Employers and Business Associations

Project personnel

Ms. Aya Matsuura, Gender Expert and Project Coordinator, EOW Cambodia and Vietnam
Ms. Heng Seltik, Project Coordinator, WEDGE Cambodia
Ms. Ly Somana, Project Coordinator, EOW Cambodia
Ms. Socheata, Secretary, EOW and WEDGE

Project partners

Mr. Pen Bory, Staff, MOWA/UNDP Partnership for Gender Equality
Ms. Soth Sithon, MOWA/ADB Project on Employment Opportunities for Rural Women
Ms. Em Mealea, World Vision

Direct and intended beneficiaries

Phnom Penh

Dr. Hem Chantha, Director, Preah Kosamak Poly Technical, Ministry of Labour and Vocational Training
Ms. Moul Marany, Preah Kosamak Poly Technical, Ministry of Labour and Vocational Training
Ms. Phoun Phoury, Officer of Gender Office, TVET Department, Ministry of Labour and Vocational Training
Mr. Lim Phai, Urban Sectors Group

Kandal province

Ms. Ngen Sokha, Vice Chief of Law Protection, Provincial Department of Women's Affairs
Mr. Thul Neang, Director, Provincial Department of Labour and Vocational Training
Ms. Chap Chantha, Executive Director, People Association for Development
Women members of Self-help groups

Takeo province

Ms. Yim Pheary, Deputy Director, Provincial Department of Women's Affairs
Mr. At Socheat, Mr. Touch Hak, Ms. So Sereidy and Ms. Kouv Pisey, Staff, Association of Farmer Development
Leader, Khmer Women Handicraft Association
Women members of Self-help groups and their husbands

Vietnam

MOLISA and PAC

Mr. Trung, Vice-Director of the Bureau for Employment
Ms. Tran Thi Thang, Project Focal Point, Bureau for Employment
Ms. Tran Thu Phuong, Women's Issues, Vietnam General Confederation of Labour
Mr. Dao Ngoc Thanh, Employers' Office, Vietnam Chamber of Commerce and Industry
Mr. Nguyen Anh Dung, International Cooperation Department, Vietnam Cooperative Alliance
Ms. Lai Thi Bich, Department of Social Affairs, Vietnam Farmers' Union
Ms. Nguyen Bich Thuy, Research Institute of Women Workers and Gender, MOLISA
Mr. Nguyen Duc Hoan, Bureau for Social Protection, MOLISA
Ms. Pham Nguyen Cuong, Department of Gender Equality, MOLISA

Project personnel

Ms. Aya Matsuura, Gender Expert and Project Coordinator, EOW Cambodia and Vietnam
Ms. Nguyen Kim Lan, National Project Coordinator
Ms. Ha Thi Minh Duc, Project Assistant

ILO Hanoi Office

Mrs. Rie Vejs-Kjeldgaard, Director of ILO Office in Vietnam
Ms. Doan Thuy Quynh, Programme Officer, ILO Office in Vietnam
Ms. Do Thanh Binh, Programme Officer, ILO Office in Vietnam
Ms. Shafinaz Hassendeed, Programme Officer, ILO Office in Vietnam
Mr. Joseph David Lowther, CTA, Labour Market Project
Ms. Nguyen Thi Bich Van, NPC of the Microfinance project
Ms. Nguyen Thi Linh Van, NPC of the TICW project

Thai Nguyen Province

VWU

Ms. Nguyen Quynh Huong, Vice Director, Employment Services Centre 20/10, Provincial Project coordinator
Ms. Nguyen Quynh Hoa, Employment Services Centre 20/10

VFU

Mr. Vu Duc Hoa, Head of the Social-Economic Committee
Mr. Nguyen Ngoc Anh, staff
Mr. Nguyen Van Hung, Vice Director, Vocational Training Center

DOLISA

Mr. Le Ngoc Lien, Head of the Social Protection Section
Mr. Ban Phuc Quang, Staff

VCA

Mr. Nguyen Ngoc Minh, Head of the Movement Committee
Mr. Nguyen Trong Thuy, Staff

La Hien commune

Ms. Nguyen Thi Chin, Chairwoman, Commune People's Committee

Mr. Ap, Chairman, People's Council

Ms. Hac Thi Tinh, Chairwoman, Women's Union

Mr. Lang Van Phong, Chairman, Farmers' Union

Mr. Nguyen Doan Xuat, Chairman, Veteran Association

Mr..., Chairman of the Fatherland Front

34 members of Lai Hamlet

Bac Can Province

VWU

Ms. Trieu Thi Tham, staff

VFU

Mr. Ha Thanh Cuong, staff

Ms. Trang, staff

DOLISA

Mr. Nguyen Van Phu, Head of Labour – Employment Division

Ms. Ngo Thi Thuy, staff

Ms. Nong Thi Ha, staf

VCA

Ms. Tran Thi Hien, staff

Mr. Ban Van Phong, staff

Annex E: Overview of Replication Activities in Target Communes from First Phase

(based on reports from Implementing Partners until 30 June 2008)

	TNWU (La Hien commune)	TNFU (Son Phu commune)	QNWU (Tien Tho and Tien My commune)	QNVCA (Que Son commune)	AGWU (An Thanh Trung and An Hoa commune)
No. of Women's clubs (WCs)	<ul style="list-style-type: none"> • Phase 1: 15 clubs = 300 women • Now: 15 clubs = 496 (450 women, 46 men) (new women and men have joined) 	<ul style="list-style-type: none"> • Phase 1: 14 clubs = 380 women • Now: 14 clubs = 490 members (455 women and 45 men) (new women have joined) 	<ul style="list-style-type: none"> • Phase 1: 8 clubs = 200 women • Now: 8 clubs = 365 women (new women have joined) 	<ul style="list-style-type: none"> • Phase 1: 8 clubs = 240 women; 1 women cooperative: 36 women • Now: 10 clubs = 390 women; 1 women cooperative: 36 women (new women have joined) 	<ul style="list-style-type: none"> • Report from AGWU not yet received. It is expected that the data would be the same as other partners based on regular communications with the Implementing Partner
Regular meetings of WCs	Every 2-3 months	Every 3 months	Every 2-3 months	Every 3 months	
No. of new local women in the 2 nd phase retrained/ transferred skills/ techniques by targeted women beneficiaries from the 1 st phase	135 women	58 women	165 women	105 women	
No. of target women maintaining trained skills/techniques	<ul style="list-style-type: none"> • Rice planting: 300 women • Tea planting: 71 women • Pig raising: 76 women • Business (trading): 50 women 	<ul style="list-style-type: none"> • Tea planting and processing: 230 women • Bamboo and rattan weaving: 50 women • Business (trading): 50 women 	<ul style="list-style-type: none"> • Mushroom planting: 173 women • Grass planting and cow raising: 123 women • Business (trading): 56 women 	<ul style="list-style-type: none"> • Grass planting and cow raising: 110 women • Mushroom planting: 50 women • Business (trading): 50 women 	
Poor household situation in target women group as of June 2008	<ul style="list-style-type: none"> • 50 women remained officially poor (as applying new poverty criteria) • 200 nearly poor women • 50 women escaped poverty 	<ul style="list-style-type: none"> • 60 women remained officially poor (as applying new poverty criteria) 	<ul style="list-style-type: none"> • 30 women remained officially poor (as applying new poverty criteria) out of 200 women • 48 nearly poor women 	<ul style="list-style-type: none"> • 60 women remained officially poor (as applying new poverty criteria) out of 240 women • 30 nearly poor women 	
No. of Educators on gender, life skill and rights maintaining activities in the 2 nd phase	30 (15 women and 15 men)	40 (26 women and 14 men)	30 (19 women and 11 men)	25 (14 women and 11 men)	

	TNWU (La Hien commune)	TNFU (Son Phu commune)	QNWU (Tien Tho and Tien My commune)	QNVCA (Que Son commune)	AGWU (An Thanh Trung and An Hoa commune)
Number of people reached by Commune Educators until June 2008	<ul style="list-style-type: none"> • 2,153 men time • 4,324 women time • 1,200 high school pupils 	<ul style="list-style-type: none"> • 1,167 men time • 3,124 women time 	<ul style="list-style-type: none"> • 1,885 men time • 1,109 women time 	<ul style="list-style-type: none"> • 300 women • 300 men 	
Status of women Commune leaders and officials, and activities on gender mainstreaming and participatory approach	<ul style="list-style-type: none"> • No. women official/leaders increasing: <ul style="list-style-type: none"> – People Committee Office: 9/23 women (Newly voted Chairperson is a woman) – Party Committee: 3/15 women – 7/21 general secretary of Party women – 1/15 hamlet leader (the 1st women hamlet leader ever here) 	<ul style="list-style-type: none"> • Organize participatory meeting on community planning for local men and women • Gender mainstreaming in cow raising project funded by TNFU (beneficiary included both men and women) 	<ul style="list-style-type: none"> • Integrate gender in community activities • Invite local people to attend meeting and contribute comments/ideas in developing community economic and social planning • Local people participate in deciding, constructing and monitoring the Commune Culture House 	<ul style="list-style-type: none"> • Commune organized a participatory planning meeting including local people (both women and men) to decide cultivation and animal raising plan for the commune. 	

Annex F: Overview of Activities Implemented by the EOW Project during Second Phase in Cambodia

Project Narrative/Activities	Date	Location	Remarks
Immediate Objective 1: To strengthen the institutional capacity of relevant national and local government and civil society organizations in designing, implementing, monitoring and evaluating gender-sensitive policies and programmes and in cooperation between labour and gender networks to promote gender equality in the world of work.			
Workshop on Promoting Gender Equality in Cambodia's Trade Union Movement	25-26 June 2008	Kirirom, Kampong Speu	31 participants (14 women and 17 men) who are Project Advisory Committee (PAC) members of the ILO Workers Education Project (WEP), leaders of trade unions and the Cambodia Women's Movement Organization (CWMO).
Workshop on Women Workers Rights, Gender Equality and Violence against Women in Selected Enterprises	23 December 2007	Kampong Cham	30 female participants (12 from garment factory and 18 are teachers.
Three 5 day Training of Trainers (TOT) Regional workshops on GET Ahead	1. 17-21 September 2007 2. 15-19 October 2007 3. 3-7 December 2007	1. Siem Reap 1. Phnom Penh 2. Kampong Cham	1. 29 participants (16 women/15 from MOLVT, 6 from MOWA, 8 from NGOs) 2. 26 participants (17 women) 3. 24 participants (11 women)
Three 5 day TOT workshops on WWR&GE and OSH	1. 18-22 February 2008 2. 17-21 March 2008 3. 31 March – 4 April 2008	1. Kratie 2. Shihanoukville 3. Siem Reap	1. 28 participants (20 women) 2. 22 participants (13 women) 3. 28 participants (18 women)
Three 5 day workshops on Gender Mainstreaming and Participatory Project Design, Monitoring and Evaluation	1. 19-23 May 2008 2. 9-13 June 2008 3. 23-27 June 2008	1. Kampong Cham 2. Battambang 3. Shihanoukville	1. 25 participants (12 women) 2. 30 participants (14 women) 3. 20 participants (11 women)
Finalize the GMPDME Guide for application	May 2007	Draft developed but not yet finalized	The manual validated and finalized and to be printed.
Immediate Objective 2: To support the application of gender and labour legislation and policy development to apply gender mainstreaming and participatory approaches in employment promotion and poverty reduction policies and programmes for adoption at local, provincial and national levels			
Printing/distribution of the EOW Cambodia brochure featuring good practices in Khmer and English	Early 2007 on wards	Phnom Penh and provinces	1,000 in English and Khmer each printed

Project Narrative/Activities	Date	Location	Remarks
Workshop on Final Evaluation Findings Review and Project Phase 2 Planning	25-26 January 2008	Phnom Penh	66 participants (39 women) representing MOWA, MOLTV and other line ministries, Implementing Partners (AFD, Angkor Participatory Development Organization – APDO, PAD, USG), target groups, and local authorities in the project areas.
Technical assistance in developing the Gender Mainstreaming Action Plan (GMAP)	Throughout 2007-2008	Phnom Penh	
First Consultative Workshop on Developing Gender Mainstreaming Action Plan (GMAP) of the Ministry of Labour and Vocational Training (MOLVT)	1 October 2007	Phnom Penh	87 participants (39 women) representing MOLVT, MOWA at central and provincial levels, workers' and employers' organizations, EEOW Implementing Partners, and UNDP
Second Consultative Workshop on Draft GMAP of MOLVT	3 January 2008	Phnom Penh	111 participants (55 women) representing MOLVT, MOWA at central and provincial levels, other line ministries, workers' and employers' organizations, EEOW Implementing Partners and UNDP
Launch of the Gender Mainstreaming Action Plan in the Labour and Vocational Training Sectors 2008-2010 and Learning from the ILO/EEOW best practices	20-21 August 2008	Phnom Penh	102 (65 women) participants representing MOLVT, MOWA, other line ministries, workers' and employers' organizations, civil society organizations, EEOW Implementing Partners and intended beneficiaries, donors, and ILO.
Participate in meetings on Technical Working Group on Gender (TWGG) of MOWA	Bi-monthly	On-going activities	Young Vin, and Heng Seltik took turns and participated.
Immediate Objective 3: To strengthen local support systems for and with women in communities in poverty and make them sustainable through the participatory design and implementation of the project-exit strategy and networking in EEOW project sites.			
Three day workshop on Business Groups Formation	28-30 March 2008	Siem Reap	30 participants including representatives of women's groups set-up under EEOW phase 1

Project Narrative/Activities	Date	Location	Remarks
Refresher Workshops on Operation of the Self-Help Groups (SHGs) under AFD	<ol style="list-style-type: none"> 1. 14-15 August 2007 2. 21-22 August 2007 3. 28-29 August 2007 	<ol style="list-style-type: none"> 1. At Wat Tamoun Pagoda for villagers from Chroy Prey Thom and Choe Teal Plos 2. At Wat Damrei York Tuk for villagers from Svay Run and Sre Ta Sok 3. At Wat Tamoun Pagoda for villagers from Thnal Lork, Pum Ed and Choe Teal Plos. 	<p>Seventy-eight SHGs representatives (2 men and 75 women) participated in total of three workshops.</p> <p>The breakdown of the participants is as follows:</p> <ol style="list-style-type: none"> 1. 27 participants (26 women and 1 man) 2. 26 participants (24 women and 2 men) 3. 26 participants (all women).
Two one day workshops on strengthening the market federation	<ol style="list-style-type: none"> 1. 8 June 2008 2. 8 November 2008 	Phnom Penh	20 micro-vendors who are leaders and members of the market federation
<p>Three refresher workshops to support village banks under PAD</p> <ol style="list-style-type: none"> 1. Workshop on Financial Education for Family with Working Children 2. Workshop on Financial Education for Family with Working Children 3. Workshop on Leadership and facilitating skills 	<ol style="list-style-type: none"> 1. 15-17 January 2008 2. 22-24 January 2008 3. 29-30 January 2008 	Kandal Province	<ol style="list-style-type: none"> 1. 26 participants 2. 26 participants 3. 17 participants <p>Women's participation is minimum 50 per cent.</p>

Annex G: Overview of Activities Implemented by the EOW Project during Second Phase in Vietnam

Narrative description	When	Where	Remark
Immediate Objective 1: To strengthen the institutional capacity of relevant national and local government and mass organizations			
Finalize and publish the training manual “Gender Equality, Fundamental Rights and Skills in Life and at Work”	March 2007	Hanoi	
Finalize the training manual “Gender Mainstreaming and Participatory Project Design, Monitoring and Evaluation”	June 2008	Hanoi	
Organize 1 refresher TOT workshop on “Gender Equality, Life Skills and Fundamental Rights in life and at work” for partners in phase 1	July 2007	Hanoi	32 participants (27 women and 5 men)
Organize 3 TOT workshops on “Gender and Participatory Training Methods and Skills” for partners in phase 2	September – October 2007	Quang Ngai, Dong Thap, Thai Nguyen	77 participants (41 women and 36 men)
Organize 3 TOT workshops on “Gender and Entrepreneurship Together (GET Ahead)” for partners in phase 2	October – November 2007	Quang Nam, An Giang, Vinh Phuc	75 participants (41 women and 34 men)
Organize 3 TOT workshops “Gender Equality, Fundamental Rights and Skills in Life and at Work” for partners in phase 2	December 2007 – January 2008	Tien Giang, Kon Tum, Bac Can	87 participants (47 women and 40 men)
Organize 3 TOT workshops on “Gender Mainstreaming and Participatory Project Design, Monitoring and Evaluation” for partners in phase 2	May – June 2008	Binh Dinh, Kien Giang, Yen Bai	87 participants (53 women and 34 men)
Support some Partners to conduct total 21 training courses on “Gender Equality, Fundamental rights and Life skills” and “GET Ahead” for local women and men in communities in phase 2	March – May 2008	Dong Thap, An Giang, Tien Giang	Total 630 participants (365 women and 265 men)
Immediate Objective 2: To support the application of gender and labour legislation and policy development			
Translate “Gender Mainstreaming Strategy Toolkit” and validate it with partners	August 2007 – April 2008	Hanoi	
Organize a National Policy Workshop to disseminate good practices from EOW in phase 1 and how to replicate them to new provinces in phase 2	June 2007	Hanoi	71 participants (45 women and 26 men)
Participate the Mekong Women’s Forum “Women Solidarity and Empowerment against Human Trafficking and Discrimination” organized in cooperation with ILO Project “Combating of Trafficking Women and Children”. In the forum the Project shared our good lessons on “Socio-Economic Empowerment of Women and Young Girls”.	July 2007	Hanoi	
Finalize report of the Study of Policies on Employment Promotion and Poverty Reduction	December 2007	Hanoi	

Narrative description	When	Where	Remark
Organize PAC meeting to report the progress of the project in 2007 and discuss work plan in 2008	January 2008	Hanoi	18 participants (11 women and 7 men)
Organize Policy Seminar on “Gender Mainstreaming in Social and Labour Legislations”	April 2008	Quang Ninh	62 participants (42 women and 20 men)
Work with ULSA to develop a Curriculum on “Gender and Development” and organize TOT on this Curriculum for ULSA’s professors	October 2007 – August 2008	Hanoi	18 participants (14 women and 4 men)
Coordinate ILO’s comments/inputs to the drafting of 3 Decrees of Law on Gender Equality managed by Ministry of Justice & MOLISA	December 2007 – August 2008	Hanoi	
Project Final Review and Sharing – Closing workshop	August 2008	Hanoi	
Immediate Objective 3: To strengthen local support systems for and with women in communities in poverty and make them sustainable			
Organize refresher training on (i) “group management and facilitation” for leaders of women’s clubs (6 courses); (ii) “gender mainstreaming and participation” for commune local leaders/officials (7 courses); (iii) “Gender Equality, Fundamental Rights and Life Skills” for commune educators (9 courses), in 7 target communes in phase 1	October 2007 – January 2008	Thai Nguyen, Quang Nam, An Giang	Total 670 participants (475 women and 195 men)
Provincial Partners in phase 1 have continuously had follow-up support to the project – established networks in targeted communes in phase 1	October – December 2007	Thai Nguyen, Quang Nam, An Giang	
Conduct regular reporting system among target communes, provincial Partners and Project Office for updating and technical follow-up support	January 2007 – August 2008		

This report presents the findings, conclusions and recommendations of the Independent Final Evaluation of the ILO/Japan Asian Regional Programme on Expansion of Employment Opportunities for Women (EEOW) Cambodia and Vietnam. The goal of the project was to contribute to the national efforts to alleviate poverty and promote gender equality in the world of work through socio-economic status of women. After a first phase (2002-2006) had completed in Cambodia and Vietnam, a second phase of twenty months officially started in January 2007, with the aim of replicating good practices in gender mainstreaming, participatory approaches, and women's socio-economic empowerment throughout existing national programmes. The evaluation took place in July 2008 and the main purpose of the final evaluation was to improve knowledge concerning promotion of gender equality and women's socio-economic empowerment, with a view to improved design and implementation of future projects by the ILO, constituents, and other implementing partners.

The evaluator found that the project was generally well managed in both countries and received timely and effective technical support. Collaboration with other projects enhanced its impact in terms of greater numbers of participants and more effective use of resources. Both the excellent training materials on gender equality developed through the EEOW project and the expanded pool of trainers and resource persons with capacity to promote gender equality, gender mainstreaming and participatory approaches provide good building blocks for future initiatives towards gender equality by the Government and social partners.

**ILO/Japan Multi-bilateral Programme
International Labour Organization
Regional Office for Asia and the Pacific**

10th Floor, Block B, United Nations Secretariat Building
Rajdamnern Nok Avenue, Bangkok 10200 THAILAND
Tel: +662 288 1720 Fax: +662 288 1023
Email: bangkok@ilo.org Website: www.ilo.org/asia

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