

Independent Thematic Evaluation of the
ILO-Irish Aid Partnership Programme II 2004-2007
(final evaluation of second phase)

Final Report

12 November 2007

Technical cooperation projects covered by the evaluation:

- Promoting Women's Entrepreneurship Development and Gender Equality (WEDGE) (Phase II) INT/04/64/IRL, responsible administrative unit: EMP/SEED
- Developing Entrepreneurship among Women with Disabilities (DEWD) (Phase II) INT/04/65/IRL, responsible administrative unit: EMP/SKILLS
- Promoting the Employability and Employment of People with Disabilities through Effective Legislation (PEPDEL) (Phase II) INT/04/66/IRL, responsible administrative unit: EMP/SKILLS

Evaluation team:

Seetharam Mukkavilli (independent consultant, evaluation team leader and author of the report)

Judith Hoyles (ILO)

Patrick Empey (Irish Aid)

Seetharam Mukkavilli
DevTech Solutions
9 Cardigan Close,
Woking GU21 8YP
United Kingdom

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Seetharam Mukkavilli, Ph.D. PMP

Team Leader

E-mail: devtechs@gmail.com

Tel. +44-1483-473975

Acronyms

ADB	Asian Development Bank
AfDB	Africa Development Bank
AIDS	Acquired Immunodeficiency Syndrome
AU	African Union
BDS	Business development services
BMF	Biwako Millennium Framework
CODEV	Department of Development Cooperation (ILO)
COMESA	Common Market for Eastern and Southern Africa
DAC	Development Assistance Committee (OECD)
DEWD	Developing Entrepreneurship among Women with Disabilities
DPO	Disabled People's Organisation
DFID	Department for International Development (United Kingdom)
DWCP	Decent Work Country Programme
EVAL	Evaluation Unit (ILO)
FAMOS	Female and Male Operated Small Enterprises
FAO	Food and Agriculture Organisation
GET Ahead	“Gender and Entrepreneurship Together” – Toolkit for Women in Enterprise Training Package and Resource Kit
GTZ	German Agency for Technical Co-operation
HIV	Human Immunodeficiency Virus
IDP	Internally Displaced Person
ILO	International Labour Office
IYES	Improve Your Exhibition Skills
KEQ	Key evaluation question
Lao PDR	People's Democratic Republic of Lao
LCSDPA	Lao Community Sustainable Development Promotion Association
LSN	Labour and Society Newspaper
MOLISA	Ministry of Labour, Invalids and Social Affairs
MOWE	Month of Woman Entrepreneur
MSE	Micro and small enterprise
NGO	Non-governmental organisation

NPAG	National Project Advisory Group
NPC	National Programme Coordinator
PAC	Project Advisory Committee
OECD	Organisation for Economic Co-operation and Development
PEPDEL	Promoting the Employability and Employment of People with Disabilities through Effective Legislation
SEED	Small Enterprise Development Department (ILO)
SIYB	Start and Improve Your Business
SKILLS	Skills and Employability Department (ILO)
SME	Small and medium enterprise
SMEDPO	Small and Medium Enterprise Promotion and Development Office (Lao PDR)
SNV	Netherlands Development Organisation
SRO	Sub-regional Office (ILO)
SYB	Start Your Business
TICW	ILO Mekong Sub-regional Project to Combat Trafficking in Children and Women
TOR	Terms of reference
TOT	Training of trainers
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
VCCI	Vietnam Chamber of Commerce and Industry
VGCL	Vietnam General Confederation of Labour
VNAH	Vietnam Assistance for the Handicapped
WEA	Women Entrepreneurs' Association
WED	Women Entrepreneurship Development
WEDGE	Promoting Women's Entrepreneurship Development and Gender Equality
ZAPD	Zambia Agency for People with Disabilities
ZFAWIB	Zambia Federation of Associations of Women in Business

Executive summary

Purpose and scope of the evaluation

The thematic evaluation aims to assess the relevance, effectiveness, efficiency, sustainability and impact of the ILO-Irish Aid Partnership Programme II 2004-2007 to build sustainable capacity development of their strategic and implementing partners in mainstreaming disability and women entrepreneurship. The intention is to draw lessons from the interventions in how to support capacity development in the future. It is targeted at senior managers in Irish Aid and the ILO as well as the national stakeholders. The thematic evaluation covered three components (technical cooperation projects) funded by the Irish-Aid-ILO Partnership Programme: *Promoting Women's Entrepreneurship Development and Gender Equality (WEDGE)*, *Developing Entrepreneurship among Women with Disabilities (DEWD)*, and *Promoting the Employability and Employment of People with Disabilities through Effective Legislation (PEPDEL)*.

Background of the components covered by the evaluation

The objective of WEDGE and DEWD is to develop entrepreneurship among women, particularly for women with disabilities using a three-pronged strategy built on knowledge creation and dissemination, advocacy, and service delivery. The objective of PEPDEL is to improve the employment opportunities of disabled persons through better legislation. Its strategy consists mainly of knowledge building and technical support to key partners for developing such legislation.

All three projects were inter-regional projects with sites in various countries in Asia and Africa. All were at the end of their second phase aspiring to continue through new funding from the new Irish Aid-ILO Partnership Programme.

Methodology of the evaluation

The evaluation was carried out by a team led by an independent consultant and consisted of representatives of the Irish Aid and the ILO.

The methodology included desk reviews and short field visits to Lao PDR and Vietnam in Asia and Zambia in Africa. The primary data was gathered through key informant interviews and discussions with stakeholders in the ILO and the partners. All arrangements including selection of countries, drawing up program schedules, identification of respondents and logistic arrangements were done by the ILO.

A major limitation of the evaluation was lack of adequate time for desk review, field observation and reflection within the evaluation team. In the report, each key evaluation question is discussed along with the pertinent observations and findings, conclusions and recommendations. The report includes six good practice illustrations, two country case studies and lessons learnt.

Main findings and conclusions

The evaluation found that the activities supported through the Partnership programme fitted well with both the Regional Office and Country Programme priorities. In all the

countries visited, the ILO was an important player. The activities were relevant and consistent with the needs of the partner organisations.

In terms of a definition for capacity building or a strategy, the Partnership Programme does not appear to have one. In practice, capacity building meant use of a cascade model with development and adaptation of WEDGE tools and guides for training, conduct of training of trainer and entrepreneur training activities, trade fairs, vocational training and advocacy for legislation favouring the employment of persons with disabilities.

In case of WEDGE, there was near universal recognition of their utility and commendation for the tool-kits developed. The programme was included as part of the ILO's Decent Work Country Programmes in two of the visited countries (Zambia and Vietnam). It was mainstreamed into other ILO projects such as ILO-IPEC Project on "Combating Trafficking in Women and Children" in Lao PDR and the "ILO Time Bound Project on the Elimination of the Worst Forms of Child Labour" in Cambodia. An impact assessment showed that women entrepreneurs in the target provinces in Lao PDR significantly increased their sales and profits.

Following the recommendation of the mid-term evaluation, DEWD and WEDGE were combined in Africa to mainstream disability concerns into the women entrepreneurship development programmes. This experience has not been conclusive though inclusiveness was well appreciated.

Programme country selection does not appear to be systematic based on clear criteria. There was a lack of systematic approach to capacity building required by the partners. Selection of participants lacked clear criteria in some places. In order to improve programme effectiveness and efficiency, the ILO should reinforce its side of the partnership with technical support in the field as the amount and location of the ILO's existing technical support appears to be inadequate. The recommendations address these in order to strengthen the programme and offer suggestions for improvement.

Main recommendations

The main recommendations of the evaluation were the following:

1. Develop clear-cut policy and guidelines for the field staff on how to identify capacity gaps and the specific role the stakeholders could play in this regard
2. Match individual capacity building with organisational capacity building of the partner organisations.
3. Extend the programme to the next phase in order to sustain results
4. Invest in creating appropriate infrastructure for the full participation of persons with all types of disabilities
5. Support vocational training of persons with disabilities in readily marketable skills.
6. Streamline performance measurement and impact assessment at different levels of the results chain.

7. Develop a comprehensive ‘knowledge management’ strategy to widely share the rich experiences, lessons and models emanating from the Irish Aid Partnership programme
8. Strengthen technical support in the field in the realm of mainstreaming disability.
9. Decentralise programme management from region/sub-region level to country level.
10. Develop an exit strategy for phase-out from programme countries.
11. Maximise the knowledge base of both the partners to mainstream gender and disability.
12. Consider setting up centres of excellence aimed at policy and systemic changes in programme countries in collaboration with local institutions.
13. Establish a small ‘Task Force’ of experts in the ILO to extend the reach of the training resources globally.
14. Develop training material on ‘quality assurance’ of entrepreneurship development activities.

Important lessons learned

Knowledge base creation in the form of situational assessments could inform the capacity building initiatives, provided the results of such assessments are considered at the stage of programme planning.

Stakeholder engagement through project planning workshops is likely to have beneficial effects in terms of timely execution of the activities.

Programmes targeting deprived groups such as disabled women are more likely to succeed if they integrate entrepreneurship development along with vocational training and basic education.

In the absence of effective provision for access to finance, entrepreneurship development alone may be of limited value in terms of job creation.

In terms of the entry points to reach the vulnerable, it is clear that for macro level change the federal and provincial level government seems to be a good entry point whereas for micro-level change BDS providers, community based associations and NGOs provide a good entry point.

Integrating women’s entrepreneurship development can help while dealing with problems such as illegal human trafficking, child labour, etc.

Use of national project advisory groups provides a forum for members from various stakeholder groups such as government, employers’ organisations and trade unions to engage in a dialogue and learn from each other’s knowledge and experience.

Enabling the direct beneficiaries to organise themselves tends to increase their access to critical inputs such as financial capital and develop linkages with business service providers.

Chapter I. Introduction

The purpose of this chapter is to provide an outline of the report, a brief description of the ILO-Irish Aid Partnership Programme, background of the thematic evaluation and details of the evaluation methodology including its limitations. The focus of the Partnership Programme is on capacity building. The paper from the 2005 DAC Senior Level Meeting on Capacity Development notes that capacity development plays a central part in accelerating progress towards the Millennium Development Goals and is central to the implementation of the Paris Declaration and the scaling up of aid. At the same time, capacity development is one of the most challenging areas of development practice¹. According to a draft good practice paper by OECD², results from four decades of capacity support are at best mixed.

According to the UNDP, capacity development is the process by which individuals, organizations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives. It is a long-term process requiring a systemic approach, demand for improved public and private sector performance, and supply of well-structured organizations and skilled personnel. Liebler and Ferri³ describe the four dimensions of capacity:

- External capacity areas – needed for effective interactions with the wider institutional and societal contexts;
- Internal capacity areas – relevant for the internal functioning of the system;
- Technical capacity areas – essential to the work, area of specialization, profession, etc., of the organization or network;
- Generative, or ‘soft’, capacities – needed to enable the organization or network continuously to develop, adapt and innovate.

Structure of the report

The report is organised into three chapters. The first chapter covers introductory aspects such as the programme, its objectives and management. It also introduces the genesis, objective and the methodology used for the evaluation. The second chapter dwells upon the findings, conclusions and recommendations. This is done using the standard evaluation issues of relevance, effectiveness, efficiency, sustainability and impact as relevant to the Partnership Programme. It also includes good practices. The third chapter pulls together the lessons derived from the case studies and the good practices besides addressing overall partnership programme lessons. While the second chapter covers partnership programme related aspects, the third chapter’s lessons have a wider relevance and application going beyond the ILO-Irish Aid programme. This is

1 Capacity Building in Africa: An OED Evaluation of World Bank Support, The World Bank, Washington, 2005

2 Organisation for Economic Co-operation and Development (OECD), The Challenge of Capacity Development. Working Towards Good Practice, 2006

3 From http://www.afdb.org/portal/page?_pageid=473,8852233&_dad=portal&_schema=PORTAL

the rationale for having two different chapters instead of one that integrates findings, conclusions, recommendations and lessons in to one.

Project Components

The ILO-Irish Aid Partnership Programme seeks to create greater opportunities for women and men to secure decent employment and income. The core components of the programme are:

- Promoting women’s entrepreneurship and gender equality (WEDGE)
- Developing entrepreneurship among women with disabilities (DEWD), and
- Promoting employability and employment of people with disabilities through effective legislation (PEPDEL)

A strong theme in the partnership has been to build capacities at organisational levels, both in the ILO and at country level, to mainstream gender-focused disability and entrepreneurship into their programmes and tools. Initial focus on entrepreneurship was on developing effective tools and strategies⁴.

It needs to be understood that though there are three components, each is unique and the level of investment is not necessarily the same for each component. All of them strive to engage the tripartite partners of ILO, namely governments, employers’ organisations and trade unions, often through the mechanism of country level Project Advisory Committees or Working Groups. Though all components share the goal of creating decent work, the routes are different. While WEDGE and DEWD directly target women entrepreneurs, PEPDEL supports job creation, indirectly, through inclusive and enabling legislative and policy frameworks at the macro level. At the same time, all the components nurture alliances and partnerships to accomplish their objectives. An implied framework on capacity building is presented in Table 1(as there is no official one for the whole programme).

Table 1: Framework on capacity building

	Individual	Institutional	Enabling
WEDGE	Enterprise/business development training	Training guides Policy support Core support	Situational Assessments, Trade Fairs, etc.
DEWD	As above + Vocational training	As above	As above
PEPDEL	Training workshops on disability issues	Policy development	Advocacy for persons with disabilities

Source: Adapted from the ILO evaluation terms of reference

Note: Huge differences exist in programme delivery in Asia and Africa

⁴ ILO, Thematic Evaluation: Terms of Reference

Component One: WEDGE

This component is led by the ILO's Job Quality and Enterprise Development Department. Operationally, WEDGE works with governments, employers' organisations, trade unions, business development services (BDS) providers, microfinance institutions and local community based organisations. In the second phase, WEDGE collaborated closely with the second component of the Partnership Programme called DEWD. As a result, in Africa, WEDGE extended the scope of its services for disabled women.

In 2002 WEDGE was launched in Ethiopia, Tanzania, Zambia, Cambodia, Lao PDR and for a short-time in India. In the second phase, WEDGE continued in these countries (except India) and also covered Kenya and Uganda. Many of them are also Irish Aid priority countries. In terms of the delivery model, WEDGE is managed by ILO regional/sub-regional offices. At the country level, WEDGE is managed by ILO's National Programme Coordinators except in two African countries where the project is managed by national employers' organisations. In the initial period, ILO produced a range of tools, guides and manuals targeted at women entrepreneurs, business service providers and business associations.

Objectives of WEDGE⁵

- Developing and disseminating the WEDGE knowledge base on women entrepreneurs, promoting advocacy, voice and representation for women entrepreneurs through association building, and developing innovative support services and capacity building tools for women entrepreneurs, particularly poor and disadvantaged women;
- Consolidating and enriching collaborative actions/alliances with other UN and international organisations, including the Irish bilateral programmes at the country level – as in the first phase;
- Working to ensure that gender equality issues (affecting both women and men) are addressed in ILO's Small Enterprise Development programmes, including in this component, and highlighting contributions towards and synergies with the Gender Equality Policy of the Development Cooperation Ireland;
- Integrating disability, HIV/AIDS, refugee issues and overcoming social exclusion into component one's approaches and activities;
- Developing indicators and tools to measure the impact of component activities on employment creation and poverty reduction;
- Consolidating linkages with ILO's other Irish-assisted components/projects, i.e. component two, and the project addressing trafficking women in Eastern Europe;

⁵ ILO, PAEG Proposal Overview

- Sharing knowledge from programme activities, interesting practices/models and lessons learnt within ILO, with Development Cooperation Ireland, and with the broader development community.

Component Two: DEWD

This component aims to support the participation of women with disabilities in as many WEDGE training activities and events as possible. Disabled Persons Organisations are involved in providing any support services which are required to make this inclusion work in practice. This component is implemented in partnership with local non-governmental organisations of persons with disabilities, and designed in consultation with national and local government authorities, with technical backstopping by the ILO's Skills and Employability Department, in collaboration with the ILO/Irish Aid Programme team in East and Southern Africa, and administrative support provided by the ILO Sub-regional Office (SRO) in Addis Ababa⁶.

Component Three: PEPDEL

PEPDEL, as included in the ILO/Irish Aid Partnership Programme has been working since 2002 to develop means of strengthening the capacity of national governments in selected countries of East Africa, Southern Africa and Asia to implement effective legislation and policy concerning the employment of people with disabilities, in cooperation with social partners and organizations of persons with disabilities. PEPDEL is primarily underpinned by ILO Convention No.159 concerning Vocational Rehabilitation and Employment (Disabled Persons) 1983, the Biwako Millennium Framework for Action towards an Inclusive, Barrier-free and Rights-based Society for Persons with Disabilities in Asia and the Pacific (BMF) and the Declaration on Employment and Poverty in Africa⁷, 2004 which commits African Union (AU) members to ensure equal opportunities for disabled persons by implementing the African Decade of Disabled Persons.⁸ The interventions through PEPDEL revolve around knowledge development, advocacy, technical support, publications and training materials. The focus of the Component was broadened in 2004 to include vocational training as a key requirement in enhancing employability.

Objectives

- Building a knowledge base on laws and policies, supportive measures and their impact
- Technical consultations with stakeholders to improve practical effectiveness of the laws and policies

6 ILO, Project Concept Note. ILO-Irish Aid Partnership Programme 2007-2010. Promoting Decent Livelihoods for People with Disabilities through a Disability Inclusion Support Service (INCLUDE)

7 Declaration on Employment and Poverty in Africa, adopted at the African Union 3rd Extraordinary Session on Employment and Poverty Alleviation, Ouagadougou, Burkina Faso, Sept. 2004.

8 ILO, Project Concept Note- ILO-Irish Aid Partnership Programme (2007-2010) – Promoting the Employability and Employment of People with Disabilities through effective Legislation (PEPDEL)

- Provision of technical support to governments in developing/revision of disability related legislation/policies
- Development of legislation guidelines
- Compilation of methodologies used for gathering data about disabled persons

In Asia, PEPDEL is implemented in Thailand, Mongolia, China and Vietnam and in Africa in Ethiopia, Zambia, Kenya, Tanzania, Malawi, South Africa and Uganda. In case of Asia, PEPDEL is managed by a regional coordinator based at ILO, Bangkok. In Africa, the National Programme Coordinators (NPC) manage all the three components of the Partnership Programme including PEPDEL in each country. In Ethiopia, however, there is a separate NPC for DEWD and PEPDEL.

Strategy for WEDGE and DEWD

The three-pronged strategy used by WEDGE (Figure 1) consists of, a. Promotion of knowledge about women entrepreneurs and women's entrepreneurship; b. Supporting voice and representation for women entrepreneurs; and c. Developing services targeted at women entrepreneurs and their service providers.

Figure 1: Three-pronged WEDGE strategy

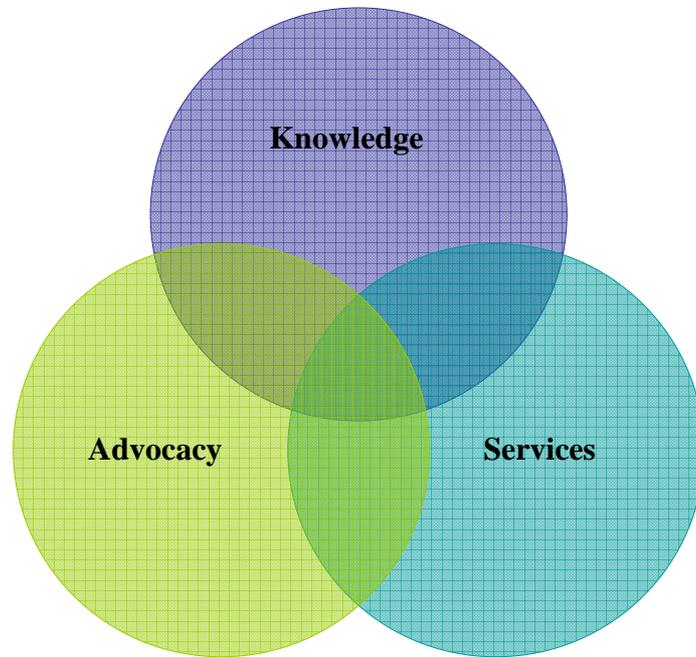
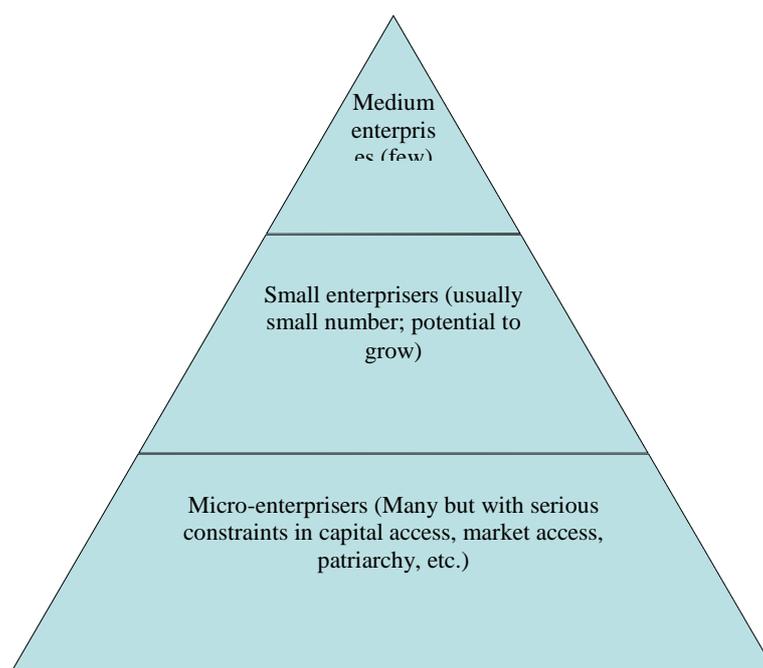


Figure 2: Differential Needs of Enterprises at Country Level



Source: Lois Stevenson and Annette St-Onge, 2005⁹

According to a Micro and Small Enterprise (MSE) survey in Kenya (1999), out of a total of 1.3 million enterprises, the average size of a MSE was 1.8 persons. About 70 per cent had just one employee, often the owners themselves; and less than one per cent of the Small and Medium Enterprises (SME) had 11-50 employees.¹⁰

The annual reach of WEDGE and DEWD in a programme country can be gauged from Zambia data for 2006. The project organised 39 different types of activities primarily focused on training using the resource kits for entrepreneurship development, exhibitions, business association promotion, etc. along with organisation of trade show, workshops, etc. (Table 2).

Table 2: WEDGE and DEWD Coverage in Zambia, 2006

In total number of activities: 39	Total number of participants	Of which male participants	Of which female participants	Of which persons with disabilities
Number	1561	173	1388	312
Percentage	100%	11%	89%	20%

Source: ILO, Addis Ababa

⁹ Africa Development Bank and International Labour Organisation, Support for Growth-oriented Women Entrepreneurs in Kenya, 2005:11

¹⁰ National Micro and Small Enterprise Baseline Survey, 1999, Central Bureau of Statistics, Republic of Kenya, 1999, p. 12 (cited in Stevenson and St-Onge, 2005).

The breakdown of data for different categories of persons with disabilities shows that the share of the physically disabled is fairly high compared to the deaf and the blind. Women with visual and hearing impairments have low educational levels, poor self confidence and face significant attitudinal barriers. Further, many materials are not available in Braille and the problem of sign language interpretation. As per the data, there were no intellectually challenged beneficiaries, as they are not in a position to benefit from inclusive approach of DEWD/WEDGE. Besides, they also suffer from low educational levels and face attitudinal barriers.

Organisation and management

The programme used different modes of management in Asia and Africa. The technical and managerial control of the projects rested in both continents with ILO regional technical specialists/advisors. There were country-level National Project Coordinators in all programme countries in Africa and for Cambodia and Lao PDR in Asia. The role of the headquarters was primarily as a 'think-tank' providing technical leadership, developing core training resource materials and communications with the donor, the Irish Aid. It was also responsible for policy guidance and resource allocation. Sub-regional Offices' role was primarily managerial coupled with technical support. The national staff (no office of ILO in some countries) role was predominantly operational.

The stakeholders were engaged in the projects primarily through National Advisory Committees in programme countries. These Committees comprised of the representatives of the ILO's tripartite partners such as governments, trade unions and employers' organisations besides others. The national advisory committees were chaired by government organisations such as the Ministry of Gender and Development in Zambia and Ministry of Labour, Invalids and Social Affairs (MOLISA) in Vietnam.

In terms of service delivery, the project operated through local partners for implementation of its different components and activities. The selection of the partners reflected the tripartite mechanisms of ILO operation. For example, in Zambia, PEPDEL and DEWD contracted a state agency called, Zambia Agency for People with Disability (ZAPD) for a number of activities. In Vietnam, MOLISA was an important partner of ILO and DPOs were also on the National Project Advisory Groups.

Evaluation Objectives and Methodology

The origin of the present evaluation lay in the recommendation of the mid-term evaluation of the Partnership Programme at the end of the first phase. The mid-term evaluation recommended a thematic evaluation focusing on lessons learnt than a final-term evaluation at the end of the second phase. Accordingly, the ILO commissioned a thematic evaluation than a standard final term evaluation. Key audiences for the evaluation are senior component managers, senior management of both Irish Aid and the ILO, and national stakeholders.

The overall purpose of the exercise is to improve the support of the Irish Aid/ILO Partnership to build sustainable capacity development of their strategic and implementing partners. It seeks to draw out factors for success as well as constraints encountered in the process of capacity building. Hence the intention of the thematic evaluation is not to assess the selected case studies per se but to draw lessons from across Irish Aid supported interventions to learn from experience in how to support capacity development in the future and mainstream sustainable policies and practices.

The key evaluation questions are:

- Is there ownership and involvement of institutions/stakeholders in identification of capacity gaps identified in the Partnership support?
- The relevance of capacity building provided by the Partnership programme
- The results achieved in developing required management capacities within various contexts.
- The effectiveness, efficiency and sustainability of Partnership programme supported efforts for capacity building.

The evaluation was carried out by a three-member team selected by ILO. The team consisted of a team leader/independent evaluator, a representative of Irish Aid (Evaluation Manager at its headquarters) and a staff member (Senior Adviser) at the ILO headquarters. The evaluation progressed as per the terms of reference developed by the ILO. In terms of sampling, the ILO selected the sample countries for field visits. The terms of reference for the evaluation did not include the criteria for selection of countries. The ILO decided and arranged all the meetings with the stakeholders within the countries. Besides the two countries originally identified for field work, Lao PDR was included as a sample country at the last minute. This led to a travel and appointment schedule that was not rational, reduced time for desk review, and little scope for the team to request additional appointments. However additional appointments were made with donors in Laos. The good practice examples were chosen in consultation with the country teams.

The evaluation is based on desk review of project documentation, consultations at ILO headquarters and the ILO Regional/Sub-regional Office in Bangkok and country visits to Lao PDR for two days, Vietnam (Hanoi) for two days and Zambia (Lusaka) for five days. The country visits included meetings with the key project partners such as the government representatives, the employers' organisations, the trade unions, women business associations, disabled persons organisations, etc. All the meetings at the headquarters as well as in the countries were arranged by the ILO. It also included a field visit to one of the target provinces in Lao PDR. The visit to Lusaka coincided with the observation of the Month of Woman Entrepreneur for 2007 affording an opportunity to observe some events. The instruments used include key informant interview schedules, questionnaire for National Project Coordinators, data formats for secondary data, and beneficiary check-list. The desk review covered the project publications, progress reports, training resources, etc. The reference period for the field work was August-September 2007. A debriefing was done at the end of the field visits at the ILO headquarters.

In terms of division of labour within the evaluation team, given the tight scheduling of the meetings in the programme countries visited, the team together participated in most of the meetings. However, in a few cases, the team divided itself in covering the meetings to save time for readings and reflecting on the findings, conclusions and recommendations. In terms of limitations, besides the very short time spent in the field as well as covering a few of the programme operation countries, it was a challenge to explain to the audiences that this is a thematic evaluation focusing on lessons learnt and not a project evaluation. It is important to emphasise that the findings, conclusions and recommendations are primarily based on the short visits Lao PDR, Vietnam and Zambia imposing limitations in extrapolating them to all programme countries in Asia and Africa. This findings and conclusions need to be viewed in the context of the ILO using different programme management/delivery models in Asia and in Africa. Given these limitations, the conclusions and recommendations need to be viewed with caution. The methodology used in each sample country was different. For instance, in Lao PDR, most of the time was spent on travel to remote field locations bordering Thailand, where village microfinance groups (Village banks) operated. In contrast, in Vietnam, the methodology used a series of meetings with members of the Project Advisory Committee and others in Hanoi.

A limitation of the process was the evaluability of the project activities due to very short time lag between the commencement of the activities and the thematic evaluation. For example, in case of PEPDEL in Vietnam, most of the interventions occurred in 2007 and some were in progress at the time of the field mission in September 2007. In case of Zambia, the beneficiaries of the GET Ahead training interviewed completed their training a few months ago (as of September 2007). Two Training of Trainers' programmes as part of WEDGE and DEWD in Zambia, namely, 'Training for Transformation' and 'Business Development Services' were still in progress at the time of the evaluation in September 2007.

Chapter II: Findings, Conclusions and Recommendations

The chapter is organised into two parts. The first part covers the key evaluation questions and the sub-questions as given in the TOR. The second part presents six good practices covering the three Partnership Programme components, namely, WEDGE, DEWD and PEPDEL.

Part I: Key evaluation questions (KEQ)

The discussion relating to each key evaluation question comprises of observations and findings, conclusions and recommendations. Broadly, KEQs relate to relevance, effectiveness, efficiency, sustainability and impact.

It is important for the reader to keep in mind that as specified in the terms of reference (Annexure 1), this is not a typical project evaluation but a thematic evaluation focused on lessons learnt and future programming. As such the nature of discussion glosses over specific numbers or project specific details while addressing larger issues. For instance, this evaluation is not looking at individual country performance or

component performance to arrive at judgements on project team performance. Instead it takes a macro view of the Partnership programme from a learning perspective.

KEQ 1: Is there ownership and involvement of institutions/ stakeholders in identification of capacity gaps identified in the Partnership support?

Observations and findings

As an institution, the ILO strives towards decent work. Decent work agenda is centred on four pillars: rights at work, employment, social protection, and social dialogue¹¹. It defines lack of decent work as “the absence of sufficient employment opportunities, inadequate social protection, the denial of rights at work and shortcomings in social dialogue”. The Partnership Programme is closely allied to the second pillar on employment and is thus led by the corresponding team at the ILO headquarters. Irish Aid program’s target groups are ‘unorganised’ and beyond any form of labour laws or social protection except for the informal family centred social security. This is reinforced by the ILO country studies that show that about 80 per cent of the women entrepreneurs are in ‘informal sector’ for whom meeting the criteria of decent work: rights at work, social protection, and social dialogue is difficult. Irish Aid programme activities are part of the Decent Work Programme in Asia and Africa and include a reference to decent work for persons with disabilities, women and youth¹². Mainstreaming of gender is inherent element of the ILO’s global policy framework. Inclusion is a cardinal guiding principle of PEPDEL.

Within the Department of Job Creation and Enterprise Development (EMP/ENT), the InFocus Programme on Boosting Employment through Small Enterprise Development (EMP/SEED) is the ILO’s major programme to promote employment creation for women and men through small enterprise development. EMP/SEED gives priority to a number of cross-cutting aspects, including “enhancing employment opportunities for women”.¹³ There are 12 specialists on entrepreneurship in regional and sub-regional offices of the ILO world-wide. There are three disability specialists in the ILO located at Geneva, Bangkok and Beirut. The Partnership programme benefited from various departments within the ILO such as the Gender Bureau at the headquarters level as well as the Gender focal point at regional level. For its governing body’s Committee on Technical Cooperation, the ILO carried out a thematic evaluation on Women’s entrepreneurship and the promotion of decent work¹⁴. Further, the ILO has its own research agenda and brought out research papers on women entrepreneurship. The team leader of SEED at the ILO chairs a global forum on the subject. Thus women entrepreneurship as a focal area is well embedded in the ILO.

11 Zambia, Decent Work Country Programme, ILO, June 2007

12 ILO, Implementing the Global Employment Agenda: Employment strategies in support of decent work, vision document, Geneva, 2006, page 7.

13 ILO and Government of Zambia, *Zambian Women Entrepreneurs: Going for Growth*, April 2003

14 ILO, *Women’s entrepreneurship and the promotion of decent work: A thematic evaluation*, March 2007.

The involvement of Irish Aid in the Partnership programme appears to be mainly as a donor contributing financial resources. Similarly no evidence of the rich experiences of the two phases of the programming influencing the development thinking or agenda of Irish Aid was found from the documents. A planned visit to Dublin to meet Irish Aid team was cancelled and the team did not have the opportunity to interact with Irish Aid team. On the ground, on the Knowledge Sharing day event in Zambia which the team observed, the Honourable Ambassador of Ireland to Zambia delivered a speech. Similarly, at a Tripartite Workshop in Zambia, the Honourable Ambassador of Ireland spoke¹⁵. The involvement of Irish Aid appears to be mainly indirect as many of the countries chosen were Irish Aid priority countries. Meetings at the ILO's Geneva office suggested that Irish Aid and ILO teams met but it was not clear how this shaped the policy and aid agenda of Irish Aid.

The involvement of institutions/stakeholders was done in different ways for WEDGE and PEPDEL. A series of country level situation assessments were carried out on legislation for employment of persons with disabilities. In case of PEPDEL, the ILO invited pre-identified countries for a regional consultation at which the countries were asked to express their willingness. Following these consultations it was up to countries to express interest in active participation of PEPDEL. Thus the ILO selected the countries. This selection was based on experience with the countries in question – in particular, their interest in disability issues; and the country profiles which were prepared at an early stage in the programme. After country selection, the ILO formed tripartite National Project Advisory Groups (NPAG), based on its knowledge of the countries and the local players in case of Africa. In Asia, the composition of the NPAGs was decided in consultation with the relevant government department or agency. These advisory groups in turn identified the activities. In case of Vietnam, the group members developed an action plan at a workshop. The individual members of the group submitted proposals for funding to the ILO. Cornell University was commissioned by PEPDEL to develop curriculum on disability legislation, based on legislation guidelines developed in the Phase I. The curriculum is being pilot tested in the 6 participant countries, following its translation and customisation to the national context. While the curriculum development was done at the global level, the translation and contextualisation of the curriculum is done at the country level.

In case of WEDGE in Asia, the selection of Lao PDR and Cambodia was guided by the presence of other ILO projects. In Lao PDR, WEDGE works closely together with the ILO project on “Combating Trafficking in Women and Children” with the aim to reduce the push-factor for irregular migration through women’s entrepreneurship development. In Cambodia, WEDGE was aligned to a major ILO-IPEC project on “Elimination of the worst forms of Child Labour” with a view to substitute the income from child labour with income from business. In Cambodia, the ILO and the Asian Development Bank work closely together on women entrepreneurship and the ADB had adopted some of the WEDGE tools.

15 ILO and Irish Aid, People with Disabilities: Pathways to Decent Work, Report of a Tripartite Workshop, Lusaka, Zambia, 9-10 May 2006

In Africa, at the country level, the ILO constituted advisory groups with stakeholder representatives such as government, women entrepreneur associations, employers' organisations, trade unions, DPOs and NGOs. In case of Zambia the leadership of the advisory group was with the Gender in Development Division of the Government of Zambia. The role of the advisory group is more in terms of planning the programmes to address the capacity gaps. In Africa, in PEPDEL and DEWD, the ILO identified the partner organisations based on their willingness to work with the ILO. In the participant countries, there is generally one umbrella organisation of disabled persons. The ILO looked at the various disabled persons organisations that are members of this umbrella group and in the case of Zambia, the State Agency set up to coordinate disability issues was chosen. It appears that an assessment framework was used in Africa to identify capacity gaps in meso level organisations such as women entrepreneur associations at the beginning stages of the project.

Besides local stakeholders, the ILO joined international agencies in identifying capacity gaps. The Growth Oriented Women Entrepreneur Kenya Program is funded by the African Development Bank (AfDB) in partnership with IFC and the ILO. In this project, the ILO has responsibility for implementing technical components such as Women Entrepreneur Association Capacity Building.¹⁶ Both the ILO and AfDB collaborated on carrying out situational assessments in a few countries of Africa. They jointly published an integrated framework assessment guide¹⁷ that illustrates the methodology to carry out situational assessments of growth oriented businesses at country level. Similarly, ILO and United Nations High Commissioner for Refugees (UNHCR) worked together¹⁸ to build capacities of returnee and refugee women entrepreneurs in Angola and Mozambique. For instance in Cambodia, ILO is part of an inter-agency group that looks at domestic violence along with UNIFEM in pursuance of the Convention on Elimination of Discrimination against Women.

In terms of targeting, WEDGE in Asia works with poor women engaged in micro-enterprises whereas in WEDGE in Africa works with women engaged in small and medium enterprises. In case of Africa, capacity gap identification is related to a research study in 2002 which showed that NGOs are supporting the micro-enterprise sector and donors are supporting the large enterprise sector. So the ILO chose to fill the gap by supporting the medium and small enterprises through Irish Aid programme. The ILO organised a number of workshops/consultations with the stakeholders including its staff¹⁹ during the tenure of the Partnership programme. These covered WEDGE, DEWD and PEPDEL.

16 Report on Women Entrepreneurs' Association Capacity Building for Growth Oriented Women Entrepreneur Associations (GOWEAs) Alliance Naro Moru River Lodge, 27-31 March 2007

17 ILO and AfDB, Assessing the Enabling Environment for Women in Growth Enterprises, Geneva, 2007

18 ILO-UNHCR, Building entrepreneurial capacity for returnee and refugee women in Angola and Mozambique, Geneva, 2006

19 ILO and Irish Aid, ILO/Irish Aid Partnership Programme Meeting for Programme Staff, Addis Ababa, Ethiopia, 10 May 2007. Also see: ILO and Irish Aid, People with Disabilities: Pathways to Decent Work, Report of a Tripartite Workshop, Lusaka, Zambia, 9-10 May 2006.

Ownership of the project in general among in-country institutions and stakeholders appears to be limited. This does not apply to local training institutions whose staff underwent training of trainers programmes especially for GET Ahead. In fact, the Non-formal Education Centre in Lao PDR is already offering GET Ahead training as part of its in-house programmes. The SME Promotion and Development Office in Lao PDR has included the WEDGE programme on supporting small business associations in the National SME strategy. Together with provincial chambers of commerce, it implements the programme in all provinces of Lao PDR.

Conclusions

It is a challenge to ensure accomplishment of decent work, namely, rights at work place, social protection and social dialogues for the unorganised and vulnerable groups such as persons with disabilities and the women. The decent work agenda does not spell out how it will ensure that the unorganised women will be reached by the four pillars.

The ownership of the subject of women entrepreneurship in the ILO is well embedded. However the same cannot be said of the ILO's ownership of the disability issue.

Evidence regarding the involvement of institutions and stakeholders in identification of capacity gaps for the partnership programme support is limited, though ILO carried out situational assessment studies in project countries.

The Partnership programme's pro-poor orientation was more evident in Asia where it supported those living in poverty whereas in Africa the programme supported those engaged in small and medium enterprises. In either case the capacity gaps of the ultra poor are not addressed as this group are not able to benefit from entrepreneurship development due to lack of assets.

Recommendations

Develop clear-cut policy and guidelines for the field staff on how to identify capacity gaps and the specific role the stakeholders could play in this regard. These could include context-sensitive criteria on selection of partners, standards for stakeholder involvement, exploration of collaboration opportunities and reinforcement of country-led capacity building efforts. (Action: ILO - SEED and SKILLS)

KEQ 2: The relevance of capacity building provided by the Partnership programme

The related sub-questions identified in the TOR are:

- To what extent have Partnership funded capacity building activities been relevant to implementing partner needs and priorities; useful towards developing an end-beneficiary focus?
- How were the capacity building activities identified and assessed?
- To what extent have the design and implementation of capacity building activities involved stakeholders or been demand-driven?

- To what extent the design and implementation of capacity building activities adopted were either holistic in their approach or were coherent and complimentary to other initiatives that were taking place?

Relevance is examined taking into account the value and usefulness of the capacity building provided from the perspective of the key stakeholders. More precisely it attempts to address if the support provided met the needs and priorities of the target group as well as the overall relevance with the ILO and host government national policies.

Observations and Findings

In Asia and Africa, the Evaluation Team found that the activities supported through the Partnership Programme fitted well with both the Regional Office and Country Programme priorities. The PEPDEL activities supported through the programme are in line with the ILO Convention No. 159. While WEDGE, DEWD and PEPDEL fell within the six priorities of the ILO in each region, at country level it was even more clearly apparent in both Vietnam's National Social and Economic Plan 2006-10 and under Zambia's 5th National Development Plan that the programmes objectives and activities were addressing stated priorities. WEDGE, DEWD and PEPDEL also have a central place in the Decent Work Country Programmes of Zambia and Vietnam

At the sectoral level in both components and in each country visited the Team found that the ILO was an important player. The activities being supported were relevant and consistent with needs of the partner institutions. While the tools were largely necessary they may not have been sufficient in terms of comprehensive capacity building needs of partners.

In relation to WEDGE the Team found that in both Asia and Africa the tools and guides had been translated and adapted to both local contexts and appropriate languages. In both WEDGE and PEPDEL a very important factor appears to have been process and this too, has contributed to capacity building.

In terms of a definition for capacity building the programme does not appear to have one. However, in practice it typically meant the development and adaptation of WEDGE tools and guides, training, targeted and focused workshops, support to trade fairs and study tours.

The Team did not find evidence that systematic capacity assessments were made of selected partners, though the local ILO teams felt that the partner organisational capacity assessments were made at the beginning of the Partnership programme. In that sense, there does not appear to be a close monitoring and follow-up of the original assessments in terms of mapping partner capacities and strengthening them.

The justification for the countries covered by the Programme appeared somewhat inconsistent. The original selection of countries for WEDGE Africa had been based on the combined criteria of focus countries for Irish Aid, countries where the ILO had office presence and the existence of "entry points". In Asia the choice of countries had been determined by Irish Aid focus as well as ILO entry points (but not necessarily ILO offices). An example of an entry point was WEDGE collaboration with a DFID-financed Trafficking in Women programme in Lao PDR. In Asia the

Team was not able to find institutional memory or detailed documentary evidence of how countries were selected for the programme's support. However, it was later confirmed that one factor appears to have been the intention to build some linkage between Irish Aid country programmes and the Partnership Programme activities. An important determinant seems to have been regional workshops at which potential country counterparts were invited to attend. These briefed countries on the services available after which some countries expressed an interest. It was not clear what happened thereafter. In the case of PEPDEL it is understood that they asked for support following one such workshop. However, the difficulties in getting the project off the ground suggest that much effort was required by the ILO to initiate consultations and first activities though this varied by country. In case of Mongolia, the political instability, change of governments and lack of a local ILO office contributed to the effort required. Some countries were at the stage of examining their disability legislation and so the disability issues were a high priority which was a positive for PEPDEL. In others, it took more time to develop an action plan. Besides, the fact that the countries were not used to working in a tripartite fashion too played a role.

In Lao PDR the Evaluation Team found a project that was well imbedded in an appropriate institution, SMEPDO. The WEDGE project fitted in and matched the role of its counterpart. Other donors (SNV and GTZ) confirmed the value and overall suitability²⁰ of the WEDGE tools and regularly funded and supported training with these tools.

Although the Team's visits to Lao and Vietnam were limited to two days this was sufficient for it to recognise that both projects operate in highly complex environments. For instance, WEDGE in Lao PDR operates in an environment where: there is, at best a nascent private sector which appears passive and dependent on Government to develop it; where the main counterpart (SME Promotion and Development Office) is just finalising its first national strategy; where national, provincial and district capacities are very low; and where up to eight donors are all supporting the sector at various levels. Notwithstanding the capabilities of the existing staff, the Evaluation Team was concerned that in terms of strategic and more 'up-stream' engagement of donors now taking place as a result of the Paris and Rome Declarations, staff time and coverage might not be sufficient.

On the other hand there has been some discussion and indeed action concerning the operationalization of 'Delivering as One' initiative in the United Nations (UN)²¹. The objective of 'Delivering as One' is to ensure faster and more effective development operations and accelerate progress to achieve the Millennium Development Goals -- in short, a UN development system that delivers more and better for the poorest and most disadvantaged. The "Delivering as One" pilot initiative is being tested in eight countries on how the UN family -- with its many and diverse agencies -- can deliver in

20 One donor noted that SYB was, in their opinion stronger on planning than core competencies. On the other hand another Indian tool 'New Enterprise Creation' appeared stronger on business competencies than planning. As a consequence, the agency was planning to compliment SYB with New Enterprise Creation for form a new training material in the provinces it was working in.

21 United Nations (2006). Delivering As One. Report of the Secretary General's High Level Panel.

a more coordinated way at country level. Vietnam is one of the eight pilot countries. It was argued by the ILO Country Director in Zambia that in relation to the type of regular, day-to-day, engagement needed to make an effective contribution at country level where the ILO does not have an office, this would help considerably. In Zambia, ILO was identified as the lead UN agency for promoting women entrepreneurship.

In Vietnam addressing the needs of persons with disabilities appears to be a national priority but the needs range from capacity to regulate through to further changes in the law through to provision of appropriate training, services etc. However, there was documentary evidence that the establishment and on-going operations of the National Project Advisory Group take considerable effort and networking. In addition there are several key and influential stakeholders which imply the need for regular contact. This could be due to lack of a tradition of tripartism and consultation with stakeholders such as DPOs in Vietnam. DPOs are new phenomena in Vietnam.

After the country studies, the regional offices appear to have played a major role in identifying the capacity building activities in Asia and Africa. In Asia, the activities were driven by needs of other ILO projects in Lao PDR and Cambodia. In Africa, a broad package of services targeting entrepreneurship development training and business development services were provided. These related to materials and manuals developed in the Partnership programme as well as before.

The evidence on the role of stakeholders in the 'design' of the capacity building activities is insufficient. Though PEPDEL and DEWD have been in operation in Zambia for three years only, the partner of the ILO changed. In case of PEPDEL however, the strategic design was done by the ILO but the project activities were decided by the partners. In most instances, stakeholders were involved in the 'implementation' of the capacity building activities through project advisory groups consisting of the tripartite partners of ILO. The effectiveness of the advisory groups was limited by turnover of leadership, limited administrative support provided for them, and the limited communication among the members. During the evaluation team's visits, stakeholders often praised the ILO and desired continued financing of their activities.

The capacity building approach lacked effective synthesis of individual and organisational capacity building. In Zambia, the trained women entrepreneurs, especially the poor, experienced challenges in accessing vital inputs such as credit as those linkages were not in place. At the same time, business development service training (including Improve Your Exhibition Skills) and the Month of the Woman Entrepreneur events sought to address marketing and financial management needs of the entrepreneurs. In Vietnam a few activities chosen by the advisory group members are implemented by them in the absence of a multi-pronged long-term strategy to address the root causes of unemployment/underemployment of persons with disabilities. This is not intended to undermine the significance of the activities and the good work being done but to highlight the need for a long term sustainable solution to increase employment opportunities for persons with disabilities. No approach paper or concept paper was available at the time of the visit that explains the overall approach, the assumptions, and the possible pathways at the country level. This could also be

due to the limited finances available under the Partnership programme and the time frame of just a year or two envisaged for project implementation in case of Vietnam. Further the evidence that the country level capacity building approaches integrated the information provided by the country specific research papers/reports/assessments was limited.

Conclusions

At corporate, regional and country levels, the programme priorities are highly relevant. In many cases the ILO is a leading actor in the sector. Through good process related work, the ILO has involved important and relevant constituents.

In relation to WEDGE there was practically universal recognition and commendation for the tools developed. Considerable and valuable adaptation of these to country specific environments was also undertaken and several partners identified this as a strength.

In terms of approach to capacity building, the programme has relied on its tools, training etc as its contribution to partner capacity building. These tools were found to be necessary and relevant. However, there does appear to have been a lack of a clear vision and strategy in the planning for capacity building required by partners. If capacity building is fundamental to the programme then one would expect systematic assessments, clear definitions and overall understanding of all capacity building needs of the partners. The Evaluation Team does not conclude that the programme should take on overall capacity building responsibilities but, it does conclude that given many partner organisations are quite weak, the lack of systematic assessments could lead to poor sustainability and fostering of dependency.

Country selection does not appear to have been very systematic and not based on strong, clear criteria. This could create the risk that country level interventions are supply, rather than demand driven. In case of PEPDEL in Vietnam, the interventions were chosen by the partners with the broad ambit of the project.

In Lao PDR and Vietnam it was clear that the programme was addressing national priorities and had something very valuable to contribute and probably has a number of important comparative advantages. However, based on the fact that the programme is intervening at different levels, it is less clear that the ILO had decided strategically where it is best located. In other words, the ILO's engagement in grassroots level project implementation in terms of implementing the village bank project does not appear to be strategic.

Recommendation

Match individual capacity building with organisational capacity building of the partner organisations. This need not be taken on by ILO itself but coordinated with service providers with specific competence in this area.(Action: ILO – all levels)

KEQ 3: The results achieved in developing required management capacities within various contexts

Related sub-questions from the TOR are in the areas of a. results and b. impact orientation.

- What results have the capacity development building activities delivered to assist implementing partners secure and sustain on-going operations?
- Are there examples of significant capacity gains, and if yes, what elements of good practice do they reflect?
- What is the likely contribution of these initiatives to broader development changes in the area of intervention?
- What is the potential of the respective outcomes/approaches to be replicated, up scaled or mainstreamed?

Observations and findings

The response to the KEQ3 is spread over several areas of this report. The second part of this chapter presents six examples of good practice. The third chapter shares some lessons on capacity building that have potential for wider application. The two country case studies covering WEDGE and PEPDEL annexed to the report briefly dwell upon the results. A major limitation in assessing the results is the limited information base on outcome and impact level changes. Though the progress reports present the numbers of training programme beneficiaries, etc., data on their current status, access to decent work and changes in family situation, etc. is scant. An impact assessment report in Lao PDR was available but this was based on a small sample of respondents. In case of Zambia, a baseline was created a few years ago but the nature and form in which it was done make it extremely difficult to apply for understanding the changes over time. The baseline is essentially in the form of meeting minutes based on key informant interviews with select stakeholders.

Results in terms of knowledge comprised of country assessments in Asia and Africa. There were two types of assessment studies. One type related to general situation of the enterprises. The second type of studies focused on Growth-Oriented Enterprises. The ILO successfully leveraged resources of the African Development Bank for the assessments of Growth-Oriented Enterprises in Ethiopia, Kenya, Tanzania and Uganda. The learning from the situational assessments for growth oriented businesses has been codified resulting in an ILO publication offering a framework to assess growth-oriented businesses. The assessment methodology, originally drawn from a Canadian agency, would enable any one to apply it, thanks to the guidebook.

In relation to WEDGE, a large number of country studies, provided a strong knowledge base as propounded in the three-pronged strategy for the Phase 2 proposal. In the realm of mainstreaming disability, the ILO produced country profiles on disability legislation and reports on Human Rights approaches to the employment of people with disabilities. Further, PEPDEL has translated the guidelines on disability legislation into more than eight languages, but has done only limited translation of

laws, at the request of the Thai group dealing with revision of law concerning persons with disabilities there.

The country situational assessment reports provide a solid knowledge base on micro, small and medium enterprises as well as the situation on disability legislation. The country assessments identified cultural, financial and institutional barriers to growing businesses with special reference to women. For the first time in the participant countries, the country reports also examined the situation of women entrepreneurs with disabilities. Country situation assessments are complemented by development and adaptation of tools, guides and manuals to train the women and their service providers. This symbolises an important contribution of the Partnership Programme in terms of capacity building for mainstreaming entrepreneurship. This could be a significant factor to reckon with while exploring future programming options. Major tool-kits and resource guides were developed through the Partnership Programme. Steps were taken to examine whether these tools adequately addressed disability issues and the ‘disability proofing’ is an ongoing endeavour. The tool-kits and resource guides developed include:

- GET Ahead for Women in Enterprise
- Improve Your Exhibition Skills (IYES)
- Growth-Oriented Women Enterprises Assessment Framework
- Female and Male Operated Small Enterprises (FAMOS) Check-list
- Guidance on Managing Small Business Associations
- Guidance on ‘Month of the Woman Entrepreneur’

As the evaluation is focused on capacity building, a model of capacity building derived from field observation is presented here. This was necessitated by the absence of a formal unified document or strategy or paper on ‘capacity building’. This along with exemplar activities presented in Table 3 provide an idea of what constituted ‘capacity building’ in this programme.

The ILO-Irish Aid Partnership Programme uses a cascade model for building individual, group and organisational capacities. In this the international headquarters team led the development of training tool-kits for capacity building and offered strategic direction for capacity building. These efforts were complemented by the regional technical teams which innovated and adapted the materials to suit local needs. At the next level of the cascade, the country teams organised capacity building programs such as training of trainers’ courses for business service providers. The country teams not only include the ILO staff but also others such as governmental training institutions, private business service provider agencies, employers’ organisations, micro-finance institutions, Disabled Persons Organisations (DPO) and NGOs engaged in promoting entrepreneurship and livelihoods. At the last level of the cascade, the trainers and others trained by the ILO teams offer direct training for different target groups. The cascade model is heavily weighed in favour of entrepreneurship training though in the process the business service provider organisations as well as women entrepreneur associations and disabled persons

organisations promoting entrepreneurship are sometimes provided financial and other support from the ILO programme. Table 3 presents a list of activities used to build individual and organisational capacities in case of Zambia. While the African program countries have similar activities, the activities in Asia for WEDGE are quite different.

Table 3: Capacity building activities in Zambia

Individual oriented	Organisation/group oriented
<ul style="list-style-type: none"> • Training for Transformation (training to develop leadership communications and organisational skills) • GET Ahead (Gender and Enterprise training for women entrepreneurs) • Improve Your Exhibition Skills (IYES) (improves their skills to produce quality products for market and to know how to exhibit and meet potential clients, • Start and Improve Your Business (SIYB) for potential and actual laid off women workers to enable them start and grow their businesses, • Access to Business Development Services (BDS), • Women entrepreneurs access to awareness creation on HIV and AIDS • Women Entrepreneurs’ market access to trade fairs • Women entrepreneurs’ access to technical skills 	<p><u>Building capacity of WEAs, ZAPD, NGOs, support organisations, etc. to provide:</u></p> <ul style="list-style-type: none"> • Basic Business Management Skills (BBS) to women entrepreneurs through GET Ahead Ahead Training of Trainers. • Business development services to their members through BDS Training of Trainers. • Improve Your Exhibition Skills to women entrepreneurs through IYES Training of Trainers. • Services that the women entrepreneurs need in order to start and grow their businesses through the WEA Capacity Building training. • Start and Improve Your Business skills to potential and actual laid off women workers through SIYB Training of Trainers. • Leadership, communication and organisational skills through Training for Transformation training. • Advocacy services about the importance of WED through the Women Entrepreneurship Development (WED) Capacity Building Training of Trainers. • Skills in implementing celebrations of the Month of the Woman Entrepreneur (MOWE)

Source: ILO, Zambia

In the capacity building chain, ultimately, the capacitated men and women, both able-bodied and disabled are expected to make use of the training to improve their businesses. This capacity building model applies to WEDGE and DEWD.

The third component, PEPDEL pursues a different model of capacity building to achieve its goal of influencing policy in favour of persons with disabilities. In PEPDEL, at the first stage, networks of key constituents are promoted at the country level. These include organisations dealing with persons with disabilities including the government as well as traditional ILO constituents such as trade unions and employers’ organisations. At the second stage, the members of these networks are provided grants to carryout individual or joint activities (primarily short-term workshops or training) for advocacy, awareness building and sensitisation. Curriculum on disability legislation is used as a capacity building tool.

A major challenge experienced in building management capacities of the intermediary organisations such as the women entrepreneur federations and associations has been both technical and financial. The organisations are unable to hire capable staff due to low membership revenue and lack of management capacities. In Zambia though the government provided free office space for the women's federation, with just two paid staff the federation struggles to grow and broad base its revenue and reach. This severely impeded its role to address membership needs and mainstream women entrepreneurship.

In terms of monitoring and assessing performance, the Partnership programme's proposal documents contain a detailed performance measurement framework. This lists the immediate objectives and corresponding indicators and risks. The programme managers produce periodic progress reports. However, the evaluation team could not access much data on outcome and impact level results. The progress reports primarily provide sex-disaggregated data on the beneficiaries in different activities. In the programme changes in individual capacities and partner capacities including management capacities were not systematically assessed. However, the evaluation team found that a number of workshops were held which debated performance issues. Though the thrust of the capacity building was on individual training, training evaluation reports (or post-evaluation data) were not readily available. No training events could be observed in situ. In Zambia the team interviewed a few ex-trainees selected by the ILO. These ex-trainees found the training useful. In Lao PDR also the team met ex-trainees. In terms of existence of tools to assess impact, the ILO conducted a baseline survey and impact assessment amongst women entrepreneurs in the target provinces of Lao PDR using a small sample. Other than this there was no evidence of use of systematic tools for assessing progress towards impact.

Following the recommendation of the mid-term evaluation, DEWD and WEDGE were combined in Zambia (as well as in other WEDGE countries in Africa) so as to mainstream disability into women's entrepreneurship development. The DEWD project supported participation of women with disabilities in business development training, IYES, trade fairs and MOWE events in Zambia. This experience has not been conclusive, nor has it produced clearly replicable lessons to be applied elsewhere. On a positive note, however, awareness of and willingness to mainstream disability issues was strongly evidenced. Furthermore it was commented that the high profile given to mainstreaming HIV/AIDS in the world of work had raised the profile of this issue, but it had tended to obscure disability in employment issues which should be given at least equal emphasis. Women with physical disabilities had benefited most from the project activities while those with visual and hearing challenges benefited less. Women with intellectual disabilities were not covered due to an active decision by the ILO not to include them as part of this pilot initiative. In some cases mothers of intellectually disabled children benefited from WEDGE activities.

“PEPDEL has been more challenging to implement - the capacity of DPOs, disability politics, lack of capacity by programme staff to draft legislations and to resolve deep rooted conflicts within the disabled community. PEPDEL needs a concentrated effort to make it more effective and sustainable.”

- A NPC from Africa

According to a study, “women with disabilities found that it helped them to improve their feelings of dependency”²². Challenges include varying levels of capacity and commitment among partners, suspicion and competition among the DPOs, and the need to develop the organisational capacity of DPOs and WEAs, improve their governance and attitudinal change towards working with the non-disabled²³.

In relation to PEPDEL, the ILO asked Cornell University to develop curriculum on achieving equal employment opportunities for disabled through legislation. Local institutions in PEPDEL countries were contracted to translate the modules developed by Cornell University and adapt them to local conditions in order to develop week-long course on training policy makers. The ILO signed Memoranda of Understanding with two African universities to offer these as part of their regular programmes.

Unintended Positive Effects

“Working with the local ILO offices in Hanoi and Beijing, to deliver the PEPDEL project, has built the capacity of the staff in these offices. This has mainly been through staff participating in PEPDEL activities, assisting with reviewing project proposals and budgets, accompanying the PEPDEL team on missions, and through direct discussions and information sharing.”

- A NPC questionnaire respondent in Asia

In terms of impact, significant results include provisions in favour of the women entrepreneurship and persons with disabilities in policy documents. The Zambia’s Fifth National Development Plan 2006-2010 includes provisions to mainstream employment opportunities for women and disabled. The policy advocates provision of better tax incentives to organisations employing persons with disabilities and mentions the lead partner of the ILO project in Zambia, Zambia Agency for Persons with Disabilities (ZAPD) as the responsible institution for the measures proposed in the Plan. In Zambia, the government proposes to provide for a reservation in public procurement for women enterprises²⁴. In Lao PDR, the ILO project team contributed to the national strategy on small enterprise development that included the training programme for small business associations. Results from an impact assessment

22 ILO, Link and Learn, 2006

23 ILO and Irish Aid, Employability: Including women with disabilities in mainstream women’s entrepreneurship development activities, Addis Ababa, 8-9 May 2007

24 Based on meeting with the Deputy Minister of Commerce, Trade and Industry, Government of Zambia in September 2007 at Lusaka as part of the evaluation.

amongst entrepreneurs in the target areas²⁵ in Lao PDR from a resurvey of 48 respondents (who were covered in the initial baseline survey) showed significant increases in sales and profits, increased skills in marketing and book-keeping and use of better business practices. According to a Vietnamese NGO implementing PEPDEL activities in cooperation with the General Assembly committee, changes in law relating to increased hours of work, etc. for persons with disabilities are expected in the year 2009. In Zambia, PEPDEL is supporting the development of a national policy for persons with disabilities, on a consultative basis.

The Partnership programme is experimenting with ‘pilots’ which need time to show results. The short duration of each phase also strains the human resources for needs assessment, proposal development, negotiation, revision, dissemination to the ground, staff induction, partner preparation, funding predictability, etc.

Replicability, the availability of a model that can be applied elsewhere, is an important aspect of both learning and sustainability. The Partnership programme envisaged pilot initiatives to mainstream gender and disability. The WEDGE programme has some potentially replicable examples of good practice. These include prevention of forced migration and trafficking of women, elimination of child labour via job creation for families: job creation for returning women migrants or IDPs, job creation for retrenched workers, older workers, and disabled workers. In Asia, WEDGE in Cambodia and Lao PDR and PEPDEL in Vietnam needed considerable adaptation to suit local political, socio-economic and institutional contexts. In the Partnership programme, GET Ahead training and the celebration of Month of Woman Entrepreneur offer potential for replication. These are elaborated as part of the good practices in the next part of this chapter. A NPC suggested organising sensitisation programmes on the pilots so that other support organisations and donors may know about them and have adequate information on them for possible replication in other places/countries.

The Partnership programme shares a common process – using ILO’s tripartite approach of engaging the government ministry of labour (and/or employment), trade unions and employer’s organisations in national project advisory groups. Though this social dialogue had positive effects in addressing issues of entrepreneurship, evidence on the replicability of this was inconclusive. Image of ILO (and past ILO association) seems to have played an important role in strengthening the process.

The programme appears uniformly strong in providing tools and training for which there is strong demand. However the intervention risks of remaining confined to a grass-roots level persist in case of Asia unless systemic issues, particularly those confronting women such as enterprise development policy, access to credit, and barriers to participation are addressed.

25 Impact of the Women’s Entrepreneurship Development and Gender Equality (WEDGE) Project, Lao PDR, 2005-2006.

Conclusions

The country situation assessments symbolise an important contribution of the Partnership Programme in terms of capacity building for mainstreaming entrepreneurship and disability.

The tools developed as part of the partnership generated wider demand not only in the project countries but also from non-project ILO countries. The tools were highly appreciated and utilised widely.

The absence of a clearly articulated capacity building strategy that weaves together multiple activities undermines the results.

The policy on mainstreaming persons with disabilities, though lofty, seems to have been done hastily without a proper situational assessment of the capacities of DPOs, business service providers, training providers and the physical infrastructure for training. This placed enormous strain on National Programme Coordinator's time and energies. For some disabled persons, inclusion is easier than others. For persons with intellectual disability, for example, special support measures are required to enable them to get to the stage where they can benefit from DEWD/WEDGE activities.

While Vietnam has a plethora of laws relating to persons with disabilities (around 80 in number), the main challenge has been tardy enforcement of the existing laws and lack of resources. Vietnam seems to have opportunities for employment of persons with disabilities in the emerging assembly line work thanks to the rising foreign investment in the country. However there are limited vocational training avenues that prepare persons with disabilities in market-oriented trades.

There is a need to move beyond tools and training and look at scale up in the national context. The programme needs to be more convincingly complemented by work by the ILO or by other donors with the objective of making the national socio-economic environment more favourable to women entrepreneurs and reinforcing the capacity of institutions as well as that of individuals.

The use of results-based management framework for monitoring and evaluation was limited to development of log frames. Performance measurement of outcomes and impacts did not receive due attention. There are no systematic baselines to assess changes in management capacities especially those of the partner organisations.

Impact assessment does not appear to have been done in a standard way in the partnership programme though it covered Tanzania and Zambia.

Developmental changes observable in the Partnership programme show increased incomes for entrepreneurs who were given access to business training and financial services in Lao PDR and trends towards policy and law related changes in favour of the vulnerable groups such as persons with disabilities and the women in Zambia and Vietnam.

It appears that the very short duration of each phase is diluting the developmental results.

Recommendations

Enhance the duration of the next phase of the programme to 5 years for sustained results. Irish Aid and the ILO promote an active dialogue on mutual vision of mainstreaming disability and gender for the next 10 years. (Action: Irish Aid and ILO)

Invest in creating appropriate infrastructure for the full participation of persons with all types of disabilities, especially in terms of the physical access, accessibility of its training materials in Braille, adaptation of its materials for use by those who are not literate, availability of sign language interpreters and pre-assessment (Action: ILO-SKILLS)

Support vocational training of persons with disabilities in readily marketable skills. (Action: ILO-SKILLS).

Streamline performance measurement and impact assessment at different levels of the results chain by providing solid technical support and training on evaluation techniques. (Action: ILO - SEED and SKILLS).

Develop a comprehensive 'knowledge management' strategy to widely share the rich experiences, lessons and models emanating from the Irish Aid Partnership programme. (Action: ILO and Partners)

KEQ 4: The effectiveness, efficiency and sustainability of Partnership programme supported efforts for capacity building

The sub-questions on the above as listed in the TOR are:

1. What are the factors that determine the effectiveness or otherwise of the Partnership capacity building activities?
2. To what extent have the Partnership capacity building activities been cost-effective?
3. What level (individual, institutional, systemic) of the Partnership capacity building activity provides the most cost-effective benefits?
4. What factors influence capacity building funding decisions?
5. How likely is that the outcomes will be sustainable, i.e. that the local/national partners take ownership of them and have the necessary capacity to continue or even expand them?

Observations and Findings

In Asia the country visits were split between WEDGE (Lao PDR) and PEPDEL (Vietnam) which allowed the Team to observe programme support in contexts where a country office is in place and where one is absent. WEDGE is also working in Cambodia. PEPDEL supports activities in three other countries, Mongolia, China and Thailand. Reporting lines for these components within the Sub Regional Office did not appear entirely clear. In the case of WEDGE the primary staffing resources for each country were one National Programme Coordinator and three months support from an International Technical Specialist in Bangkok. At Geneva level the senior

technical advisor post (P5-level) has been vacant for at least one year. In the interim the headquarters technical support was split between two lower posts. In the case of PEPDEL there is one Regional Technical Coordinator based in Bangkok who supports all four countries and a Senior Specialist on Vocational Rehabilitation²⁶ who provides back stopping. There is no such regional technical coordination or senior specialist presence in Africa covering Vocational Rehabilitation with the result that technical support is provided by Geneva. The Regional Coordinator in Bangkok has access to 1/3 of the time of an Administrative Assistant and uses ILO country programme staff to follow up on PEPDEL matters on the projects behalf. There is a Senior Technical Advisor in Geneva.

The amount and location of technical support provided by the ILO to the programme appears to be inadequate. The programme requires technical specialist support in the fields of enterprise development, gender, disability, workers and employers' relations. This technical support was inadequate in both Asia and Africa, due in part to the fact that certain positions are at present vacant.

The lack of technical support especially from employers', workers' and enterprise specialists could lead to the Programme operating as an add-on, particularly in Asia. Conversely, more broad-based technical support from the ILO should provide better-rounded and ultimately successful outcomes. In Vietnam, for example, addressing the needs of persons with disabilities appear to be a national priority but the needs range from capacity to regulate through to further changes in the law through to provision of appropriate training, services etc. It appears that the ILO has a real comparative advantage in the field and could play a serious role. There is strong interest in ratifying ILO Convention 159 as well as Vietnam's increasing consciousness of how it is perceived by other economic actors. However, not all the ILO's social partners appeared to possess similar levels of knowledge on issues of disability in employment, and it is uncertain that they have the capacity to develop the positions of their respective constituencies on these important issues before debating them in plenary.

The DWCP programming framework is expected to provide a clear statement of ILO engagement and technical support in support of the programme as well as the principal criterion for country selection. Without this it risks operating in a programmatic and geographic vacuum.

The ILO project is supporting training of trainers' material, actual training and had supported the development of more than 120 village banks in areas that were remote and required lengthy travel. The rollout of this work and the subsequent monitoring largely fell on the shoulders of the National Project Coordinator. While Cambodia was not visited, presumably similar conditions also existed there too.

In relation to PEPDEL, work is more 'up-stream' focusing on legislation, awareness raising and working through a range of relevant and important actors. However, it was clear that much effort had been required to merely establish the National Project

²⁶ The Team did not have the opportunity to meet this person. As of 12th September it is not clear how much support time (actual and real) is provided by the Senior Specialist – this needs to be confirmed.

Advisory Committee and, given the challenges to date and the complexity of the Vietnamese administrative and legal structures, much more work would be required before further progress would be achieved. Part of this is rooted in contextual realities as tripartism was new in Vietnam and so are the DPOs, as explained earlier. While it was not possible to visit the other countries, it is understood that China and Mongolia have so far not yet progressed as much as Vietnam. This would imply that considerable effort is required just to get one country project effectively let alone the three others that form the current portfolio. It is important to clarify that this is not intended to undermine the project's accomplishments in Vietnam but focus on the 'process-related' implications for scaling-up the model.

During discussions it appeared there is some debate as to whether ILO should primarily focus on knowledge and technical assistance or whether it should have a stronger role in project implementation. If the latter is relevant and important, then there is the question as to what level and degree it should get involved. In addition, it should be noted that during the field work it was clear that several partners saw the ILO as a funding agency and were seeking additional funds for implementation.

Training has been an essential part of the ILO programme's contribution. Training and training of trainers has been delivered to both public and private sector groups and individuals. As noted elsewhere, the materials have been found to be of high quality and well accepted. In this two issues arose. Firstly, in a number of cases ToTs for SYB and GET Ahead included staff of government managed bodies e.g. in Lao PDR where even chambers of commerce are controlled by the government. The roll out of many of these training programmes has consequently been implemented because they were included in staff work plans rather than responding to demand-led needs. The second issue relates to targeting of trainers. In Zambia it was reported that selection of trainers was, at times, ad hoc and that no criteria were applied.

Capacity building is a long-term investment in human resource development. In the Partnership programme considerable time was invested in developing the training material. This investment provided good dividends as there is wider appreciation and use of these materials. In terms of project delivery, the partnerships with key government agencies ensured that duty-bearers are engaged in the process of capacity building though indirectly, as actual planning and management is done by the ILO itself. In a few cases such as Kenya, the ILO subcontracted the project management to local organisations such as employers' association. However, the evaluation team did not have an opportunity to observe how the sub-contracting model works in terms of cost efficiency. The engagement of local partners who are already working for persons with disabilities or promoting entrepreneurship was a good move too.

The synergies established in programme countries with partner organisations contributed to efficiency. For example, members of the project advisory committees are implementing the project activities in Vietnam saving overhead costs for the programme. In Lao PDR, a staff member of the partner organisation called SMEPDO serves as trainer for the TOTs on GET Ahead (a prominent activity) saving costs of delivery. In Zambia, president and members of ZFAWIB intensively support the

organisation of MOWE events. As this is a thematic evaluation, the team did not research into the finance and accounting aspects.

Based on field observation, the most cost effective investment appears to be the development of a suite of high quality training material that was adapted and translated in several countries. This also offers tremendous cost advantages going forward as costs of up scaling through wider dissemination in other countries are limited to translation, distribution and communication. The existing demand from 21 ILO countries for WEDGE may offer an entry point for dissemination of the tool-kits (not necessarily the full project cycle approach but more of knowledge management).

This could be looked in to by a small Task Force of experts at the ILO. Drawing on the results of the Partnership programme, the ILO could extend the reach of its tool-kits in different parts of the globe using its in-house network of enterprise specialists as well as alliances with specialist entrepreneurship institutions outside the ILO. The expected result of this is to enable stakeholders all over the world to easily access the resource materials, learn how to use them, seek support for translation or adaptation, participate in online communities, establish links with similar initiatives, and share ideas for continuous quality improvement.

Taking a cue from new strategy of SMEPDO²⁷ in Lao PDR (this agency desires to focus on accreditation of service providers in the future than deliver entrepreneurship training as it did in the past), the ILO could face demands for higher order technical support in terms of ensuring quality, accreditation of trainers, etc. in programme countries such as Ethiopia where WEDGE was introduced sometime ago.

At the individual level, the training programmes reached out to entrepreneurs. These programmes in some instances were co-funded by the government in Lao PDR where ILO spent less than \$80,000 to create 120,000 village banks with 40,000 members. A factor that undermined the cost-efficiency at individual level was the poor selection of trainees for TOTs and limited capacity of the trainees participating in the TOTs, especially at the provincial level where training and enterprise development capacities are virtually non-existent. Staff turnover in partner organisations also contributed to wastage of training. In terms of policy changes, in countries such as Lao PDR there were long established players such as GTZ and SNV working with and supporting the national governments.

²⁷ Based on a key informant discussion with Mr. Sondy Inmyxai, Director General, SME Promotion Division, Government of Lao PDR on 4 September in Vientiane by the evaluation team.

“Pilots that were more effective are the MOWE, IYES and BDS.

MOWE is more effective because of the interest that the WEAs and women entrepreneurs have in advocating and lobbying the government and private sector for the services and resources that they need for the success of their businesses.

IYES is effective because women entrepreneurs and WEAs are looking for tangible benefits and market for their products and services and

BDS is becoming effective as it assists them to identify and analyse their problems and also guides them to get solutions to their problems.”

- A NPC respondent in Africa

Organisationally, the dual role of the National Programme Coordinators in Zambia and Lao PDR (may be true for others too) as both managers and trainers increased the cost effectiveness. These staff along with local consultants offered training services. Locational aspects also play a role in cost efficiency. In case of Lao PDR, the project office is located at Vientiane whereas the field operations (village banks) are in locations far away from Vientiane. The collaboration between the ILO and other actors in the programme countries tends to increase the cost effectiveness through convergence. In Lao PDR, the ILO worked with SME Promotion Organisation, GTZ and SNV in translating, adapting and validating WEDGE training material as well as in offering training courses.

The overall effectiveness and efficiency of the Partnership programmes seems to have been affected by the multiple practice models, methodologies and approaches to mainstream women entrepreneurship and disability, the short duration of each phase of the Irish Aid programme (though these are pilot initiatives that call for long gestation), and the remote management of the operations (depending on the component and the country), weak results tracking, etc. The programme is at a stage that though the second phase is ending soon, there is no choice but to extend it as activities in PEPDEL countries of Asia (Vietnam in particular) will definitely spill over beyond the life of the second phase. In Zambia, the business development and other training related events have further phases of TOTs to complete.

Sustainability is defined as the availability of the benefits beyond the project's life. Sustainability is assessed in terms of programmatic sustainability, financial sustainability and organisational sustainability. Further in the present context, the definition could be widened to discuss about: a. systemic or environmental improvement, b. partnerships and processes promoted, and c. coherence and consistency including harmonisation with other ILO activities.²⁸ In terms of systemic changes, Lao PDR has introduced a new small and medium enterprise strategy. The ILO project contributed to this strategy in close cooperation with GTZ. The Fifth National Development Plan of Zambia includes references to mainstreaming gender and disability. The engagement of DPOs and the WEAs in Zambia could enhance the awareness of others about the unique needs of persons with disabilities and a

²⁸ This idea came from Ms. Judith Hoyles, a member of the evaluation team.

possibility that future training facilities could be ‘accessible’ for persons with disabilities. In Vietnam, the joint training workshops by VNAH (an NGO) and the General Assembly could lead to legislative changes to increase working hours and permit overtime for persons with disabilities workers.

In terms of processes, the ILO programme brought together the tripartite partners such as trade unions, government, and employers’ organisations to address gender and disability. This increased sensitivity of these bodies to the specific needs of vulnerable groups. It also built a favourable environment for the issues being addressed. Partnerships played an important role in project success. The partners ranged from international NGOs for GET Ahead TOTs in Cambodia to government bodies such as SME Promotion and Development Organisation in Lao PDR and Gender in Development Division in Zambia.

Mainstreaming the women entrepreneurship initiatives into ILO’s own programmes helped the human trafficking project in Lao PDR and the child labour project in Cambodia with value addition through business training and microfinance. Linkages with other donor funded activities such as Asian Development Bank initiative in Cambodia, SNV support for business development in Lao PDR, etc. enhance coherence.

In terms of programmatic sustainability, the investment in terms of human resource development through training on women entrepreneurship should see benefits at both the trainer level and the entrepreneur level. According to a National Programme Coordinator, “The enterprise development knowledge and programme management skills acquired by the stakeholders through our programme’s support are apparently sustainable.” Sample interviews in Zambia with ex-trainees showed that they already improved their marketing and book-keeping practices within their own businesses. The problem is with the trainers whose talent may not be used unless there are tie-ups with local entrepreneurship development institutions to use their skills. This requires building up centres of excellence that are locally based and locally owned. This could serve dual benefit: a. Strengthen in-country institutional capacities on women entrepreneurship and b. Enhance possibilities for sustenance of the investments made in the first two phases to promote women entrepreneurship. In this the ILO also needs to engage other donors such as AfDB, ADB, GTZ, and SNV who are promoting entrepreneurship and business development.

Activities of PEPDEL are less prone to get sustained beyond the life of the project as these are fully sponsored by the Irish Aid programme and sporadic in nature. The curriculum on disability legislation will hopefully contribute to the sustainability of disability advocacy in the countries involved. As mentioned earlier, two African universities are interested in this curriculum. The introduction of favourable legislation and implementation policies could benefit the persons with disabilities.

In terms of organisational sustainability, a challenge is the lack of partner capacities to independently carry on capacity building activities. However, it is understood that in case of Lao PDR, the WEDGE will be continued by the SME Promotion Organisation. The Non-formal Education Centre in Lao PDR offers entrepreneurship development training on its own. Similarly, the village banks are run by the provincial

government, a local NGO and the village bank committees and stand a high possibility of sustainability. In case of PEPDEL, the main partners such as MOLISA in Vietnam and the government ministry of Community Development and the ZAPD in Zambia are already engaged in promoting the rights of persons with disabilities and improving their lives. However, it is important to note that the Partnership programme activities run a high risk of scaling down or even outright discontinuation (specially for DEWD and PEPDEL) in the event of stopping the programme as the principle partners of WEDGE, DEWD and PEPDEL are depending on Irish Aid support for the main activities. In some cases such as MOWE, though the activity may continue, it could mean significantly less number of events. In the opinion of a NPC respondent, some of the interventions of the Partnership Programme can be sustained by the stakeholders with financial support from other support organisations and donors. These include interventions such as IYES, MOWE celebrations, BDS and GET Ahead training.

Conclusions

In Asia, at the Sub Regional Office level it was less clear how (i) the activities relating to WEDGE and PEPDEL were strategically being brought together and where strategic responsibility lay (ii) how the Irish Aid activities fitted into the overall Sub Regional Office's management and reporting structure. For instance, it was not clear where the future direction of the Lao PDR support was going – if it is a pilot phase, what happens at the end of this project.

In terms of Technical Support two issues arise. First, there was wide spread recognition that almost all ILO tools were considered highly relevant and useful and this needs to be scaled-up for a global reach. It also needs backed by certification and accreditation systems to assure good quality. This was reflected by the support of other donors to training and use of these tools. Second, it is less clear if overall Technical Support within ILO is sufficient.

In order to improve effectiveness and build local ownership as well as enhance localisation of programme content, alternatives to the current model of regional/sub-regional technical specialists/coordinators leading the field programme managers need to be explored. At country level a National Project Coordinator may be sufficient to manage and administer a programme of activities. However, there is a question if it is either fair or reasonable for such a person, to engage effectively with senior government officials, higher level donor coordination and strategy on a day to day basis. The NPC questionnaire responses suggest that the programme needs more decentralisation to the country level. The Team could not conclude nor found evidence, that 'Delivering as One' UN country programming was sufficiently advanced to address these concerns.

Under current staffing arrangements, the ILO may be missing opportunities to more effectively engage at the national policy and strategic levels where its field and technical expertise is, no doubt, useful.

PEPDEL work requires less funding but much networking and process related activities. Given the rate of progress in both Vietnam and other countries, it would appear that four countries are, at best, the most that can be handled.

There is a risk that training in certain environments can be supply led. This has obvious implications for relevance and sustainability.

Sustainability is at stake in the programme as several activities run a high risk of scaling down or discontinuation given the state of partner financial and management capacities. This calls for creating or strengthening local structures that can carry on the initiative.

Recommendations

The ILO should reinforce its side of the Partnership with technical support in the field in the realm of mainstreaming disability. (Action: ILO - SKILLS)

Decentralise programme management from region/sub-region level to country level (Action: ILO – at all levels)

Develop an exit strategy for phase-out from programme countries based on scientific criteria such as the context, length of engagement, levels of need, project performance, etc.(Action: ILO headquarters – SEED/SKILLS)

Maximise the knowledge base of both the partners to mainstream gender and disability through exchange visits, joint papers, staff secondment, etc. (Action: ILO and Irish Aid)

Consider setting up centres of excellence aimed at policy and systemic changes and removal barriers to women’s participation in businesses in programme countries through collaboration with local organisations, universities or training institutions that are already engaged in entrepreneurship/business development. (Action: SEED at ILO headquarters)

Establish a small ‘Task Force’ of experts in the ILO to extend the reach of the training resources globally. (Action: ILO - SEED)

Develop training material on ‘quality assurance’ of entrepreneurship development activities such as tools for ‘certification’ of individual trainers and ‘accreditation’ of service providers(Action: ILO – SEED).

Recap of Recommendations

The recommendations made for each of the four key evaluation questions are brought together for the convenience of the readers.

1. Develop clear-cut policy and guidelines for the field staff on how to identify capacity gaps and the specific role the stakeholders could play in this regard. These could include context-sensitive criteria on selection of partners, standards for stakeholder involvement, exploration of collaboration opportunities and reinforcement of country-led capacity building efforts.(Action: ILO - SEED and SKILLS)
2. Match individual capacity building with organisational capacity building of the partner organisations. This need not be taken on by ILO itself but coordinated with service providers with specific competence in this area.(Action: ILO – all levels)

3. Enhance the duration of the next phase of the programme to 5 years for sustained results. Irish Aid and the ILO promote an active dialogue on mutual vision of mainstreaming disability and gender for the next 10 years. (Action: Irish Aid and ILO)
4. Invest in creating appropriate infrastructure for the full participation of persons with all types of disabilities, especially in terms of the physical access, accessibility of its training materials in Braille, adaptation of its materials for use by those who are not literate, availability of sign language interpreters and pre-assessment (Action: ILO-SKILLS)
5. Support vocational training of persons with disabilities in readily marketable skills. (Action: ILO-SKILLS).
6. Streamline performance measurement and impact assessment at different levels of the results chain by providing solid technical support and training on evaluation techniques. (Action: ILO - SEED and SKILLS).
7. Develop a comprehensive 'knowledge management' strategy to widely share the rich experiences, lessons and models emanating from the Irish Aid Partnership programme. (Action: ILO and Partners)
8. Strengthen technical support in the field in the realm of mainstreaming disability. (Action: ILO – SKILLS)
9. Decentralise programme management from region/sub-region level to country level (Action: ILO – at all levels)
10. Develop an exit strategy for phase-out from programme countries based on scientific criteria such as the context, length of engagement, levels of need, project performance, etc.(Action: ILO headquarters – SEED/SKILLS/CODEV)
11. Maximise the knowledge base of both the partners to mainstream gender and disability through exchange visits, joint papers, staff secondment, etc. (Action: ILO and Irish Aid)
12. Consider setting up centres of excellence aimed at policy and systemic changes in programme countries in collaboration with local organisations, universities or training institutions that are already engaged in entrepreneurship/business development. (Action: SEED at ILO headquarters)
13. Establish a small 'Task Force' of experts in the ILO to extend the reach of the training resources globally. (Action: ILO – SEED)
14. Develop training material on 'quality assurance' of entrepreneurship development activities such as tools for 'certification' of individual trainers and 'accreditation' of service providers(Action: ILO – SEED).

Part II: Good Practices

This part outlines six good practice illustrations drawn from WEDGE, DEWD and PEPDEL in Africa and Asia. The purpose is to illustrate the positive accomplishments that offer good potential.

1. Inter-connectedness with other ILO Projects: Village Banks in Laos

This write-up²⁹ explains the interconnectedness between two ongoing ILO projects in Lao PDR by leveraging the strengths of WEDGE to address a wider social problem of trafficking in women and children. Though the link between migration and microfinance is indirect, it is seen to be strong by the ILO WEDGE team in Bangkok as it was felt that increased incomes would act as a deterrent to trans-national migration into neighbouring Thailand.

Situation analysis

Due to poverty and lack of employment opportunities at home, migration is becoming an increasingly common choice especially in provinces bordering Thailand, often illegally. Often such migrants become victims of trafficking. According to a report of the Ministry of Labour and Social Welfare and the ILO(2003), migrating population in the three border provinces account for seven per cent of the total population, of which 56 per cent are female and 44 per cent male. Further, youth(18-35 years) account for nearly three-fourths of the migrating population. In order to address the challenges, in collaboration with the Government of Lao, the ILO-IPEC Mekong Sub-regional project to Combat Trafficking in Children and Women was launched in May 2000. This project is implemented by Save the Children and ILO with DFID funding in five countries. ILO-IPEC project views Cambodia, Lao and Myanmar as sources of migration and Thailand as the destination. The project found in its mid-term evaluation that microfinance has a positive impact. Though ILO-IPEC project covers both Lao and Cambodia, the collaboration with WEDGE is limited to Lao.

Prior to the launch of village banking in the project area of ILO-IPEC, it had a less successful microfinance programme to create revolving loan funds in the target villages with high incidence of human trafficking. As the loan funds programme was less successful it was replaced by village banking programme. The WEDGE launched the village bank programme in 2004 in nine villages of the three provinces to increase access to financial services so as to enable the poor to withstand financial shocks such as vagaries of weather than look for migration as the only option.

Village banking is implemented by ILO/WEDGE in cooperation with the provincial departments of Labour and Social Welfare, the provincial departments of Industry and Commerce, TICW and a local microfinance NGO called Lao Community Sustainable Development Promotion Association (LCSDPA).

²⁹ This draws heavily from the ILO paper titled, The ILO Village Banking Programme in Lao PDR, 2007.

Methodology

In terms of the process³⁰, the NGO team visits villages to explain the idea of a village bank. If the village is interested and can mobilise at least 20 individuals, the LCSDPA offers them a training programme on village banking methodology and a bank is set-up. Each bank has two committees, namely, a management committee and an advisory committee. An elected management committee looks after the administration of the bank, loan application processing, disbursement and follow-up. Bank management tools include loan book, savings book, cash book, and ledger. Members of the management committee share the responsibilities. Loans are provided for production and consumption purposes. Loan term ranges from 4-6 months. Applicants need guarantors and pledge collateral. The village bank advisory committee consists of village authorities. It performs a watchdog function to assist the management committee if difficulties arise. The bank is also monitored and audited by LCSDPA and provincial government officials. The savings capital of the village banks is augmented by loans at 12 per cent interest per year from ILO-WEDGE project. Project loans are channelled through the Provincial Departments of Labour and Social Welfare.

In terms of rewards for stakeholders, at the end of the year, profit is computed and 8 per cent of it is ploughed back as village bank capital. Of the rest, management committee members receive 15 per cent, 5 per cent goes to members of advisory committee, 2 per cent goes to LCSDPA for its services and 70 per cent is paid out to savers as dividend based on the quantum of savings.

The project supported village banks through the three components of GET Ahead programme, small association support programmes and the micro-finance programme. Each of these three components of the

Meeting with members of the village bank in Pung Tai village, Lao PDR

Pung Tai village in Khammouane province has a village bank that started three years ago. It has 227 members of whom 181 are women. Among them just 11 are in non-agricultural businesses due to the problem of marketing. One woman entrepreneur manufactures cement columns. She took a loan of 50,000 Thai Baht (approximately 1,250 US\$ – Thai Baht are a valid currency due to the proximity to the Thailand border). Her income is approximately 10,000 Baht per month and is planning to acquire electric cement mixer and a tractor.

The village has 117 households of which only 31 are not members of the village bank. Initially the village bank mobilised members by highlighting the benefits of saving for income generation as well as emergencies such as funeral expenses. In order to reduce trafficking, the village bank assisted 10 persons to apply for passport and migrate legally.

Forty persons from the village attended GET Ahead training. At a meeting with the members of the bank in the village on 4 September 2007, four women stated that they

30 Brochure of the Lao Community Sustainable Development Promotion Association

attended the 5-day training programme delivered by provincial trainers and learnt basics of marketing and how to use money effectively. The course also covered gender relations.

Successes

The project trained members of the village bank committees and provincial government officials. It provided loan capital to the village banks. Initially there were 9 village banks and this was extended to over 120 villages subsequently providing financial services to 40,000 families.

An impact assessment of 9 village banks based on a follow-up survey of 48 persons (who were covered in a baseline done in September 2005) showed positive gains in business related knowledge and practices as well as in strengthening the self-confidence of women entrepreneurs. It also showed a four-fold increase in monthly sales on an average based on perceptual data of the survey respondents. In terms of job creation, the entrepreneurs employing full-time staff raised from 12 per cent in 2005 to 19 per cent in 2006. The results were mixed in terms of gender equality and women's empowerment reflecting the deeper structural issues. A separate assessment done by ILO-WEDGE in three villages of Champasak province in April 2007 revealed that the impact was greatest in the area of improving business knowledge and skills (such as record-keeping or costing). Respondents desired skill training in agriculture and livestock as well as on starting new businesses.

Challenges

- Due to limited experience of Laotian government staff with NGOs, ILO's educating them on the need for involvement and role of NGOs while promoting village banks proved to be challenging.
- Traditional money lenders whose business interests were hurt by the launch of village banks tried to sabotage the project. This led to dilution in adherence to the principles of village banking in one district. After several meetings with district authorities and village bank members the problem was solved.
- Both at the national and provincial levels there is confusion about the role of government in microfinance. WEDGE project advocates with the Bank of Laos that the role of microfinance should be limited to regulation and supervision.
- Low capacity of support organisations at provincial/district level
- Little gender awareness among partner organisations

2. Training Material: Case of GET Ahead for Women In Enterprise³¹

The Partnership programme led to development of resource materials to promote women's entrepreneurship. Among them a tool-kit that was found to be widely used in two of the three countries visited was 'GET Ahead'. Targeted primarily at the poor

³¹ This write-up is based on material provided by Ms. Linda Deelan.

women, the training resource is meant for both new entrepreneurs as well as existing entrepreneurs. This material was introduced in Lao PDR and Cambodia in 2003. In Lao PDR it is used for training of trainers who in turn use the publication to train the beneficiaries. The publication has supportive manuals for both trainers and practitioners. It addresses the practical and strategic needs of women in business by strengthening their basic business and people management skills. Its uniqueness lies in integrating gender perspective.

Field consultations with the users of GET Ahead material (policy makers, trainers and the trainees) consistently showed its high popularity and usefulness for the targeted audiences. Ex-trainees who underwent GET Ahead training in both Lao PDR and Zambia recalled that they learnt how to keep basic records for their businesses and also improved the marketing skills. Consultation with a partner agency called SNV in Lao PDR confirmed the utility of the training resource. The publication has been translated in to several languages.

Results

The publication seems to have laid a strong foundation in the direction of capacity building of the women entrepreneurs, especially for the women in micro-enterprises. The multiplier effects of this are evidenced by integration of the material into the regular training curriculum at Non-formal Education Centre of the Government of Lao PDR. This institution offers training programmes in promoting entrepreneurship.

3. Capacity Building for Inclusive Legislation: Collaboration between General Assembly and VNAH in Vietnam³²

The plan of action for PEPDEL project in Vietnam includes a series of workshops to promote a rights based approach to legislation with those responsible for approving and implementing laws. A challenge in the labour law in Vietnam relates to restriction of the working hours per day to seven for persons with disabilities. Similarly the law restricts the use of overtime in case of persons with disabilities. These restrictions are viewed as barriers to increase employability of persons with disabilities especially in the assembly line sector. In order to address these and other legal aspects, the Vietnam Assistance for the Handicapped (VNAH), an NGO working in Vietnam on disability related issues facilitated three workshops in different parts of Vietnam jointly with the National Assembly's Committee on Social Affairs Committee.

Objectives of the workshop

Review and discuss the implementation of policy on disability

Share the National Assembly's evaluation of Disability Ordinance

Introduce the National Action Plan to support People with Disabilities 2006-2010 as a precursor to the development of Provincial level plans by local People's Councils

The workshop participants were representatives of the People's Council (the local level of the National Assembly, with elected officials), the People's Committee

³² This is based on a meeting at VNAH, Hanoi on 6 September 2007 and an ILO report titled 'PEPDEL Project – Asia: Mongolia, Vietnam, China and Thailand'.

(equivalent of a Provincial Government, and its officials are public servants) and provincial level ministry officials.

Besides the above workshops, VNAH is trying to feed the law makers with international best practice in disability legislation. It is sponsoring a study tour to the United States for the law makers to learn how national law on disability is formulated there. Concurrently, VNAH is carrying out a survey of the employers regarding employment of persons with disabilities and working with the Vietnam Chamber of Commerce and Industry (VCCI) to enhance opportunities for employment of persons with disabilities.

Results

According to VNAH, the draft law on disability will be discussed in the National Assembly in June 2009 and it is scheduled for approval by the National Assembly in November 2009.

The PEPDEL project provided space for collaboration between the National Assembly responsible for formulation of laws and a disability focused NGO. Using knowledge based on research and evaluation, this partnership sought to sensitise and advocate with the law makers on mainstreaming inclusion and rights based approaches. As a result of a variety of interventions, going beyond the ILO funding, VNAH is confident that the law will be passed by the end of 2009 in favour of persons with disabilities in Vietnam.

4. Advocacy for Women Entrepreneurship: 'Month of Woman Entrepreneur' in Zambia

Month of the Woman Entrepreneur (MOWE) is a month long series of activities to highlight the issues, needs and concerns of women entrepreneurs, disabled women entrepreneurs and persons with disabilities persons in general and enable them to secure a better quality of life through a series of information, marketing, advocacy and knowledge sharing events and exhibitions³³. This annual event consists of workshops, training, award presentation, radio and television programmes, march past, exhibitions, etc.³⁴

The genesis of MOWE lies in a study tour organised by the ILO for stakeholders in Zambia to Ethiopia in 2004. Thereafter the Project Advisory Committee in Zambia decided to host the first MOWE in September 2005 with 37 activities. As the partners acquired managerial experience and responsibilities, the ILO's direct involvement seem to be declining gradually to facilitate institutionalisation of MOWE. The March Past, the Exhibition and the mass-media coverage seem to contribute to mainstreaming both women's entrepreneurship and disability. From 2006, ZFAWIB has been assuming the lead responsibility for MOWE in Zambia. The funding was attracted for 2006 MOWE from government departments and ZFAWIB to complement funding from the ILO. However, it was difficult to mobilise

33 ILO, Report on the celebrations of the month of the woman entrepreneur for the ilo-dci partnership programme in September 2005

34 ILO and Irish Aid, September 2007: Month of Woman Entrepreneur Calendar of Events

complementary resources to fund the activities of MOWE leading sometimes to reduction in the number of activities. The events enhanced visibility of the abilities of persons with disabilities which are vital to change negative social stereotypes. They also improved the membership base of the women entrepreneurship associations. The twin challenges experienced were organisational and financial in nature. The MOWE calls for extensive advance planning and preparation; however a guide has been developed to support organisations in the process of organising a MOWE.

Strengths of MOWE

- It offers good potential for replication.
- It has the potential to attract private sector funding/sponsorship At the venue of the exhibition, visitors could see the red coloured banners and booths of the phone carrier CELTEL, which was a co-sponsor.
- Multiplier effects of MOWE are likely to be high
- Over the years, MOWE is getting institutionalised as local organisations assume greater responsibility for organising the events.

5. Mainstreaming Gender: Zambia Federation of Association of Women in Business, Zambia

Zambia Federation of Association of Women in Business (ZFAWIB) is a non-profit association that seeks to assist women entrepreneurs through capacity building, networking and linking them to international markets. Thus it promotes women entrepreneur activities in industry, commerce, agriculture, environment and service sectors. As a membership based organisation, in 2007, it had 25 women entrepreneur associations and 250 individuals as members. It has membership from six of the nine provinces in Zambia though the operations are mainly confined to the capital city of Lusaka.

It started in 1993 to improve coordination among individual business women due to the initiative of UNDP, COMESA and USAID. Its status is recognised by the Government of Zambia which offers rent free accommodation for ZFAWIB. When the evaluation team met the honourable Deputy Minister for Industry, Trade and Commerce, the subject of discussion was almost entirely on the problems and the need to build organisational capacities of ZFAWIB. In fact, the Honourable Minister shared a note that was based on a meeting the Minister had with ZFAWIB, a day prior to the evaluation team's meeting. Thus the government accords a highly significant role to ZFAWIB. The organisation also serves as the focal point for national federations of business women in COMESA.

Capacity building

In the realm of WEDGE, it is an important partner for the ILO in Zambia. It organised training for entrepreneurship development, business service development and improving exhibition skills for its members. The specific training programmes conducted and the coverage in terms of trainees are: Improve Your Exhibition Skills (85), GET Ahead (25), Training for Transformation (40), and Business Development Service (3).

Organisation and Management

The Association has an elected board as well as two permanent staff at its Secretariat in Lusaka. The ZFAWIB organised the annual Month of the Entrepreneur exhibition and events. Field observation showed that ZFAWIB brought good television coverage for the exhibition as well as roped in private sponsorship. The exhibition provides an opportunity for small business women to display their products and sell them. On the day the evaluation team was in Lusaka, the prime news of a local television channel covered the Month of the Entrepreneur exhibition in its news.

Challenges

Discussions with the leadership of ZFAWIB and the Honourable Dora Celia, Deputy Minister led to identification of a few challenges:

- No follow-up of the trained women by the organisation
- Due to poor selection of the trainees, scope for wastage in training resources
- Weak Secretariat due to limited resources
- Narrow base of the membership of the organisation
- Activities mainly confined to Lusaka
- Problems in recovering membership subscription dues and enrol new members
- Inability to attract successful business women as they do not see value in membership
- Lack of a scientific database of the membership due to issues of skills/resources

6. PEPDEL: Changes in Policy and Legislation

The PEPDEL aims at changes in policy and legislation to promote employability of persons with disabilities. Though the implementation models were different in Asia and Africa, PEPDEL attempted to mainstream disability through a human rights based inclusive approach. In terms of changes, in Zambia, the Fifth National Development Plan incorporates provision of incentives to enhance employment opportunities for persons with disabilities. Again in Zambia, PEPDEL is supporting the government and DPOs to develop a national policy for persons with disabilities. The inputs for policy and legislation in Asia are described below.

Country	Policy/ legislation input from PEPDEL
China	directly supported the implementation of the new Regulations on Employment of Disabled Persons directly supported research to support development of policy on employment for people with mental illness and intellectual disability.
Thailand	under phase 1 expert input was provided to the Thai government on the draft disability law subsequently passed in Sept 07 direct technical assistance to the government to support ratification of C159.

Vietnam	<p>directly providing support to the government to progress towards ratification of C159</p> <p>directly supporting the development of a new disability law through the workshops with the National Assembly, in partnership with Viet Nam Assistance to the Handicapped</p>
Mongolia	<p>directly supported the development of National Action Plan for Promoting Employment of People With Disabilities and Providing Them With Equality To Work 2007-2008</p> <p>directly supported the development of a National Strategy of public awareness -raising on Labour right of disabled people</p>

Source: Schedule for National Programme Coordinators, Asia (PEPDEL)

Strengths

- The PEPDEL sensitised the staff of the local ILO offices regarding inclusion.
- The support of the local ILO Offices has been a critical determinant of success.
- Identification of activities through the NPAGs encouraged local ownership

Chapter III: Lessons Learned

The definition of a lesson used here is that the learning is not merely limited to the particular project but offers scope for wider application beyond ILO-Irish Aid Partnership Programme. The lessons are presented in multiple ways in this section. There are three parts in this chapter. The first part presents the general overall lessons drawn from the Partnership programme. The second part covers lessons from good practices. The good practices are presented in the previous chapter.

Part I: Overall lessons

Knowledge base creation in the form of situational assessments could inform the capacity building initiatives, provided the results of such assessments are considered at the stage of programme planning.

Stakeholder engagement through project planning workshops is likely to have beneficial effects in terms of timely execution of the activities.

Programmes targeting deprived groups such as disabled women are more likely to succeed if they integrate entrepreneurship development along with vocational training and basic education.

In the absence of effective provision for access to finance, entrepreneurship development alone may be of limited value in terms of job creation.

In terms of the entry points to reach the vulnerable, it is clear that for macro level change the federal and provincial level government seems to be a good entry point whereas for micro-level change BDS providers, community based associations and NGOs provide a good entry point.

Integrating women's entrepreneurship development can help while dealing with problems such as illegal human trafficking, child labour, etc.

Use of national project advisory groups provides a forum for members from various stakeholder groups such as government, employers' organisations and trade unions to engage in a dialogue and learn from each other's knowledge and experience.

Enabling the direct beneficiaries to organise themselves tends to increase their access to critical inputs such as financial capital and develop linkages with business service providers.

Part II: Lessons from Good Practices

The good practices were described in the previous chapter and this part focuses on lessons.

1. Lessons from Interconnectedness with other ILO projects: Village banks in Lao PDR

Good knowledge base enhances the cross-learning between different projects though funded by multiple donors.

Microfinance offers potential as a means to reduce outward rural migration and thereby trafficking of women and children. It does so through creation of avenues for income generation.

Micro-finance groups at village level provide opportunities for developing managerial abilities of community residents through a system of training and financial incentives

In order to develop microfinance, government agencies should address policy issues and create a favourable environment. The NGOs are probably better equipped to facilitate grassroots social mobilisation of people to start and support micro-finance groups.

2. Lessons relating to Federations of Women Business Associations

These lessons are drawn from a good practice study of the Zambia Federation of Associations of Women in Business.

Introduce a realistic fee for service programmes for women entrepreneurship to attract those who are really interested in setting up new businesses or improving the existing businesses. This may increase the impact of capacity building investments.

A clear vision, mission and strategy are vital for the growth of federations of business women and reduce dependence on donor funding

Federations need to choose carefully, based on their core values and competencies, the nature of their constituents/members. In case a federation decided to focus on the micro-enterprise and small sector, it is difficult for it to attract women-led businesses in the medium and large sectors, unless it can demonstrate value.

In order to lobby effectively, federations need strong organisation and Secretariat to understand the nature and composition of its members, potential markets, sources of new growth, realisation of arrears, follow-up on beneficiaries of training, and offer business development services for its members. Organisational capacity building is vital and needs to move along with individual and group capacity building.

Strengthen the capacity of the associations to be able to establish simple criteria and select the beneficiaries of training in a careful manner to enhance the value of training and utilisation of the training. This includes assistance in building information and data bases on members, their business profiles, training needs and post-training support.

Federations of business women have to contend with the high expectations of the policy makers who compare them to often male dominated national chambers of commerce and industry.

As gender is a cross-cutting theme, federations can successfully leverage the support of the government for advocacy on behalf of the women entrepreneurs.

3. Lessons from Month of the Woman Entrepreneur

These lessons are from the 'Month of Women Entrepreneur' activities in Zambia.

Dedicated events such as trade fairs, exhibitions and workshops on issues concerning women-led businesses offer good potential for improving the visibility of the

women's businesses, advocate needs of persons with disabilities, change public attitudes regarding the potential of women in general and disabled women in particular. They also strengthen exhibition and marketing skills of women entrepreneurs and open avenues for direct marketing. They bring together government decision makers and business service providers to create a favourable investment climate.

The series of events call for very extensive and thorough planning, starting as early as six months. The activities could be modified to suit local need and resources. However exhibitions require financial and organisational sponsorship of a significant order whether from funding agency or private sector or government³⁵.

Exhibitions and trade fairs have the potential to attract private sector funding/sponsorship provided the publicity appeal and reach are enhanced and media is optimally tapped for a noble social cause.

Multiplier effects of events such as trade fairs, exhibitions, etc. are likely to be high such as media firms offering support and seeking interviews, private firms getting sensitised to products made by the women and persons with disabilities, government leaders and officials getting sensitised about needs of entrepreneurs and potential of persons with disabilities, public education, etc.

4. Lessons from collaboration between Law makers and an NGO for persons with disabilities

The National Assembly and an NGO called VNAH collaborated in Vietnam for sensitising the law makers about the needs of persons with disabilities in order to lobby for modifying legislation to improve employability of persons with disabilities.

Capacity building through a judicious combination of research, study tours and training are an effective means for sustainable change on the legislative front in ameliorating the condition of persons with disabilities.

Advocacy for change in the realm of labour law concerning persons with disabilities calls for effective partnerships between the legislative and executive wings of the government, employers' organisations and the disability focused NGOs.

In final analysis, the lessons learnt show that while production of good quality resource material is vital, this alone is not a sufficient condition for sustainable capacity development. Thus the report presented the methodology of the evaluation, the findings, conclusions and recommendations, good practices, case studies and lessons learnt.

5. Lessons from influencing policy and legislation through PEPDEL

These lessons are based on NPC questionnaire responses:

- Emphasis needs to be placed on strengthening the members of NPAG such as the government, DPOs, employers and trade unions, through providing

³⁵ Zambia Federation of Associations of Women in Business, Report on the activities of celebrations of the month of the woman entrepreneur, September 2006

operational funding, and additional technical assistance to the group to develop a greater understanding of its role and potential.

- The work of the NPAG and the project overall would be strengthened by having an ongoing project contact person on the ground in each country.
- There is a strong need for direct capacity development of partners in the human rights approach.
- Having a local ILO office contributes to project success
- Partners to be identified should be in a position to influence direct policy or legislative change.

Annexure 1: Terms of reference for the Thematic Evaluation



ILO-Irish Aid Partnership Programme II 2004-2007

Terms of Reference for Thematic Evaluation

Introduction and rationale for the evaluation

The DCI-ILO Partnership Programme 2004-2007 (Phase II) focused on five main components, of which three were continuing core pillars of the previous partnership:

1. Promoting women's entrepreneurship and gender equality,
2. Developing entrepreneurship among women with disabilities, and
3. Promoting employability and employment of people with disabilities through effective legislation.

Two new initiatives were also introduced, namely, a special action programme to combat forced labour, and support to the UN's Youth Employment Network. Independent evaluations were conducted of the larger projects prior to start-up of phase II and contributed to design and implementation of the current phase.

The rationale for this evaluation emerges from both (i) recognition that an essential objective of the support provided through the Partnership Agreement is to pilot various initiatives and build capacity and, (ii) the suggestion at the end of the last evaluation that a thematic evaluation could provide an effective lesson learning platform to inform future programming.

A strong theme in the partnership has been to build capacities at organizational levels, both in the ILO and at country level, to mainstream gender-focused disability and entrepreneurship into their programmes and tools. Initial focus on entrepreneurship was concentrated on developing effective tools and strategies for interventions at country level, with results defined primarily through verifying the usefulness of these interventions to the relevant target groups. Approaches also targeted key public and private service providers to build up their internal capacities to deliver services and improve outreach to women entrepreneurs and persons with disabilities.

Complementary initiatives were directed at the policy and legislative levels to support

selected governments in implementing effective legislation on the employment of people with disabilities.

Purpose and scope of evaluation

The overall purpose of the exercise is to improve the support of the Irish Aid / ILO Partnership to build sustainable capacity development of their strategic and implementing partners. The Partnership to date has noted changes in approaches taken based on lessons learned, and new operating models for building sustainable organizational and institutional capacities and practices. These experiences have differed across countries and interventions, which provides an opportunity to draw out factors for success as well as constraints encountered in the process. Therefore, the intention of this thematic evaluation will be not to assess the selected case studies per se but to draw lessons from across Irish-Aid supported interventions to learn from experience to date in how to support capacity development in the future, and mainstream sustainable policies and practices, taking into account best international practices in building national and organizational ownership.

A major challenge linked to capacity development relates to ensuring sustainability. Sustainability can be addressed at several levels: 1) how the ILO and its partners will maintain the outcomes, goals and products, and 2) how each will institutionalize the processes and good practices.

The evaluation will cover the period since the initiation of the Partnership and will focus on all of the three core components.

The key audiences for the evaluation will be:

1. Senior component managers
2. Senior management of both Irish Aid and the ILO
3. National stakeholders.

Key evaluation questions

The key objectives of this evaluation are to establish:

1. Is there ownership and involvement of institutions/stakeholders in identification of capacity gaps identified in the Partnership support?
2. The relevance of capacity building provided by the Partnership programme
3. The results achieved in developing required management capacities within various contexts.
4. The effectiveness, efficiency and sustainability of Partnership programme supported efforts for capacity building.

More specifically, key questions for the study will include:

Relevance

- To what extent have Partnership funded capacity building activities been relevant to implementing partner needs and priorities; useful towards developing an end-beneficiary focus?

- How were the capacity building activities identified and assessed?
- To what extent have the design and implementation of capacity building activities involved stakeholders or been demand -driven?
- To what extent the design and implementation of capacity building activities adopted were either holistic in their approach or were coherent and complimentary to other initiatives that were taking place?

Efficiency

- To what extent have the Partnership capacity building activities been cost-effective?
- What level (individual; institutional; systemic) of the Partnership capacity building activity provides the most cost-effective benefits?
- What factors influence capacity building funding decisions?

Results

- What results have the capacity development building activities delivered to assist implementing partners secure and sustain on-going operations?
- Are there examples of significant capacity gains, and if yes, what elements of good practice do they reflect?

Sustainability

- How likely is it that the outcomes will be sustainable, i.e. that the local/national partners take ownership of them and have the necessary capacity to continue or even expand them.

Impact orientation

- What is the likely contribution of these initiatives to broader development changes in the area of intervention?
- What is the potential of the respective outcomes/ approaches to be replicated, upscaled or mainstreamed?

Effectiveness

- What are the factors that determine the effectiveness or otherwise of the Partnership capacity building activities?

Methodology

The following is a proposed evaluation methodology; however, the evaluation team may introduce changes that are consistent with the scope of the evaluation and agreed by ILO and Irish/Aid.

The evaluation will be carried out using a desk (literature) review of relevant materials in Geneva. This would elaborate and quantify the activities supported (possibly using the outline Framework suggested below). It would also obviously seek to establish the internal and external context on which to base and compare field data.

During the desk review interviews of key persons would also be held in Geneva with a participant from Irish Aid joining for at least one day.

This phase would also cover extensive review of the project documentation, particularly of the countries to be visited.

The evaluation team will proceed to conduct field evaluation missions to Southeast Asia and Zambia for in depth country level case studies and a review of partner organizations within distinct country contexts. The Southeast Asia case study will include visits to the RO Bangkok with technical specialists followed by short field visits to Laos and Vietnam to interview local partners (in total 9 days). The team will then visit Zambia for an in-depth case study of 6 days during which it will meet all key project partners and selected beneficiaries. Quantitative and qualitative approaches could be applied, depending on availability of appropriate data.

A final debriefing session, delivered electronically or in person, by the evaluation team to the ILO and IA, would be a useful means of checking draft findings, conclusions and recommendations. The final report will include well developed sections on good practices and lessons learned.

Finally, a short workshop will focus on the findings of the case countries with the discussion addressing how similarities and differences in other countries can be noted, and lessons learned and good practices addressed in a future ILO-IA partnership.

Team composition

1. External specialist in organisational development with extensive evaluation experience. This person shall act as Team Leader.
2. A member of the ILO staff
3. A member from the Irish Aid Evaluation Unit, if timing is manageable.

Management arrangements

The main output will be a final report with operable recommendations.

The evaluation will be managed by the ILO's Evaluation Unit (EVAL).

It is expected that field work will take place late July and a full report will be available by end of August.

Timetable and workshop schedule

The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

The evaluation consultant will be engaged for 29 working days of which 16 days will be conducting field visits in project areas in Africa and Southeast Asia. The timetable is as follows.

Phase	Responsible Person	Tasks	Timeframe
I	EVAL/Irish Aid	<ul style="list-style-type: none"> - Draft, circulate, revise and finalize TORs - Recruit external consultant 	June-July

II	Evaluation Consultant	<ul style="list-style-type: none"> - Telephone briefing - Desk Review of project related documents - Consultations with ILO staff and key partners in Irish Aid - Evaluation instrument based on desk review and consultations 	August
II	Evaluation consultant with logistical support by field offices	<ul style="list-style-type: none"> - Field visits to project sites in selected countries - Consultations with national partners - Questionnaire or other mechanism to gather feedback from countries not visited 	First half of September
III	Evaluation consultant	<ul style="list-style-type: none"> - Round table workshop - Draft report based on consultations from field visits and desk review 	Late September
IV	EVAL	<ul style="list-style-type: none"> - Circulate draft report to key stakeholders - Consolidate comments of stakeholders and send to evaluator 	Early October
V	Evaluation consultant	<ul style="list-style-type: none"> - Finalize the report including explanations on why comments were not included 	Mid October

Additional information on analytical frameworks.

Framework outline to classify current capacity building activities of the Irish Aid / ILO Partnership – to be developed further through file review.

	Individual	Institutional	Enabling
WEDGE	e.g. training, workshops	e.g. training guides, policy development	Public information campaigns
DEWD	Etc.		
PEPDEL	Etc.		

Illustrative

Checklist for sustainability of national capacities and practices:

- Long-term vision/goals shared with partners?
- Written commitments describing financial and other contributions, agreements on capacities/organizational changes?
- Contingency plans-- for partner changes, etc?
- Written plan for incorporating project/interventions/ within institutions?
- Strategies for sourcing future funding and support?
- Promotion and marketing plan for awareness raising
- Management leadership, skills and administrative capacities of partners
- Adequate operational support during project
- Appropriate levels of technology
- Attuned to social and cultural values

- Environmental factors
- Quality and cost of products/services
- Partner needs met? Partner satisfaction?
- Enabling aspects?
- Tasks completed against plan or objectives?
- Cost effectiveness (cost/benefit)?
- Shared responsibility and ownership? (Evidence of accountability being applied)
- Quality of leadership/decision making?
- Flexible and responsive/innovative?
- Results orientation /use of indicators, etc?

Assessing knowledge development initiatives:

- Existence of strategy and approach to address knowledge and information needs?
- Contribution to national understanding and action through knowledge development?
- Innovative means of creating, sharing/disseminating knowledge? Advocating?

Means of monitoring and assessing effectiveness of interventions:

- Use of results-based management framework with clear outcomes and related indicators and targets?
- Regular processes and/or specialized tools for gathering and analyzing performance?
- Existence of tools for assessing progress towards impact?

Mainstreaming initiatives into ILO programmes:

- Fostering internal collaboration across complementary programmes to leverage initiatives?
- Sustainability of core capacities within available resources?
- Inclusion of women's entrepreneurship and disabled persons in ILO workplans, tools and programmes of ILO units (headquarters and field)?

Annexure 2: Programme Schedules for Field Missions and Meetings

The following presents the different schedules for different locations.

Meeting Schedule for Irish Aid Partnership Programme Evaluation Team, ILO headquarters, Geneva, August 27th-29th, 2007

Monday, August 27th

9.00 – 9.30: Arrival and Introductions (R2 North Entrance)

9.30 – 11.00: Deliberations within the evaluation team

11.00 – 12.30: Reading time

14.00 – 15.30: Group meeting with Martin Clemensson, Barbara Murray, Heather Labanya, Ned Lawton (in the meeting room opposite 11-50)

16.00 – 17.30: Meeting with Ned Lawton (Room 11-61)

Tuesday, August 28th

9.30 – 11.00: Meeting with Barbara Murray and Heather Labanya (Room 8 – 104)

11.00 – 12.30: Reading Time

14.00 – 15.00: Meeting with Sarah Horekens, Jenny Sang and Chris Vuilleumier (in the meeting room opposite 11-50)

15.30 – 16.30: Meeting with Martin Clemensson (Room 11-50)

Wednesday, August 29th

9.30 – 11.00: Meeting with Folke Kayser, Antonio Graziozi, Jan van Damme, Atushi Nagata (Room 7-152)

11.30 – 12.30: Meeting with Michael Henriques (in the meeting room opposite 11-50)

14.00 – 15.00: Meeting with Chris Evans-Klock (Room 8-87)

15.30 – 17.00: Meeting with Raphael Crowe, Evy Messel and Jyoti Tuldahar, Gender Bureau (10-75)

Schedule for Irish Aid Partnership Programme evaluation mission in Bangkok

Friday 31 August

08.30 – 09.30 Mr. Bill Salter, Director ILO Sub-regional Office for East Asia

Ms. Linda Deelen, Microfinance and Enterprise Development Expert

10.00 – 11.30 Ms. Neliën Haspels, Senior Specialist on Gender and Women's Workers Issues

13.00 – 15.00 Ms. Heng Seltik, National Project Coordinator WEDGE Cambodia and Ms. Linda Deelen

15.30 – 16.15 Ms. Thetis Mangahas, Chief Technical Advisor, ILO-IPEC Programme on Combating Trafficking in Children and Women

Monday 3 September

09.00 – 10.30 Ms. Emma Howell, Regional Technical Coordinator PEPDEL

10.30 – 11.30 Meeting with Regional Office for Asia and the Pacific (to be confirmed)

11.00 – 17.00 Reading time

19.20 Departure to Vientiane with TG 692

Schedule WEDGE evaluation mission in Lao PDR

Monday 3 September

Evening Arrival in Lao PDR, checking in at the Taipan

Tuesday 4 September

09.00 – 10.00 Meeting with Ms. Phetphim Champasith, National Project Coordinator WEDGE Lao PDR

10.00 – 11.00 Meeting with Mr. Somdy Inmyxai, Director SME Promotion and Development Office

11.00 – 14.30 Travel to Pung Tai Village, Khammouane Province

14.30 – 15.15 Meeting Village Head and representative of Lao Women's Union Pung Tai Village

15.15 – 16.15 Meeting Village Bank Committee + 3 or 4 members/trainees Pung Tai Village

16.15 – 17.15 Travel to Thakhek Town, Khammouane Province

17.15 Check-in Khammouane Hotel

Wednesday 5 September

08.30 – 09.15 Meeting with the Department of Industry and Commerce Khammouane Province and the Chamber of Commerce and Industry Khammouane Province

9.15 – 10.00 Travel to Nongdone Village, Khammouane Province

10.00 – 10.30 Meeting with Village Head and representative of Lao Women's Union Nongdone Village

10.30 – 11.15 Meeting with Village Bank Committee + 3 or 4 members/trainees Nongdone Village

11.15 – 12.15 Lunch

12.15 – 16.15 Travel back to Vientiane

17.45 Departure to Hanoi

Working schedule of PEPDEL evaluation team in Hanoi (6-7 September 2007)

Time	Where	Who	Status
6/9/2007			
8.30	ICD/MOLISA 12 Ngo Quyen, Hanoi Tel: 8269532, Fax: 8254728	Mr. Tran Phi Tuoc - Director of ICD Ms. Le Kim Dung - Vice Director of ICD One person from Labour & Employment Department	Confirmed
10.30	NCCD 12 Ngo Quyen, Hanoi Tel: 9360277, Fax: 9360279	Mr. Dinh The Lap - Vice Director	Confirmed, need list of questions in advance
13.30	VNAH 51C Van Mieu Tel: 7473000, Fax: 8237444 (Loan)	Mr. Robert Horvath – Project Assistant Director Ms. Huong – Program Officer	Confirmed
14.30	VGCL 82 Tran Hung Dao Tel: 8221701, Fax: 9423781	Mr. Pham Quang Dieu - Deputy Director, Socio-economic dept	To be confirmed
16.00	ULSA Meeting room A, 2nd floor, building A, 43 Tran Duy Hung, Trung Hoa, Cau Giay, Tel: 5566180, Fax: 5566873 Mobile: 0912269788	Mr. Nguyen Tiep - Rector Mr. Le Thanh Ha - Dean of Labour Administration Faculty Ms. Nga Ms. Nguyen Thi Thu Ha, Officer of Science and International Relations Dept.	Confirmed
7/9/2007			
10.30	IDEA 4th floor, 214 Nguyen Luong Bang Tel: 5131389 (107), fax: 5131390	Ms. Nguyen Hong Oanh - Vice Executive Officer, Ms. Nguyen Thi Lan Anh - Officer	Confirmed
13.30	Labour and Society Newspaper 73 Nguyen Hong Tel: 8356759, fax: 7760530	Ms Tran Thi Loc - Editor in Chief	Confirmed
15.00	VCCI 9 Dao Duy Anh, Kim Lien Tel: 5742022(ext 345), fax: 5742015	Ms. Nguyen Thi Tuyet Minh – Vice Director of Bureau of Employers’ Activities Ms. Mai Hong Ngoc - expert	Confirmed
16.30	ILO Hanoi 48-50 Nguyen Thai Hoc	Ms. Rie - ILO Hanoi OIC	

Programme for the evaluation team in Zambia

Saturday, 8 September 2007 and Sunday, 9 September 2007

Arrival of the Evaluation team

Monday, 10 September 2007

08:00 hrs Courtesy call on the ILO Director Mr Gerry Finnegan and Programme Officer Mr Dennis Zulu

08:30 hrs Leave for official opening for the 3 days workshop to review the National Disability workshop by ZAPD at Barn Motel

11:00 hrs Interviews with ZAPD Director General and beneficiaries from DPOs

15:30 hrs Discussions with the ILO Director, Programme officer and NPC

Tuesday, 11 September 2007

08:30 hrs Interviews with the Permanent Secretary, Director Economic Affairs and PAC member, Ministry of Gender and Women in Development

10:00 hrs Interviews with the Permanent Secretary and Director – Industry, Ministry of Commerce, Trade and Industry (MCTI),

12:00 hrs Interviews with the Director Ministry of Community Development and Social Services (MCDSS)

14:00 hrs Interviews with the Permanent secretary, Ministry of Labour and Social Security (MLSS)

16:00 hrs Interviews with Zambia Federation of Employers (ZFE), Executive Director and PAC member

Wednesday, 12 September 2007

09:00 hrs Interviews with Zambia Federation of Associations of Women in Business (ZFAWIB) Board and beneficiaries in Lusaka

11:00 hrs Interviews with Women Entrepreneurs Development Association of Zambia (WEDAZ) Board and beneficiaries in Lusaka

14:00 hrs Interviews with National Trust for the Disabled (NTD)

Thursday, 13 September 2007

09:00 hrs-16:00 hrs -Interviews with 4 IYES and Zambia International trade Fair beneficiaries and 4 GET Ahead beneficiaries from Ndola, Copperbelt ZFAWIB, 4 IYES beneficiaries from WEDAZ Nyimba, 4 IYES and 1 Training for Transformation beneficiary from WEDAZ Petauke-Eastern Province, 4 BDS beneficiaries from CHD Kabwe, Central province, 2 IYES beneficiaries from CHD Kabwe-Central province, 1 Mumbwa and 1 Kabwe Training for Transformation beneficiaries for CHD Central province and 1 Training for Transformation Beneficiary from Kabwe, Central province ZFAWIB.

12:50 hrs Arrival of the Regional Technical Advisor , Ms Grania Mackie

Friday, 14 September 2007

Meeting (Debriefing) with the ILO Director, National Programme Coordinator and the Regional Technical Advisor

Departure of the evaluation team

Annexure 3: List of Persons Contacted

Name	Organisation
Meetings at ILO Geneva	
Mr. Michael Henriques	Head of Enterprise Department (Department in which the Small Enterprise Development Unit sits)
Ms. Chris Evans-Klock	Head of Skills (Department hosting PEPDEL and DEWD)
Mr. Martin Clemensson	Team Leader, Small Enterprise Development
Ms. Barbara Murray	Senior Specialist and Project Manager, DEWD and PEPDEL
Mr. Raphael Crowe	Senior Specialist, Gender Bureau
Ms. Folke Kayser	Evaluation Officer
Mr. Jan Van Damme	Department for Partnerships and Development Cooperation
Ms. Heather Labanya	Programme Assistant, DEWD and PEPDEL
Ms. Sarah Horrekens	Financial Controller, PEPDEL and DEWD
Ms. Jenny Sang	Finance and Admin. Officer, DEWD and PEPDEL
Ms. Chris Vuilleumier	Finance and Admin. Officer, WEDGE
Mr. Ned Lawton	Associate Expert, WEDGE (Acting Coordinator at headquarters from January 2006)
Mr. Antonio Graziosi	Manager, Resource Mobilization Section, Department for Partnerships and Development Cooperation
Ms. Jenny Sang	Finance and Admin. Officer, DEWD and PEPDEL
Meetings at ILO, Bangkok	
Mr. Bill Salter	Director
Ms. Linda Deelen	Microfinance and Enterprise Development Expert
Ms. Neliën Haspels	Senior Specialist on Gender and Women's Workers Issues
Ms. Heng Seltik	National Programme Coordinator, Cambodia
Ms. Thetis Mangahas	Chief Technical Advisor, ILO-IPEC
Ms. Emma Howell	Regional Technical Coordinator PEPDEL
Mr. Guy Thijs	Deputy Regional Director
Meetings in Lao PDR	
Mr. Somdy Inmyxai	Director, SME Promotion
Ms. Phetphim Champasith	National Programme Coordinator
Group meeting	Pung Tai village bank leaders and members

Group meeting	Nongdone village bank
Meetings at Hanoi, Vietnam	
Mr. Tran Phi Tuoc and team	Director of International Cooperation Department, MOLISA
Mr. Dinh The Lap and team	National Coordinating Council on Disability of Vietnam
Mr. Robert Horvath and team	Viet-Nam Assistance for the Handicapped
Mr. Le Thanh Ha and team	Dean of Labour, University of Labour and Social Affairs
Ms. N. H. Oanh and team	IDEA
Ms. Tran Thi Loc	Editor in Chief, Labour and Society Newspaper
Ms. Nguyen Thi Tuyet Minh Ms. Mai Hong Ngoc	Vietnam Chamber of Commerce and Industry
Ms. Rie	ILO Hanoi OIC
Ms. Do Thanh Binh	ILO Hanoi
Meetings in Lusaka, Zambia	
Mr. Gerry Finnegan	Director, ILO
Ms. Elizabeth Simonda	National Programme Coordinator, ILO
Ms. Grania Mackie	Regional Technical Advisor, ILO
Mr. Manda Mr. Ilitongo Muyoba Mr. John Peter Mwanza	Zambia Agency for Persons with Disabilities
Dr. Felix Muttlay	Leon Cheshire Homes
Mrs. Molin Simwanza	Ministry of Gender and Women Development, Government of Zambia
Mr. Ngosa Chisupa	Ministry of Labour and Social Security, Government of Zambia
Hon. Dora Siliya Mr. Viola Chipore	Ministry of Commerce, Trade and Industry, Government of Zambia
Ms. Nasiba Nyambe Ms. Judith Chimtigiza	Ministry of Community Development and Services, Government of Zambia
Ms. Maureen Sumbwe	Zambia Federation of Associations of Women in Business

Ms. Lizzie Kapala Ms. Nancy Kawandami	
Ms. Evelyn Chama Ms. Irene Imukusi Ms. Annie Zulu Ms. Graciou Murombo Ms. Dorothy Mwale	Women Entrepreneurs Development Association of Zambia
Mr. Harrington Chibanda	Zambia Federation of Employers
Ms. Edith Shaba Ms. Loveness C. Ms. Mulupande Ms. Godfrelah M. Zulu Ms. Monde M. Mweetwa	Ex-trainees of GET Ahead and Improve Your Exhibition training programmes

Annexure 4: Country Case Studies

This part presents two country case studies. Both the cases are structured differently as per availability of information.

1. PEPDEL: Case study of Vietnam

Background

The case study presents the highlights PEPDEL related work in Vietnam. At the beginning ILO organised a regional consultation in Bangkok with the representatives of the PEPDEL programme countries in January 2006. The programme countries for PEPDEL in Asia for the Phase II are China, Mongolia, Thailand and Vietnam. Among them, the evaluation team visited Vietnam to which this case study pertains. Though the case is limited to Vietnam, the macro programme approach is more or less the same in all countries.

Situation analysis³⁶

There are no reliable statistics on the number of disabled persons in Vietnam. Using WHO estimate of 10 per cent of the total population, there would be 8 million people with disabilities in Vietnam. The draft country report³⁷ on disability for Vietnam notes: "People with disabilities in Vietnam find it difficult to find employment. Production units and apprenticeships are an option available to some, but open employment remains out of reach to most....Employment prospects are poor, despite legislative provisions."

Management: Project Advisory Group

In March 2006, ILO organised a meeting for Promoting the Employment and Training of People with Disabilities in Vietnam through Legislation (PEPDEL) to discuss the modalities of the project planning and implementation as outlined in a Project Implementation Guide prepared by ILO. The meeting resulted in the constitution of an ILO/DCI Project Working Group. The Working Group decided to include in it an international NGO called Vietnam Assistance to the Handicapped (VNAH). The chair of the Project Working Group is MOLISA.

The objectives of the working group are:

- Bring together government, employers' and employees' organisations and the disabled persons organisations to promote rights of persons with disabilities
- Develop project action plan for 2006-07 and monitor its implementation
- Submit project specific funding requests to ILO

Though officially there is one project advisory group for PEPDEL, it is understood from the Chair of the Group that in reality there are two Groups, an inner working group and a broader working group. The inner working group consists of the

³⁶ Based on a focus group discussion with the staff of MOLISA in Hanoi on 6 September 2007.

³⁷ ILO and DCI, Employment of People with Disabilities. The Impact of Legislation (Asia and Pacific) Vietnam Country Profile November 2005, page 23(Draft)

Department of Labour and Employment, the International Cooperation Department and the Department of Social Protection – all from the Government of Vietnam. The broader working group consists of multiple stakeholders.

The Project Working Group formation was followed by a workshop in December 2006. In this workshop the employers' organisation, Vietnam Chamber of Commerce played an important role. Participants developed the project work plan at the workshop.

Legislation for Disabled in Vietnam

According to MOLISA, Vietnam had about 250 laws since 1945 to assist the disabled persons, of which about one-third are currently valid. These relate to:

- Recreation and recruitment of people with disabilities
- All the business have to recruit a certain percentage of persons with disabilities or else contribute money to an employment fund for disabilities
- Prescribe establishment of employment fund for persons with disabilities
- The regulation on priorities for businesses that hire persons with disabilities, for example on land purchase, tax exemption, etc.
- Short term vocational training
- Working hours for persons with disability

The most significant legislation pertaining to disabled persons in Vietnam is the Ordinance on Disabled Persons, 1998. However, the implementation of the laws for persons with disabilities has not been effective due to: a. Lack of a monitoring agency to supervise the implementation of law by businesses, and b. Local /Provincial authorities do not provide for this in their budget. In terms of vocational training, 97 per cent of persons with disabilities are not skilled enough or low –skilled. The syllabus and form of vocational training is understood to be not appropriate for persons with disabilities persons – these are theory focused and not practice focused. Further, there is no specific curriculum for providing vocational training for persons with disabilities and there is a lack of special equipment for training persons with disabilities.

“Our legislative aspects and policies have sufficient inputs for employability of persons with disabilities. The problem is in implementation of the laws.”

- A key informant in Hanoi

Successes

The Project Working Group formulated the project action plan and the individual constituents implemented a range of activities as envisaged such as orientation visit for the journalists, survey of persons with disabilities, regional consultations for amending the legislation, sensitisation workshops for employers on legal provisions

for employment of persons with disabilities, and developing curriculum for a one week orientation training for policy makers in Vietnam.

VCCI in cooperation with VNAH set up the Blue Ribbon Employers Council to promote employment for persons with disabilities. VNAH is carrying out a survey to assess employers' attitude and knowledge on employment of disabled persons. This is a good practice of member-member cooperation among the Working Group members.

The National Assembly Social Affairs Committee and VNAH organised workshops in different regions of Vietnam for law makers. The led to drawing up a time-bound plan of action to amend the laws concerning overtime/working hours of persons with disabilities by 2009. This is likely to enhance the employability of persons with disabilities.

An important publication brought out by ILO is 'Achieving Equal Employment Opportunities for People with Disabilities through Legislation Guidelines, 2004'. The availability of ILO publications reinforced and strengthened the capacity building elements of the project. Respondents often referred to such materials in a positive vein.

The project timing to coincide with the launch of the UN Convention on Disabled Persons in 2006 seem to be advantageous.

The presence of an ILO Office in Hanoi seemed to have had a salutary effect on project implementation. The project benefited from the positive relationships between ILO office in Hanoi and the VCCI, MOLISA, etc. For example, VCCI organised three dissemination workshops to raise awareness of employers through PEPDEL funding. It hopes to organise more such events with funding from a different project with ILO.

The orientation and the field visit for journalists funded through PEPDEL enabled them to highlight the abilities of persons with disabilities through different mass-media in Vietnam.

In terms of gender mainstreaming, Vietnam's National Plan for 2006-2010 for Disabled Persons includes provisions for female workers with disability.

Challenges

According to MOLISA, Vietnam has many laws for persons with disabilities persons but the problem lies in their implementation. Thus an important issue in case of Vietnam is the politico-administrative will and resource provision to implement legislation for persons with disabilities. For instance, though the law provides for job reservation of 2-3 per cent in the formal sector for persons with disabilities and a contribution in lieu thereof by employers to an 'employment fund' to help persons with disabilities, only 8 out of 64 provinces in the country enacted procedures to implement these provisions.

As the Working Group consists of persons from different organisations, the ownership of the project is an issue and the activities are carried out individually by the member organisations represented in the group. A member of the Group³⁸ felt that the work of

38 Based on a key informant discussion at VNAH, an international NGO in Hanoi.

the PAC is not institutionalised jeopardising sustainability. Therefore, as the primary duty bearer is MOLISA, it is better to entrust the facilitation of PAC to MOLISA instead of it being managed through ILO. Further, as the National Coordination Committee on Disability of Vietnam (NCCD) has the mandate and enjoys political support, it will be better to improve the linkages between the PAC and NCCD to improve sustainability of the initiative. NCCD consists of 28 members from 17 ministries and agencies, two organisations for, and three organisations of people with disabilities. The Minister of Labour, Invalids and Social Affairs(MOLISA) is the chairperson of NCCD.

Selection of DPO members in the project working group was difficult as there are few formal disabled persons' organisations and there is no umbrella organisation of DPOs in Vietnam.

It was felt by a DPO that the project could promote use of regionally and locally developed approaches and training materials for capacity building.

As the programme is supply-led and not demand-led, programmatic sustainability challenges are considerable. Sustainability of the workshops, training courses, etc. may be undermined by lack of funding once the project ends. Similarly, the administrative mechanism for inter-agency collaboration, namely, the Project Working Group, may find it difficult to continue beyond the project life.

Results

The project work plan includes a series of activities such as training for journalists and policy makers, survey of employers, sensitisation of employers on laws regarding employment of the disabled persons, workshops for law makers to modify the legislation to address a few problems affecting employment of disabled persons.

The activities appear to have led to sensitisation of the public through print and broadcast media to reduce negative stereotypes of the disabled persons and highlight their abilities. Similarly, employers were oriented about the laws on employment of persons with disabilities to create a favourable climate for businesses to employ persons with disabilities. Curriculum is being developed to offer a week's policy makers training in Vietnam. The law makers of the National Assembly are expected to amend the existing provisions of the laws to remove restrictions on persons with disabilities in terms of work hours and overtime to enhance their employability.

In an earlier phase, the Partnership Programme sponsored country studies including one for Vietnam. Unlike other countries, in Vietnam there is a vast amount of legislation favouring persons with disabilities. The problem lies in implementing the laws and creating an environment in which the employers discharge their social responsibilities in support of persons with disabilities. As State is a major player, unless it is willing to do its bit(such as ask its provinces to introduce procedures to set up the employment fund for disabled and insist on employers to hire the disable as per law), external initiatives may only serve as palliatives. The VCCI dissemination workshops to sensitise employers on provisions for employing persons with disabilities need to move hand in hand with the State's effort to enforce its own laws to increase jobs for persons with disabilities. There is a semblance of conflict of

interest in Vietnam as the State is a major employer and it is also supposed to ensure employment of persons with disabilities.

2. WEDGE: Case Study of Lao PDR

Introduction

Women's Entrepreneurship Development and Gender Equality project seeks to contribute to job creation and poverty alleviation through gender equality promotion and local economic development within the framework of ILO Decent Work Country Programme. It is implemented in cooperation with the Small and Medium Enterprise Promotion and Development Office (SMEDPO) of the Ministry of Industry and Commerce. It also works closely with the ILO Mekong Sub-regional Project to Combat Trafficking in Children and Women (TICW).

The two main activities of the project are: a. training on enterprise and business development, and b. promotion of village banks. The energies of the project team are divided nearly equally between these two main activities. While training is focused on building a cadre of trainers in enterprise development in the country equipped with supporting resource material, village banks are seen as vehicles for averting cross-border trafficking in women and children through improved incomes at household level. Accordingly the village banks were promoted in three provinces in the vicinity of Thai border. Administratively, the project is coordinated by a full-time National Project Coordinator housed at SMEDPO in Vientiane who oversees both the training and the village bank activities. The National Project Coordinator is supervised and line managed by a regional technical specialist based at ILO Sub-regional Office, Bangkok.

Training Support

Initially the focus was on adapting the WEDGE tools to suit local context and needs. GET Ahead for Women in Enterprise Training and Resource Kit was adapted, translated in to Laotian language and validated. Using this, the project organised training of trainers' workshops at national and provincial levels. The project finalised a reader titled, 'Managing Small Business Associations' and printed it in conjunction with SMEDPO. This publication consists of description of Lao regulatory and institutional framework for small business associations. It also contains case studies from Lao PDR. ILO along with SMEDPO and SNV (Dutch Development Cooperation) organised training courses for staff of small business associations in the country. The Champasak Non-formal Education Centre run by the government adopted the curriculum developed by the project for its own courses. SNV also uses GET Ahead training material. Other agencies such as SMEDPO invested their own resources to run training of trainers' workshops ensuring sustainability.

According to SMEDPO, a strong point of ILO project is developing training material in local language and the need for training business women. Consultations with stakeholders such as SMEDPO, provincial government, international agencies such as SNV and GTZ show that ILO-WEDGE training resources, GET Ahead in particular, were found to be useful in capacity building. However there appear to be operational

issues pertaining to training utilisation. This is more to do with the governmental decision making on whom to sponsor for training and the opportunities for the ex-trainees to use their talent. As the training has been supply-led, trainers are doing other work. A provincial official-cum-trainer monitoring village banks whom the evaluation team met at a gathering of the village bank members mentioned that out of the entire team that attended the GET Ahead training, he is the only one who is offering the training to others as a 'trainer'. This situation arose due to transfer of officials and other changes. However, he added that there is a need for more trainers.

Village Banks

The programme was launched in 2004 in three provinces bordering Thailand in nine villages. Initially ILO carried out a needs assessment and a base line survey. The model of village banking came from a local NGO. A village bank is a savings oriented institution in which the members, both men and women, invest their savings to earn annual dividends as well as obtain loans. The loans are provided for both production and emergency purposes. The project offered training in village banking methodology. The village banks are managed by local committee members who are paid out of the profits earned. These bodies are supported by a local NGO and supervised/audited by provincial government officials. Over time, the village bank model supported by the project has been extended to over 100 villages of Lao PDR. The programme logic was that if households have access to better avenues of livelihood, this may deter them from migrating and thereby reduce illegal trafficking in women and children. Discussions with members of a village bank at Pung Tai showed that about one-fourth of the members of the bank received GET Ahead training. It oriented them about the role of marketing, record keeping and the need for gender equity. The Lao Women Union representative addressed the gender components of the training. In this village an overwhelming majority of the members businesses are agriculture based with a very small proportion of non-farm businesses.

An impact assessment done using 48 respondents by the project showed remarkable increases in their business income and savings over time. An operational challenge has been the need for clarity in the role of provincial government in relation to microfinance as well as the relationship between the government and the NGOs. It is felt that if the government could address issues of policy and creation of enabling environment, the NGOs could address the monitoring and management of village banks. In terms of inter-connectedness of projects within ILO, an official of the TICW mentioned that village banks are getting institutionalised in the project areas, notwithstanding the problems with revolving funds tried out prior to the launch of village banks.

In final analysis, though the project components are well received by the constituents, the overall long-term capacity building strategy could be articulated in more detailed manner in terms of the Partnership Programme's goal of building sustainable partner capacities. In this context, the project could revisit the current mix of resource and human effort between direct service delivery through village banks and strategic outreach through the training portfolio. This needs to be seen in the context of SMEDPO shifting its focus towards quality assurance of enterprise developing

training in Lao PDR by introducing a certification for training service providers. It also needs to be examined how far village bank programme fits with the strengths and core comparative advantage of ILO. Can the project resources be better used on something else to add greater value elsewhere in the quest for mainstreaming women's entrepreneurship in Lao PDR?

Annexure 5: Data collection tools

A questionnaire used for eliciting information from the National Programme Coordinators and a simple check-list for discussions with the ex-trainees are shared here.

Schedule for National Programme Coordinators

Name of the country:

Date of start of the programme:

Capacity building

1. The main theme of this programme has been to build capacities at organisational levels, both within ILO and at country level, to mainstream gender focused disability and entrepreneurship into their programmes and tools.

1a. What has been done to build capacities within ILO in regard to above and what are the results thereof?

1b. How did you build capacities at individual, group, community, organisational levels, in countries, to mainstream gender disability and entrepreneurship and what are the lessons?

1c. Please list the tools/materials that you used in your programme implementation and your views regarding the same.

2. Did your office establish individual, group and/or organisational baselines at the beginning of the Partnership programme? What are your success criteria?

Relevance

3. Does your experience show that the programme approach/logic underlying the Partnership programme was appropriate? What are the lessons and what changes do you envisage for the future?

Effectiveness and efficiency

4. The Partnership programme led to piloting of initiatives for capacity building. Which pilots were more effective and what were the important factors that contributed? What were the challenges?

5. Of the components of the Partnership programme, namely, WEDGE, DEWD and PEPDEL which was the most effective and why? Which component was the least effective and why? Going forward what are the lessons for the future in terms of the components? Please share your ideas.

6. Kindly identify what in your opinion constituted good practice in terms of this Partnership programme in your country? What factors contributed to the success? Please provide a 1-2 page write up for each good practice with basic facts(who, when, what, where and why), capacity building process, tools and methodology used, results, lessons, pictures if appropriate, etc.

Sustainability

5. How do you view sustainability of the interventions of this Partnership programme in your country? Did the stakeholders show ownership? What is sustainable and what is not sustainable?

6. Did you develop replicable models (for mainstreaming disability and/or women's entrepreneurship) through the Partnership programme? If yes, kindly provide details.

7. What are your suggestions for scaling-up the successful pilots initiated in your country?

Headquarters/Regional/Sub-regional Office

7a. What was the value added of the ILO Regional office/Sub-regional office in the Partnership programme?

Thank you very much for your time and cooperation..

Check-list for ex-trainees

Name of the training course:

Name	Significant changes	Assessment of training	Use of training	Post-training Follow-up	New capacity building needs	Main lessons learnt	Comments/suggestions
1	2	3	4	5	6	7	8

Guidance notes:

1. Training refers to that provided through the Partnership Programme.
2. Follow-up could cover complementary inputs such as extension/technical support, finance, land and building, marketing tie-ups, post training refresher/guidance
3. New capacity building needs could be individual, group or organisation related.
4. Lesson is defined as something that could be relevant to even other contexts

Annexure 6: References

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