



International  
Labour  
Organization

► Evaluation Office

# High-level independent evaluation of ILO's gender equality and mainstreaming efforts, 2016-21

Synthesis review of ILO  
project evaluations

June 2021

*This synthesis review is part of preparatory work for the high-level independent evaluation of ILO's gender equality and mainstreaming efforts, 2016-21. The synthesis review has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.*

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## LIST OF ABBREVIATIONS

AfDB	The African Development Bank
CADECOCRUZ	Cámara de la Construcción de Santa Cruz
CPO	Country Programme Outcome
DAC	Development Assistance Committee (of OECD)
DC	Development-Cooperation
DW	Decent Work
DWCP	Decent Work Country Programme
ECLAC	Economic Commission for Latin America and the Caribbean
EVAL	ILO independent Evaluation Office
GCC	Gulf Cooperation Council
GEDI	ILO Gender, Equality, Diversity and Inclusion Branch
GEM	Gender Equality and Mainstreaming
GESI	Gender Equality and Social Inclusion framework
GM	Gender Marker
HLE	ILO high level evaluation
HRD	ILO Human Resources Development
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MENA	Middle East and North Africa
NGO	Non-governmental organisation
OECD/DAC	Organisation for Economic Co-operation and Development, Development Assistance Committee
P&B	ILO Programme and Budget
QA	Quality Appraisal
ToT	Training of Trainers
TVET	Technical and Vocational Education and Training
UN	United Nations
UN Women	The United Nations Entity for Gender Equality and the Empowerment of Women
UNHCR	UN Refugee Agency

# 1. INTRODUCTION AND METHODOLOGY

## 1.1 BACKGROUND

The ILO is committed to achieving gender equality and non-discrimination in the world of work mainly backed by the ILO Action Plan for Gender Equality. The human rights and social justice orientation of the ILO compels the organisation to act as a leader in international efforts towards gender equality and to internalise this commitment throughout its own technical work, operational activities, and support services. Its Evaluation Office (EVAL) has therefore commissioned a high-level independent institutional evaluation (HLE) on the ILO's gender equality and mainstreaming (GEM) efforts to appraise the ILO's responsiveness and contribution to gender equality as defined by the relevant targets of the 2030 Agenda for Sustainable Development.

The GEM evaluation is the sixth HLE to be implemented and aims ultimately at informing the ILO's work. It follows the standard OECD-DAC evaluation framework and retrospectively covers the period from 2016-2021, assessing the achievements, outcomes, and gaps of the ILO's GEM interventions and offering recommendations to inform the ILO's work in terms of gender equality and mainstreaming.

## 1.2 PURPOSE AND SCOPE OF THE GEM SYNTHESIS REVIEW

The following review is a qualitative synthesis of selected evaluation reports related to the ILO's development-cooperation (DC) projects. It appraises the gender responsiveness of the ILO's DC projects and their contribution to gender equality in the field. This review is intended to provide clear-cut qualitative inputs to support the establishment and validation of the HLE's general findings and to offer the ILO gender-related qualitative data regarding DC projects.

This GEM review covers evaluation reports from DC projects during 2016-2021 and focuses on key findings, lessons learnt, and good practices related to gender.

## 1.3 APPROACH AND METHODOLOGY

The OECD-DAC evaluation framework was used to appraise the relevance, coherence, efficiency, effectiveness, impact, and sustainability of ILO DC projects through the analytical review of evaluation reports available in the ILO's evaluation database. Technically, this report consists of a desk review using recognised qualitative content analysis methodologies to identify the dominant narratives related to GEM in ILO DC projects. Occasionally, findings are represented through visual mind maps. Those are established from the document-code-quote dominant relation networks emerging from reports.

The specific steps taken to create this GEM review are described below.

### Sampling of DC programme/project evaluation reports

The selection of the evaluation reports privileged projects directly related to GEM:

- Projects implemented by or including the Gender Equality Diversity and Inclusion branch of ILO (GEDI) as collaborating unit;
- Projects tagged under gender equality or referencing gender in the title.

In addition, other relevant reports were selected:

- Projects displaying high GEM external Quality Appraisal (QA)<sup>1</sup> or Gender Marker (GM)<sup>2</sup> scores; and
- Projects addressing themes that usually encompass gender issues.

Initially, evaluation reports were identified in the ILO evaluation database using the following keyword queries: ‘woman’, ‘women’, ‘girl’, ‘girls’, and ‘gender’ (and their respective translations in French and Spanish). This raw search retrieved over 200 evaluation reports.

The final sample was then fine-tuned with the help of the ILO QA Databases and the All XBDC (DC) project database<sup>3</sup>, both made available by the ILO evaluation team, and filtered in terms of timeframe, geo-coverage, budget, and theme. The themes reflect the different Policy Outcomes related to GEM, i.e. (1) more and better jobs for inclusive growth and improved youth prospects; (2) Ratification and application of international labour standards; (3) Creating and extending social protection floors; (6) Formalization of the informal economy; (7) Promoting workplace compliance through labour inspection; (8) Promoting workers from unacceptable forms of work; (10) Strong and representative employers' and workers' organizations.

Finally, priority was given to final evaluations rather than mid-term reports.

The final sample includes 38 evaluation reports in English, French, and Spanish, distributed as follows:

Gender nature of projects covered by the evaluation reports	Distribution
GEDI project	26%
GEM project (gender equality tag or gender-related title)	24%
Project with high GEM QA or GM scores	29%
Other projects (themes generally encompassing gender issues)	21%

Primary policy outcome addressed	Distribution
1. Better Jobs	34%
2. International Labour Standards	5%
3. Social Protection Floors	3%
4. Sustainable Enterprises	9%
5. Rural Economy	5%
6. Informal Economy	3%
7. Labour Inspection	8%
8. Unacceptable Forms of Work	16%
9. Labour Migration	16%
10. Employers' and Workers' Organisations	3%

Targeted regions	Distribution
Africa	26%
Arab States	8%
Asia	26%
Europe	8%

<sup>1</sup> External quality appraisal of completed ILO project evaluations as part of EVAL's quality assurance process

<sup>2</sup> ILO marking of gender equality inclusion in DC projects

<sup>3</sup> Provided by ILO Finance

Inter-Regional	23%
Latin America	10%

Evaluation report year	Distribution
2016	5%
2017	21%
2018	29%
2019	32%
2020	13%

The complete list of evaluation reports is compiled in Annex A of this report.

#### Data coding and systematisation

The selected evaluation reports were semi-manually coded with the support of Atlas.ti, a research content analysis software. To prevent analytical bias, no prior GEM-related theoretical framework was used for coding. The codes related to the following components:

- **OECD-DAC evaluation framework**  
(i) DAC-Relevance, (ii) DAC-Coherence, (iii) DAC-Effectiveness, (iv) DAC-Efficiency, (v) DAC-Impact, and (vi) DAC-Sustainability
- **Project background and logical framework**  
(i) GEM Context, (ii) GEM Development Objectives, (iii) GEM Immediate Objectives, (iv) GEM Inputs, (v) GEM Products, (vi) GEM Rhetoric, (vii) GEM Good Practices, and (viii) GEM Lessons Learnt
- **ILO thematic areas**  
(i) Active Labour Market Policies; (ii) Child Labour; (iii) Employment-rich Economic Growth; (iv) Enterprise Development; (v) Environment and Green Jobs; (vi) Equality; (vii) Forced Labour; (viii) Freedom of Association and Collective Bargaining; (ix) Future of Work; (x) Gender Equality and Non-Discrimination; (xi) Global Supply Chains; (xii) Health and Safety at the Workplace; (xiii) Informal Economy; (xiv) Labour Market Information Systems; (xv) Labour Migration; (xvi) Labour Standards; (xvii) National Employment Policies; (xviii) Productivity; (xix) Rural Economy; (xx) Skills and Employability; (xxi) Social Dialogue and Tripartism; (xxii) Social Protection Floor; (xxiii) Working Conditions; (xxiv) Youth Employment.

The data was then processed and systematised with the support of mind maps and co-occurrence tables to establish networks of raw relations among documents, codes, and quotes and create an inductive gender-related analytical framework.

This analytical framework is presented in Sections 2.1 and 2.2 and comprises the categories of gender asymmetries, outcomes typology, and interventions typology. Codes were established accordingly, and the evaluation reports were recoded.

#### Data analysis

The DAC criteria were addressed using the research questions below and analysed against the inductive gender-related analytical framework.

OECD-DAC CRITERIA	RESEARCH QUESTIONS
<b>RELEVANCE</b> <i>(needs response)</i>	<ul style="list-style-type: none"> <li>▪ To what extent are ILO DC projects gender-sensitive?</li> <li>▪ To what extent are ILO DC projects relevant to the GEM needs of Member States?</li> <li>▪ To what extent are ILO DC projects relevant to SDGs 5 and 8?</li> <li>▪ To what extent are the ILO's GEM strategies and policies relevant to DC projects?</li> </ul>
<b>COHERENCE</b> <i>(compatibility)</i>	<ul style="list-style-type: none"> <li>▪ To what extent are DC projects compatible with ILO Country Programme Outcomes (CPOs) (especially in DWCPs), national and regional strategies, and policies related to GEM?</li> <li>▪ To what extent are DC projects compatible with the ILO's GEM strategies and policies?</li> </ul>
<b>EFFICIENCY</b> <i>(resources use)</i>	<ul style="list-style-type: none"> <li>▪ To what extent are GEM-related DC projects adequately monitored and evaluated?</li> <li>▪ To what extent are GEM-related DC projects delivered/achieved in an economic and timely way?</li> </ul>
<b>EFFECTIVENESS</b> <i>(objectives' achievement)</i>	<ul style="list-style-type: none"> <li>▪ To what extent do DC projects achieve their GEM-related objectives?</li> </ul>
<b>IMPACT</b> <i>(transformative effects)</i>	<ul style="list-style-type: none"> <li>▪ To what extent have DC projects impacted gender asymmetries in the world of work?</li> <li>▪ To what extent have the GEM outcomes of DC projects contributed to CPOs (especially DWCPs)?</li> <li>▪ To what extent have DC projects contributed to the ILO's outreach and credibility in relation to GEM?</li> </ul>
<b>SUSTAINABILITY</b> <i>(use lasting)</i>	<ul style="list-style-type: none"> <li>▪ To what extent are GEM-related outputs likely to be used and replicated?</li> <li>▪ To what extent do GEM-related outputs contribute to building national capacities on GEM?</li> </ul>

The following report presents the key findings of this research analysis on GEM in ILO DC projects. It first provides background and places the issue of gender equality in context to highlight the intersectional nature of gender. Then, it examines the mainstreaming of gender in ILO DC projects, analyses each DAC criteria and the lessons learned and good practices related to GEM. Finally, it presents a concluding narrative.

## 1.4 LIMITATIONS

The dimension of gender is not accurately reflected in the evaluation reports. It seems as though the evaluators were not fully equipped with gender frameworks, which undermined the quality of their analyses. This made it difficult to proceed with a literal meta-synthesis of the original content and required the use of a meta-analytical approach.

Gender was not necessarily incorporated into the analytical framework of the evaluations. For example, the primary evaluation analytical framework for EGY/11/02/CAN presented by the evaluation consultant did not include the dimension of gender and non-discrimination of vulnerable groups, although the project addressed a relevant gendered theme: decent work for young people in Egypt. The dimension had to be added by the ILO during the inception phase.

The total absence of the dimension of gender in evaluation analytical frameworks is fortunately not the norm, but gender is often treated as pro-forma, and the related reading grids tend to be ineffective.

Often, evaluators are satisfied with the only-inclusion of sex-disaggregated data to conclude on the gender pertinence of evaluated projects – “in terms of gender and disability equity, the project monitoring includes gender disaggregated reporting, which indicates a high concern for equitable activities for women and men” (MDA/16/02/RBS) –, or believe the presence of women in project management teams reflects effort towards gender equality and women’s empowerment – “...the project has made a number of efforts in that regard [gender equality], such as several female staff members in the project team... With respect to women’s participation in decision making ... it can be said that the women staff of the project participated in project planning” (BGD/12/01/CAN).

Finally, evaluators are also not totally confident in the application of the OECD-DAC evaluation framework. Confusion between the criteria of relevance and coherence, the criteria of effectiveness and efficiency, and the criteria of effectiveness and impact is common, which prevents a direct meta-synthesis of the content of the evaluation reports and instead requires constant reinterpretation of the information they provide.

## 2. KEY FINDINGS

### 2.1 GENDER EQUALITY CONTEXT

Evaluators point out **the existence of gender asymmetries in the world of work** that result in varied prejudices against women and girls, specifically. In Morocco, for instance, women experience higher unemployment rates than men – 14,7% against 8,8% (MOR/12/03/CAN) – while in Cambodia, 70% of women are in a situation of vulnerable employment (RAS/12/17/CPR). Even those who have regular work tend to be underpaid and overworked (PAK/09/03/CAN), and, in the case of migrant domestic workers, pregnant women might simply be deported (RAS/13/55/UKM). Additionally, women are exposed to high risks of abuse in their workplaces (RAF/12/09/EEC) and face barriers to accessing top jobs (TUR/13/02/SID), including at the political level (ZAM/13/01/FIN). Women, consequently, are more vulnerable than men and may be confronted with situations of extreme social and economic distress, such as in Sri Lanka’s Mullaitivu district, where 28% of pregnant women are underweight, 33% are anaemic, and 20% of their households are affected by food insecurity (LKA/17/03/UND).

FIGURE 1 illustrates the diverse range of prejudices against women and girls reported from the field. These prejudices tend ultimately to relate to eight specific identified categories of discrimination phrased in the present report as “Glass ceiling”, “Harassments / Violences”, “Pay gap”, “Political voice / Social status”, “Recruitment / Employment”, “Social protection”, “Vulnerability”, and “Work conditions”.

**Glass ceiling** refers to the barriers preventing women from progressing in the hierarchy or accessing specific, historically male-dominated labour markets, e.g. entrepreneurship in MENA countries (RAF/12/01/FIN), the construction industry in Mauritania (MAU/13/01/EEC), or decision-making posts in Zambia (ZAM/13/01/FIN).

**Harassments / Violences** category refers to the moral, physical, and often sexual offenses targeting women and girls in workplaces, schools, at home, etc., e.g. the situation of female domestic migrant workers in MENA countries, who might be subject to contraceptive injections without their knowledge in pre-migration health checks or kept in conditions of captivity in destination countries (RAS/13/55/UKM).

**Pay gap** refers to the differences in men’s and women’s remuneration. For example, in Sri Lanka, sea cucumber processing, which is mostly done by women, offers a lower income than aquaculture farming, which is mainly done by men (LKA/16/02/NOR).

**Political voice / Social status** category refers to the lower social position and political power enjoyed by women in their communities/society. For example, the social status of women in Egypt prevents them from participating in the labour market and confines them to traditional household roles (EGY/11/01/CAN).

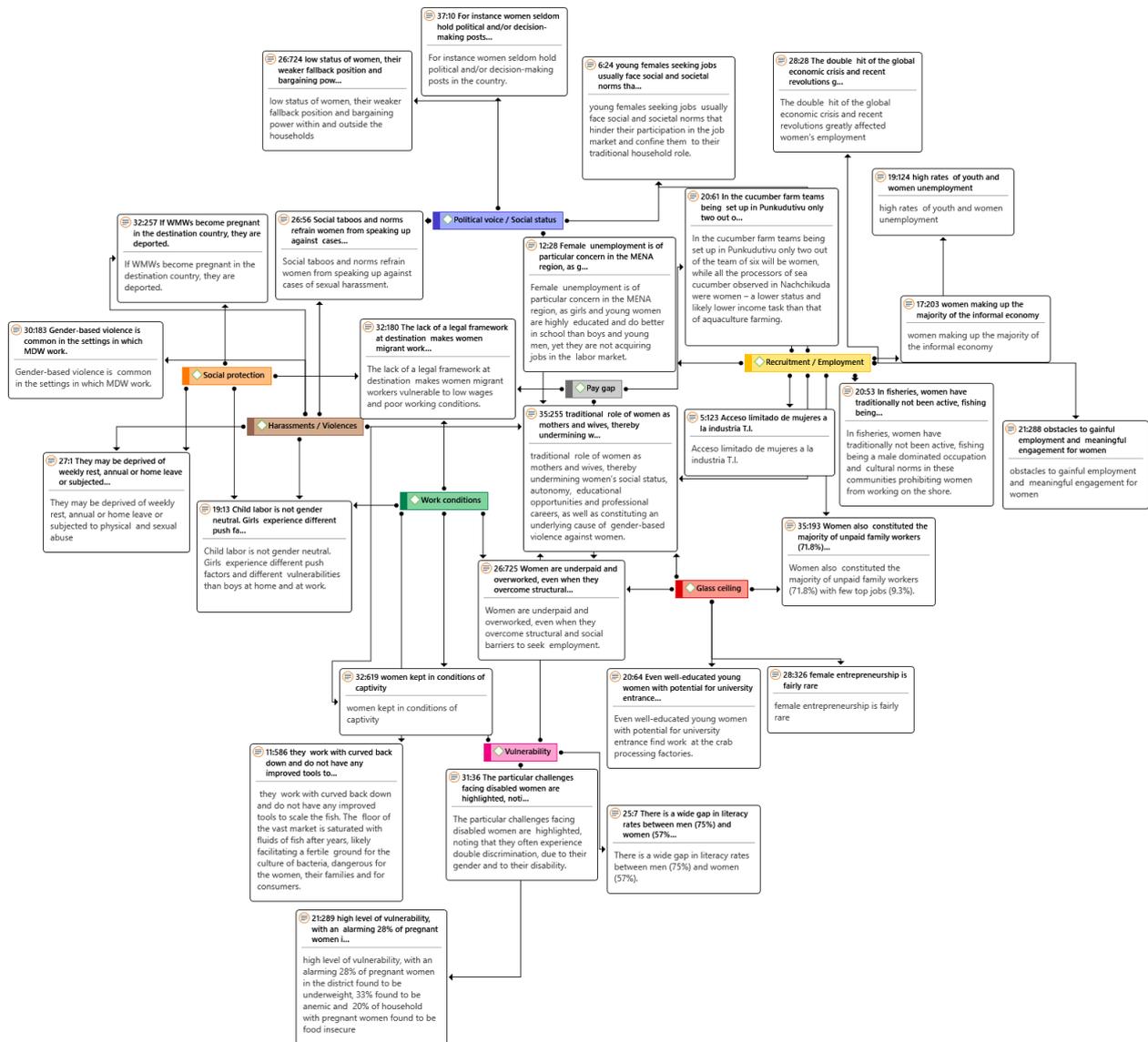
**Recruitment / Employment** category refers to women’s limited access to employment, which might result in higher unemployment rates for women (LBN/17/02/NOR) or generalised informality (HAI/89/604/99).

**Social protection** refers to undermined labour protections in cases of pregnancy and maternity or childcare leave. For example, pregnant migrant workers in MENA countries are often deported (RAS/13/55/UKM).

**Vulnerability** refers to women’s higher exposure to social and economic distress, e.g. food insecurity in Sri Lanka (LKA/17/03/UND) or lower literacy rates in Nepal (NEP/15/50/ROK).

**Work conditions** category refers to conditions of health and safety to which women are exposed in their work. For example, Ghanaese female fish workers must strain their backs to clean fish on contaminated floors (GLO/13/57/IRL).

**FIGURE 1 – GENDER INTERSECTIONALITY MAP<sup>4</sup>**



These categories of prejudice are not exclusive and are normally interlinked, as indicated in FIGURE 1. Thus, glass ceiling may engender pay gaps, lack of social protection may produce situations of harassments and low working conditions, or a weakened political voice and low social status may prevent access to employment. In any case, all of these specific gender prejudices are rooted in cultural and/or religious conditions that have historically been imposed on women by patriarchal societies throughout the world and that confine women to a constructed, gendered social division of labour (LKA/16/02/NOR, MOR/12/03/CAN, PAK/09/03/CAN, TUR/13/02/SID). The condition of being a woman therefore represents a specific intersectional category of oppression and discrimination, not just a biological sex difference with men.

<sup>4</sup> Sample of 27 illustrative quotes from 17 evaluation reports representing the diversity of gender asymmetries reported from the field.

In that sense, evaluators understand that an **indigenous woman might experience aggregated discrimination based on her condition as a woman and as an indigenous person** (GLO/18/63/SWE), while a **disabled woman may be discriminated against on the basis of her gender and her disability** (RAS/12/17/CPR). This specific condition is the subjacent rationale for the full consideration of the dimension of gender in development projects. Gender is not neutral. Women and girls experience gendered factors of discrimination in addition to the ones affecting their male counterparts (LBN/17/02/NOR).

Finally, it is important to mention that the concept of gender should not be confined to a binary approach, i.e. female/male, as is done in most development projects, but must include the full range of differentiation and nuances relating to gender (roles, identities, and orientations) (GLO/12/52/NOR).

## 2.2 GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

**GEM in ILO DC projects tends to be mainly connected with the topic of more and better jobs.** The analysis of project titles compiled in FIGURE 2 reveals a predominance of terms related to this theme. ‘Employment’, ‘women’, ‘youth’, ‘jobs’, ‘productivity’, ‘recruitment’, and ‘skills’ are terms that denote special concern for women’s and youth’s access to employment, leveraged in particular by individual skilling and targeted recruitment at the collective level.

Alongside the topic of more and better jobs, two other subsidiary topics are delineated by the terms used in project titles: unacceptable forms of work and labour migration. Thus, the terms ‘gender’, ‘child’, and ‘discrimination’ refer to an emphasis on protecting vulnerable persons, such as women and LGBTQI+ workers, from discriminatory work environments and combating child labour, while ‘women’, ‘migrant’, ‘fair’, ‘migration’, ‘domestic’, and ‘work’ relate to the promotion of fair domestic migration for women.

**Access to employment, protection of vulnerable persons, and domestic migration** are therefore the three main ideas identified by the title analytics of ILO DC projects, all of which are linked to the aspiration of promoting generalised, decent work for all through, notably, the empowerment of women workers and, in the case of child labour, of mothers.

The consideration of gender as an intersectional category, however, is not necessarily reflected in the development objectives of ILO DC projects. Only half of the projects from the sample list contain development objectives that mention gender, and some of those are not particularly responsive to gender. They simply mention women as beneficiaries together with men, as in MOR/12/03/CAN, which aims at *“enhancing employability and entrepreneurship of young women and men”*. Gender-responsive development objectives are thereof present in 14 projects from 13 evaluation reports (34% of the sample list). These development objectives have been compiled in FIGURE 3.

This figure reveals a panorama of heterogeneous development objectives. They range from youth employment, informal economy, rural economy to peace and post-conflict. Despite some inaccurate analytical framing, they ultimately respond to the previously identified categories of gender discriminations.

FIGURE 2 – TITLE ANALYTICS<sup>5</sup>



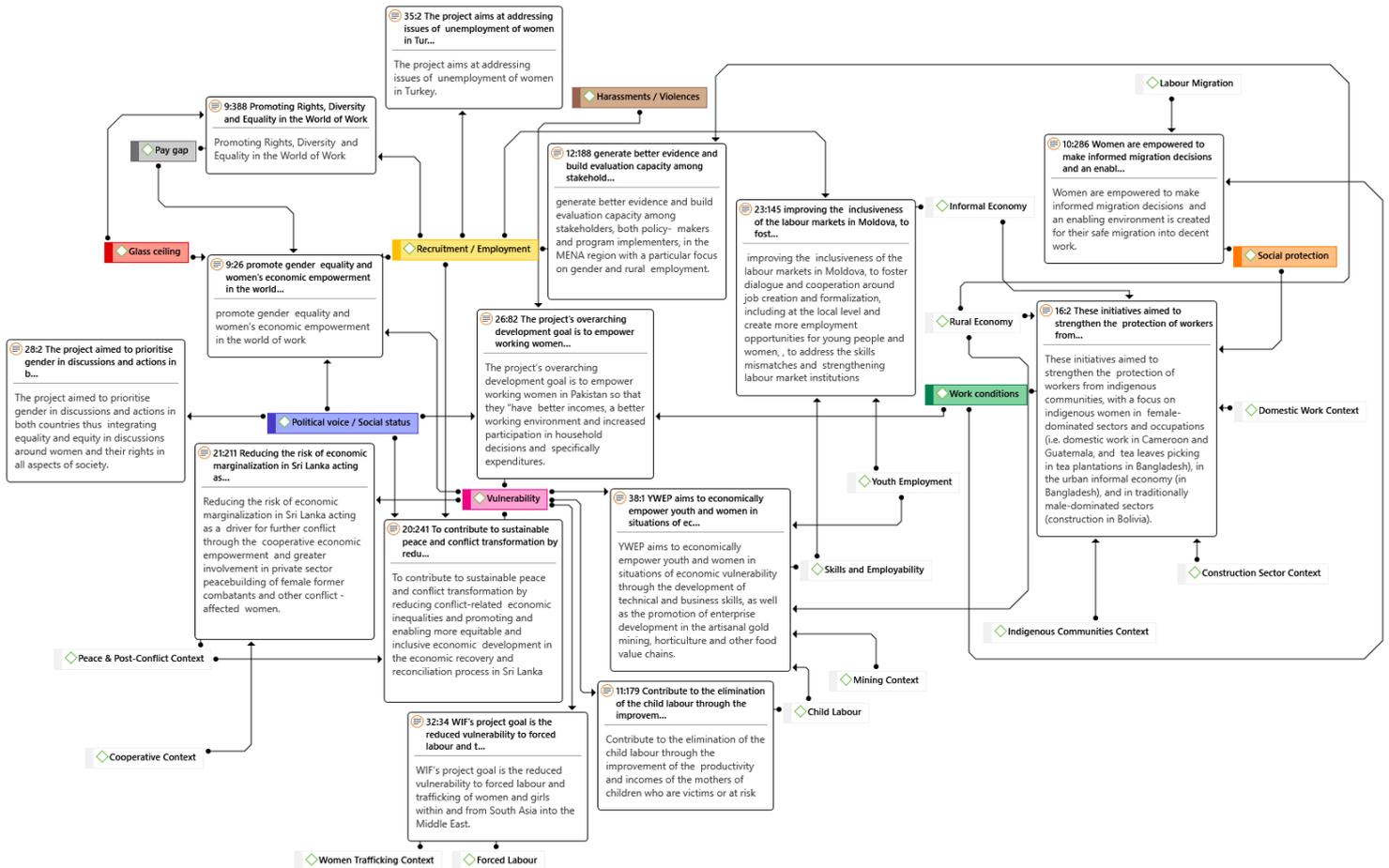
Thus, these gender-responsive development objectives seek to impact on the world of work’s gender asymmetries and cultivate greater inclusiveness, equality, and socioeconomic empowerment. Some objectives are linked to several categories of gender-based discrimination on the premise that all of these categories are interwoven. The development objective of PAK/09/03/CAN, for instance, strive for acting on women’s vulnerability to enhance their political voice and social status as well as their working conditions, including their exposure to violence (*“empower working women in Pakistan so that they have better incomes, a better working environment and increased participation in household decisions and specifically expenditures”*). All-in-all, the categories of **vulnerability**, **recruitment / employment**, and **political voice / social status** are the most addressed by the gender-responsive development objectives of ILO DC projects.

**The immediate objectives of the projects appeared to be more gender-responsive than the development objectives.** The analysis identified 56 gender-responsive immediate objectives from 22 different projects, representing almost 60% of the sample list. Most of these immediate objectives refer to women/girls only, rather than to the full spectrum embedded in the notion of gender, and often women or girls are targeted along with other disadvantaged groups, like disabled persons (RAS/12/17/CPR: *“improving labour market information collection, analysis and dissemination to support jobseekers and enterprises and to design specific initiatives addressing the needs of youth, women, migrant workers and persons with disabilities”*), indigenous peoples (GLO/18/63/SWE: *“Capacity of constituents strengthened to prevent unacceptable forms of work among women and*

<sup>5</sup> Unit: frequency of terms in titles for all relevant evaluation reports.

indigenous workers in target sectors”), or youth (EGY/11/02/CAN: *Employment and entrepreneurial skills for youth and women enhanced*”). Nonetheless, this joint target does not necessarily undermine the gender-responsiveness of these objectives and may *au contraire* be interpreted as an acknowledgment of the intersectional nature of the category of gender (cf. 2.1).

**FIGURE 3 – GENDER-SPECIFIC DEVELOPMENT OBJECTIVES MAP<sup>6</sup>**



The 56 identified gender-responsive immediate objectives are diverse and often inaccurate in their framing. Some have imprecise phrasings and do not provide sufficient information to appraise their scope (LKA/16/02/NOR “Improved gender-responsive development interventions”), while others deviate from the logical framework of project design terminology and more closely resemble development objectives or outputs rather than immediate objectives (TUR/13/02/SID “Employment policies benefiting women developed and implemented within the framework of decent work and gender equality”). Notwithstanding these limitations, a thorough and schematic analysis of these immediate objectives enabled the identification of categories of outcomes, beneficiaries, and interventions relating to GEM in ILO DC projects.

Outcomes of the GEM immediate objectives tend ultimately to relate to (i) collective representation and social dialogue, (ii) economic participation and empowerment, (iii) employability, (iv) gender equality awareness, (v) gender-sensitive labour policies, (vi) individual capacities, and (vii) institutional capacities.

<sup>6</sup> Coloured codes refer to the gender asymmetries (cf. 2.1), plain codes indicate the themes and contexts to which the quotes belong, and the quotes are the identified gendered development objectives. The quote headers reference the document number as listed in Annex A.

**Collective representation and social dialogue** refers to the enhancement of women’s collective representation (GLO/13/53/UKM) through the organisation of associations (GLO/13/57/IRL) or the feminisation of unions (RAS/13/55/UKM) to advance the social dialogue on gender equality.

- ⇒ “Women migrant workers in domestic work and garment sectors enjoy better collective representation and support services, and employers have greater knowledge of workers’ rights.” (GLO/13/53/UKM)

**Economic participation and empowerment** refers to the enhancement of women’s economic participation through the feminisation of historically male-dominated occupations (ZAM/13/01/FIN), the creation and consolidation of women’s entrepreneurial activities (GLO/14/59/NOR) or access to new markets (LKA/17/03/UND), and the empowerment of women in workplaces (LKA/16/02/NOR) and decision-making positions (GLO/14/59/NOR).

- ⇒ “Female former combatant and other conflict-affected women increase their economic contribution through effectively accessing new market opportunities, resources, and information that have opened as a result of the more peaceful environment” (LKA/17/03/UND).

**Employability** refers to increasing women’s employability to access employment opportunities (RAF/12/01/FIN).

- ⇒ “Skills development programs to enhance the employability of poor and marginalized women” (PAK/09/03/CAN).

**Gender equality awareness** refers to the raise of awareness on gender discriminations (GLO/12/52/NOR) to advance gender equality in the world of work (RAF/12/01/FIN) and rights-awareness (GLO/13/53/UKM).

- ⇒ “To promote the business case for advocating on gender equality and to support EOs to play a key role” (GLO/14/59/NOR).
- ⇒ “Women and their family members have better information, rights-awareness, knowledge, and skills on which to base decisions about migration” (RAS/13/55/UKM).

**Gender-sensitive labour policies** refers to favouring the development of policies (MOR/12/03/CAN) and other legal frameworks (PAK/09/03/CAN), including bilateral frameworks for migrant workers (RAF/12/07/SDC), to advance gender equality in the world of work (GLO/18/63/SWE).

- ⇒ “Employment policies benefiting women developed and implemented within the framework of decent work and gender equality” (TUR/13/02/SID).

**Individual capacities** refers to the direct improvement of women’s capacities in terms of professional skills (EGY/11/02/CAN), occupational safety and health (GLO/13/57/IRL), or leadership (LKA/16/02/NOR).

- ⇒ “Increased access to skills programs and employment opportunities for disadvantaged groups in the target sectors” (BGD/12/01/CAN).

**Institutional capacities** refers to the improvement of institutions’ capacities to deliver gender-sensitive trainings (BGD/12/01/CAN), intervention projects (GLO/14/24/IFA), and tailored employment services (EGY/11/02/CAN) as well as capacities to prevent unacceptable forms of work and gender-based discriminations (GLO/18/63/SWE).

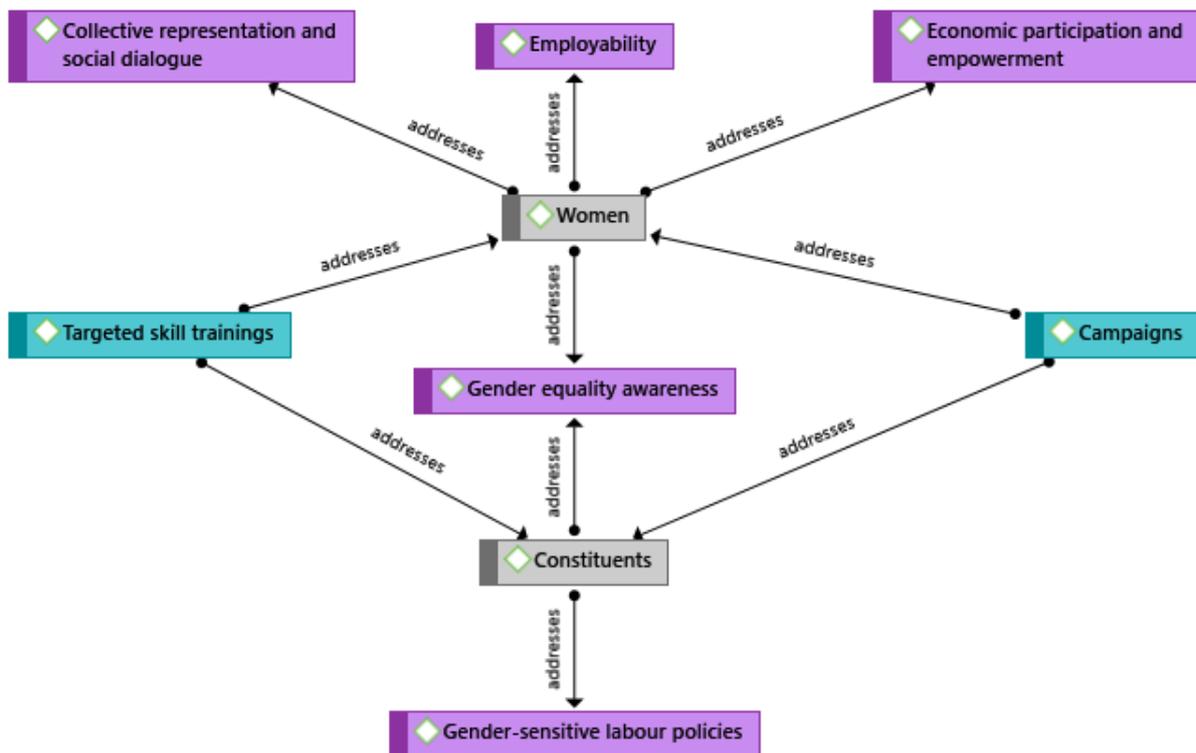
⇒ “Improved performance of regional and local stakeholders and partners (public, private and civil) in delivering relevant services linked to youth employment in the three selected Governorates including addressing women’s employment challenges” (EGY/11/02/CAN).

These outcomes are mostly achieved through **sensitisation campaigns** or **targeted trainings** benefiting women, employers, and constituents. The different patterns of change thus tend to relate to the following interventions and beneficiaries:

- Sensitisation campaigns targeting women to raise their rights awareness;
- Sensitisation campaigns targeting constituents to advance gender equality;
- Trainings targeting women to enhance their employability, economic participation, and collective association; and
- Trainings targeting constituents to advance gender-sensitive policies.

These patterns of change are nonetheless not strictly linear. Some complementarity and synergies can be found between outputs in the delivery of the GEM outcomes in ILO DC projects, as illustrated in FIGURE 4.

**FIGURE 4 – OUTPUT-OUTCOME RELATION MAP**



## 2.3 RELEVANCE AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

### 2.3.1 Gender-sensitivity of ILO DC projects

***ILO DC projects have an erratic sensitivity to gender.***

***Some adhere to trickle-down approaches to gender that expunge its intersectionality nature and prevents tailored interventions.***

***GEDI helps increasing this responsiveness to gender.***

Section 2.2 mapped the extent to which ILO DC projects were sensitive to gender. It revealed that 34% of evaluation reports from the sample list presented a gender-responsive development objective, and almost 60% comprised at least one gender-responsive immediate objective. Thus, the projects described in these evaluation reports tended to integrate the intersectional nature of gender and to develop tailored interventions to bridge gender asymmetries in the world of work.

The project EMPOWER (LKA/17/03/UND), for instance, built on the observation that peace was linked to the economic and social empowerment of ex-combatant women in a region characterised by unemployment and violations of fundamental principles and rights at work. The intervention targeted vulnerable ex-combatant women using a conflict-sensitive gender-based approach to strengthen local economies and increase women's participation in political, economic, and post-conflict planning processes. These included microcredits for women's SMEs and cooperatives, skill trainings, and productive equipment provision. The project's embedded theory of change, therefore, was that creating more and better jobs for vulnerable women will address the lack of opportunities and produce economic empowerment for women, preventing conflicts and building peace.

The full integration of the dimension of gender in the EMPOWER project is specially backed by the leadership conferred to women. The project was entirely led by women and implemented by the Puthukkudiyiruppu Women Entrepreneurs Cooperative Society. **The leadership and full participation of women in the design of ILO DC projects tend, in fact, to favour the relevant mainstreaming of the dimension of gender.** Alternatively, **the active support of GEDI may also offer a comparative advantage in that sense.**

Projects benefiting from the support of GEDI, for instance, were more likely to comprise gender-responsive development objectives than the other projects from the sample list – 60% against 28% – and had higher averages for the Gender Equality Marker – 3,2 against 2,6.

In that sense, the project “Gender Identity and Sexual Orientation: Promoting Rights, Diversity and Equality in the World of Work” (GLO/12/52/NOR), part of the gender-related components of the ILO Partnership Agreements with the Norwegian Ministry of Foreign Affairs and implemented by GEDI, unprecedentedly overcame the binary perception of gender (i.e. woman/girl vs. man/boy) to include a broader focus on sexual orientation and gender identity. It addresses LGBTQI+ equality in the world of work based on international labour standards, specially the C111 - Discrimination (Employment and Occupation) Convention and the Recommendation n°200 on HIV and AIDS and the World of Work, by contributing to the knowledge base and knowledge sharing about discrimination against LGBTQI+ individuals in the workplace.

**The inclusion of gender in other ILO DC projects is more variable and erratic**, with some of the projects adhering to a kind of **trickle-down approach to gender equality**. These projects acknowledge the existence of gender asymmetries in the world of work as a cross-cutting concern (GLO/14/59/NOR)

but assume gender equality would incidentally be addressed by a direct result of general and indiscriminate interventions in the world of work (HAI/89/604/99).

The **trickle-down approach expunges the intersectionality nature of gender, prevents tailored interventions** (MDA/16/02/RBS), and may ultimately result in paradoxical situations, as are present in BGD/15/05/DEU. This project concerns the implementation of a national employment-related injury insurance scheme in Bangladesh's readymade garment industry. This industry is particularly feminised, but women tend to occupy the bottom of the hierarchy and be more exposed to work accidents. However, gender was not specifically addressed, and, as a consequence, the proposed injury insurance scheme was ultimately blind to gender. Coverage and benefits were equal for all workers despite the existence of gender asymmetries in work hierarchy and in the social pyramid.

Finally, **some projects prefer to deliberately cancel the gender asymmetry in favour of other forms of discrimination**. GLO/12/28/EEC on migrant domestic workers and their families in five migration corridors, for instance, focused on the discrimination endured by migrant domestic workers as a whole (men and women) in comparison to other occupations, even though women represent over 70% of all migrant domestic workers. The rationale was that the vulnerability of domestic workers is not based on gender issues but on the isolated nature of the occupation.

2.3.2 ILO DC projects' responsiveness to the needs of Member States in terms of gender equality and mainstreaming

***ILO DC projects are considered responsive to the needs of Member States in terms of GEM by evaluators, even when projects are not responsive to gender.***

Section 2.1 pointed out the gender asymmetries in the world of work and the specific intersection of oppression and discrimination that women experience. It compiled a sample of data illustrating the different facets of this discrimination and revealed the global need to fully address gender issues in the world of work. However, as exposed in the previous section, the responsiveness of ILO DC projects to gender is variable. Many projects do not approach gender in an integrative way, and trickle-down approaches are still common.

Nevertheless, **this insufficient consideration of gender did not undermine the perception of the ILO DC projects' responsiveness to the needs of Member States in terms of GEM**. No evaluation report questioned the relevance of projects in terms of GEM, while a critical mass of them explicitly affirmed that projects responded to these needs.

For example, young women in Egypt face an unemployment rate that is five times higher than that of men – 38% against 7%. Young women additionally tend to experience more vulnerable labour conditions, as they are often unpaid family workers or employed in precarious occupations. EGY/11/02/CAN tackles the challenge of creating decent jobs for female youth in Egypt. It builds the capacities of institutional actors to implement the gender-sensitive National Action Plan for Youth Employment and to deliver relevant, gender-sensitive employment services and, at the individual level, builds the entrepreneurial capacities of female youth to create new businesses. The project is thus “strategically in line with the socio-economic development needs and aspirations” at the national level as concluded by the evaluator.

In addition, projects might occasionally derive from tripartite members' direct requests concerning GEM. For instance, GLO/12/52/NOR and GLO/14/58/NOR, projects arising from the gender-related

components of the ILO-Norway Partnership Agreements,<sup>7</sup> were designed to address national policy gaps relating to GEM in pilot countries selected based on expressed needs. This alignment with national needs additionally helped to build a strong sense of ownership.

Finally, some projects were found to be fully responsive to national GEM needs even though no specific gender-sensitive intervention or objective was indicated. In Bangladesh, for instance, the government has struggled to achieve its Seventh Five-Year Plan target of 40% enrolment for girls in the TVET system, with current rates approaching only 24%. BGD/12/01/CAN was found to support this goal through addressing the qualification of the workforce, but the specific gender gap was secondarily addressed in a unique intervention to increase access to skills programmes and employment opportunities for disadvantaged groups.

### 2.3.3 GEM-related ILO DC projects' relevance to SDGs

#### *ILO DC projects tend to be relevant to SDG 8 and, to a lesser extent, to SDG 5.*

ILO DC projects tend to be **relevant** to the 2030 Agenda for Sustainable Development and specially to its **Sustainable Development Goal 8**: “decent work and economic growth”. The finding is not surprising as this particular SDG falls under the direct mandate of the ILO. In total, 40% of evaluation reports explicitly mentioned a contribution to this SDG. For instance, RAB/15/03/CHE, a project that promotes fair regional migration in the Middle East, is fully relevant to the target 8 of the SDG 8 “protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment”.

In addition to the expected relevance to SDG 8, **some projects were found to be relevant to SDG 5 on Gender Equality** as well. For instance, GAM/18/01/JPN, a project creating employment for youth to build sustainable peace in the Gambia, seeks to achieve “gender equality and empower all women and girls” through its effective and targeted upskilling of young women in infrastructure construction work. **Relevance to SDG 5 was nonetheless more erratic than expected**, which reflects the variable gender-sensitivity of the analysed ILO DC projects.

Other isolated SDGs were also mentioned in the evaluation reports, such as SDG 1 on No Poverty, SDG 4 on Quality Education, SDG 10 on Reduced Inequalities, SDG 16 on Peace, Justice, and Strong Institutions, and SDG 17 on Partnerships for the Goals, but their frequency was too low to draw any conclusions.

### 2.3.4 ILO GEM strategies and policies in DC projects

#### *The relevance of ILO GEM strategies and policies to DC projects are not discussed in evaluation reports but ILO outputs tend to be of great use.*

**The evaluation reports were not comprehensive regarding the extent to which ILO GEM strategies and policies were relevant to DC projects.** Often, no explicit mention to it was made, to the exception of the alignment of ILO DC projects with ILO strategies and policies that will be treated in the following section on the DAC-Coherence. Nonetheless, influences of ILO in the design and products of projects are identified at output level rather than strategies and policies. Thus, **ILO outputs such as research**

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<sup>7</sup> GLO/12/52/NOR and GLO/14/58/NOR are part of the same evaluation report on the gender-related components of the ILO Partnership Agreements (PA) with the Norwegian Ministry of Foreign Affairs and the Swedish International Development Agency (Sida) in support of Outcome 17 of the ILO's Programme and Budget for 2014-15: 'Discrimination in employment and occupation is eliminated'. For the purpose of simplicity, these projects are listed in Annex A under GLO/12/52/NOR only.

**& reports, previous project experiences, or toolkits build the base for numerous ILO DC projects.** Some of these outputs were gender-sensitive, while others were generic.

**Research & reports produced by the ILO may be used to assess needs in terms of GEM in the world of work**, as illustrated by MDA/16/02/RBS. This project to improve human resources development and employment policies, with particular attention to youth, women and migrants in Moldova, was based on a review carried out by ILO and the National Employment Agency in 2017. This review emphasised the need for diversification and the improvement of labour market policies targeting young people and especially young women, the need to enhance the implementation of the National Employment Strategy 2017-2021 to address skill inequalities, and the importance of strengthening labour market institutions, all of which influenced the design of the project's gender-responsive development objective: improving the inclusiveness of the labour markets in Moldova to foster dialogue and cooperation around job creation and formalisation, including at the local level, and to create more employment opportunities for young people and women to address the mismatch of skills and strengthen labour market institutions.

In the same vein but at the product level, the 2001 ILO study "Breaking through the glass ceiling: Women in management" provided the ILO Bureau for Employers' Activities with a skeleton to produce the 2015 study "Gaining Momentum: Women in Business & Management" in the frame of GLO/14/59/NOR. This study contributed to raise awareness about gender-based discrimination among organisations of employers in the countries covered by the projects funded by Norway and Sweden under ILO Outcome 9: Botswana, Cambodia, Honduras, Indonesia, Lao PDR, Malawi, the Philippines, Swaziland, Vanuatu, Vietnam, and Zambia.

**The ILO's previous DC project experiences were also of great relevance to the design and implementation of later projects.** For example, the Local Empowerment through Economic Development project, implemented from 2010 to 2016 in the Northern Province of Sri Lanka, set up a solid and trustful network of relations with government and the private sector. This network was critical to the effective implementation of the subsequent LKA/16/02/NOR on Employment Generation and Livelihoods through Reconciliation in the same province.

Finally, several ILO toolkits were used as inputs for ILO DC projects; among them, the training **GET Ahead** on gender and entrepreneurship (EGY/11/02/CAN), **SIYB-Start** and Improve Your Business (TUR/13/02/SID), **SIYGCB-Start** and Improve Your Green Construction Business (ZAM/13/01/FIN), **CLE-Comprendre l'Entreprise** (MOR/12/03/CAN). These toolkits are generally contextualised to local specificities and comprise a sensitivity to gender.

## 2.4 COHERENCE AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

### 2.4.1 ILO DC projects' coherence with gender-related CPOs and DWCPs

***ILO DC projects are tendentially coherent with generic DWCPs.***

***Not much information is provided with regards to gender-related DWCPs.***

The ILO DC projects were mostly coherent with Country Programme Outcomes (CPOs) of beneficiaries and specially the ones related to decent work (DWCPs). Almost **90% of the evaluation reports mentioned the linkage of projects with national DWCPs and labour-related policies.** VIE/12/01/USA on labour law implementation in Vietnam provides a clear illustration. Vietnam's DWCP identifies the weak governance of the labour market and the limited social dialogue as the causes of mismatches between quality and rate of growth in the country. Its Priority 3, consequently, points to the strengthening of the labour market's institutions and governance to support Vietnam in becoming a "modern-oriented industrialised nation". VIE/12/01/USA, with its objective of effective enforcement

of the new Labour Code and Trade Union Law to support the reform of Vietnam’s minimum wage system and enhance the social dialogue, demonstrates then a fine-tuned alignment with this DWCP.

However, the **DWCPs mentioned in evaluation reports were often generic** and not specifically related to gender. This derives from the tendency of certain ILO DC projects to address gender through trickle-down rather than integrative approaches and reflects the variable gender-sensitivity of these projects. Of course, gender-related DWCPs were also mentioned in some evaluations reports (RAF/12/09/EEC), including for projects that deviated from an integrative approach to gender (GLO/12/28/EEC).

Thus, RAF/12/09/EEC on the development of a tripartite framework for the support and protection of Ethiopian women domestic migrant workers to the GCC states, Lebanon and Sudan is coherent with Ethiopia’s DCWP Outcome 5 relating to the barriers to decent employment and specially for women. Likewise, the GLO/12/28/EEC on migrant domestic workers and their families is coherent with the gender-sensitive Outcome 6 of South Africa’s DWCP, which includes domestic work as a target sector to enhance access to better-managed and more gender-equitable social security and health benefits.

#### 2.4.2 ILO DC projects’ coherence with ILO GEM strategies and policies

***DC projects are coherent with ILO GEM strategies and policies, but evaluation reports are not discursive on the subject.***

The **coherence of ILO DC projects with ILO GEM strategies and policies** was noted in the evaluation reports. All of them identified compatibilities or alignments with different ILO GEM strategies and policies. However, the evaluation reports did not provide sound analytical reflections on these matters and often simply affirmed the existence of coherence and listed related strategies or policies. Among these strategies/policies, the most often cited was the ILO’s Programme & Budget Outcome 1 “More and better jobs for inclusive growth and improved youth prospects” and Outcome 17 of the previous P&B “Discrimination in employment and occupation is eliminated”. Other strategies, policies or Conventions were also cited:

- 2009 ILC Resolution on Gender Equality at the Heart of Decent Work;
- C100 - Equal Remuneration Convention, 1951 (No. 100);
- C189 - Domestic Workers Convention, 2011;
- C190 - Violence and Harassment Convention, 2019 (No. 190);
- Discrimination (Employment and Occupation) Convention, 1958 (No. 111);
- ILO Action Plan for Gender Equality;
- ILO Declaration on Social Justice for a Fair Globalization;
- ILO Fair Migration Agenda;
- ILO Fair Recruitment Initiative;
- ILO Global Jobs Pact;
- ILO Policy on Gender Equality and Mainstreaming;
- ILO Women at Work Centenary Initiative;
- R188 - Private Employment Agencies Recommendation, 1997 (No. 188);
- R200 - HIV and AIDS Recommendation, 2010 (No. 200);
- R205 - Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).

These policies, strategies, and conventions relate directly to gender or comprise gendered components.

In addition to those of the ILO, **other international strategies and policies relating to gender were also listed** recurrently, such as the United Nations Convention on the Elimination of All Forms of

Discrimination against Women (CEDAW), although relevant international instruments related to gender were not always fully considered in the projects.

In that sense, INT/15/01/BRA, that supports Latin America & the Caribbean regional initiative on the elimination of child labour, framed its intervention under the 2013 Declaration of Brasilia on Child Labour and the ECLAC Child Labour Risk Identification Model. The convention served the design of the objectives, while the ECLAC model provided the methodology for collecting and systematising data about child labour. Although both instruments insisted on the need for a gender lens to address child labour, INT/15/01/BRA was blind to gender in its logical framework.

## 2.5 EFFICIENCY AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

### 2.5.1 M&E adequacy in GEM-related ILO DC projects

***Sex-disaggregated data are mostly included but M&E tend to be weak and not responsive to gender.***

**The M&E of projects tended to include data disaggregated by sex.** Thus, the sex distribution of training participants, meeting attendees, or loan beneficiaries was usually known, although these data were not always accurately tracked by project teams. In a few cases, gender data were only tracked by implementing partners (LBN/17/02/NOR) or were not tracked at all (NEP/15/50/ROK).

The generalised inclusion of sex-disaggregated data is nonetheless the tree that hides the forest. The **M&E was usually weak**, which made it impossible to accurately assess the efficiency of GEM-related ILO DC projects (PAK/09/03/CAN). The origin of this weakness resides at the source of projects: at design level. The establishment of rigorous M&E mechanisms does not appear to be a priority. Some projects initiated without M&E mechanisms in place (ZWE/16/01/BAD), while others did not dedicate staff to M&E (RAF/12/01/FIN). Also, frameworks are not fully polished, in special regarding the dimension of gender. Performance indicators were not explicitly sensitive to gender (BGD/12/01/CAN) and results frameworks were too generic, or blind to gender (BGD/13/09/MUL), to track the critical role of gender in diverse topics. Mothers, for instance, are often at the frontline of the fight against child labour, but their preponderant role may go unnoticed due to a lack of gender-responsive M&E in projects (GLO/13/57/IRL).

The weak concern for M&E at the design level contaminated the successive project cycles. Resources for M&E activities were limited (RAF/12/09/EEC), M&E experts were recruited after annual reviews (BGD/13/09/MUL), and reporting practices did not include results-based management approaches (GLO/12/52/NOR). The information provided in donor reports, for instance, was insufficient to monitor and evaluate activities.

**Partnering with other institutions has proven to be a good strategy to ensure better M&E systems for GEM-related ILO DC projects.** The RAS/13/55/UKM ILO-DFID Partnership Programme on fair recruitment and decent work for women migrant workers in South Asia and the Middle East, for instance, comprised a detailed M&E operational plan and technical progress reports with comprehensive quantitative and qualitative data, while the M&E system of the LKA/17/03/UND EMPOWER project in Sri Lanka benefited from a dynamic partnership at the field level with the World Food Programme and the Puthukkudiyiruppu Women Entrepreneurs Cooperative Society.

## 2.5.2 Efficient delivery of GEM-related ILO DC projects

*ILO DC projects are efficient in the delivery of knowledge products.*

*Partnerships help to improve this efficiency.*

The establishment of **partnerships improved efficiency** in the delivery of activities and products. It permitted to **create synergies to cope with limited resources**, to **strengthen ownership and local anchorage**, and to **build on complementary competencies**.

**Partnerships with competing projects are preferred to pool resources.** The Global Action Programme on Migrant Domestic Workers and their Families (GLO/12/28/EEC) offers a good illustration. It was designed to strategically allocate its resources with the aim of creating synergies with other ongoing projects. Its work plans, for instance, were designed to complement the GMS TRIANGLE<sup>8</sup> project, and as a result, the project's national officer supported the implementation of activities in Malaysia at no additional cost. In Lebanon, partnerships were established with projects that focused on women migrant workers' rights. This ensured the participation of the gender specialist at the ILO Regional Office for Arab States, who integrated the project's activities into her existing workload. Other synergistic collaborations were also created with the PROMOTE<sup>9</sup> project in Indonesia, the MAGNET<sup>10</sup> project in Lebanon, and the RAS/13/55/UKM from our GEM-related sample list in Nepal.

**Partnerships with local entities from the private sector or at the community level are preferred to strengthen the project's ownership and local anchorage.** This ensures a proactive commitment to the implementation of the activities, as was seen in the partnership between Red Sea Crafts and the EGY/11/02/CAN in Egypt. Red Sea Crafts is a network of 15 NGOs that supports the production and income-generation of craftswomen in the Red Sea governorates. The involvement of the network helped mobilising their woman members to actively take part in the organisation and participation in capacity trainings organised.

Finally, **partnerships with governmental and intergovernmental bodies provide projects with complementary competencies and experiences.** This favours know-how sharing for more informed implementation of activities and technically enhanced products. Multilateral organisations, in particular, were often cited as partners. The OECD and UN Women, for instance, supported GLO/18/63/SWE in operationalising the Equal Pay International Coalition, while the AfDB planned joint activities with RAS/12/17/CPR to support youth employment in Cambodia. Among these organisations, UN Women seems to be the most privileged partner for projects relating to GEM. In Tunisia, UN Women co-contributed to the development of the rural women empowerment strategy and the action plan on women entrepreneurship development (RAF/12/01/FIN), while in Ethiopia it co-participated in the elaboration of pre-departure, in-service, and returning materials for women domestic migrant workers (RAF/12/09/EEC).

Nevertheless, **partnerships with governmental and intergovernmental bodies may occasionally stumble into their own resource shortfalls.** New initiatives may, for instance, take time to pass through the requisite governmental structures. In Bangladesh, for instance, administrative procedures slowed the establishment of an effective partnership with Employment Support Services to promote skills for employment and productivity, resulting in substantial implementation delays (BGD/12/01/CAN). Multilateral institutions also suffer from resource insufficiencies, such as those

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<sup>8</sup> Tripartite Action to Protect Migrant Workers within and from the Greater Mekong Subregion from Labour Exploitation

<sup>9</sup> Decent Work for Domestic Workers to End Child Domestic Work

<sup>10</sup> Migration and Governance Network

faced by the UN Women Nepal office, which could not allocate staff time to support GLO/12/28/EEC due to heavy workloads.

Overall, however, GEM-related ILO DC projects tended to overcome shortfalls. Their **portfolio of quality delivered products is impressive**, and based on this, it is possible to infer that these projects made efficient use of economic resources and time.

The delivered products dialogue intrinsically with the schematic intervention map presented in FIGURE 4. Products are then delivered in support of the targeted skill trainings and the campaigns of sensitisation. In addition to the trainings, which are inherently services, four types of GEM-related products have been identified: communication materials; communities of practice, collaborative workspaces, and platforms; studies, publications, and reports; and technical manuals, guides, and training materials.

**Communication materials** are produced to raise awareness and share ready-to-use information on GEM-related issues with worker groups or the general public. These communication materials can be printed as factsheets or infographics, recorded as documentaries, or performed as plays. The latter, for instance, was used by GLO/13/53/UKM and partner Jharkhand Gharelu Kaamgar Union to share information about safe migration and the value of domestic work on public streets in the state of Jharkhand, India.

#### Sample of communication materials

- ⇒ “I am not here”, 25-min documentary film on the stories of three women in three different cities, Kuala Lumpur, New York, and Zurich (GLO/12/28/EEC);
- ⇒ “Senke” awareness raising video on safe and fair migration (RAF/12/09/EEC);
- ⇒ Brochure targeting migrant domestic workers and distributed in the migration corridors concerned to prepare migrant, mainly women, for departures and arrivals (GLO/12/28/EEC).

**Communities of practice, collaborative workspaces, and platforms** are organised or developed to enhance the circulation of GEM-related knowledge among practitioners, worker groups, policymakers, employers and their organisations, and the interested public. In Ethiopia, for instance, RAF/12/09/EEC delivered a web-based Ethiopian Migrants Data Management System to record the end-to-end migration processes of all Ethiopian migrants. This system was derived from a benchmark of similar systems in experienced labour sending countries.

#### Sample of communities of practice, collaborative workspaces, and platforms

- ⇒ The formation of a Community of Practice with technical assistance offered on project management and gender mainstreaming (GLO/14/24/IFA);
- ⇒ Global on-line knowledge-sharing platform on equal pay (GLO/18/63/SWE).

**Studies, publications, and reports** are produced to enhance the knowledge base on gender-related issues for advocacy purposes. They ultimately aim to inform policy and decision-makers, employers, workers, or the general public on an evidence base. Briefs, technical reports, needs assessments, impact studies, or research studies were produced by GEM-related ILO DC projects, although these were not always tracked accurately in the project documents or evaluation reports. Among these studies, “Gaining Momentum: Women in Business & Management”, published in January 2015, had notable prominence (GLO/14/59/NOR). This report was launched in London with the Confederation of British Industry and produced stand-out regional spin-offs in Asia-Pacific, launched with the Singapore National Employers’ Federation, and in the Middle East and North Africa.

#### Sample of studies, publications, and reports

- ⇒ 2-pages brief on protecting the human rights of migrant domestic workers, prepared co-jointly with OHCHR (GLO/12/28/EEC);
- ⇒ “Women’s and Youth Empowerment in Rural Tunisia: An assessment using the Women’s Empowerment in Agriculture Index (WEAI)”, prepared co-jointly with University of Tunis, UNU-MERIT Maastricht, University of Passau, and International School of Business of Sfax (GLO/14/24/IFA);
- ⇒ Tracer study with GET Ahead beneficiaries (EGY/11/02/CAN);
- ⇒ The Global Report on Migrant Domestic Workers (GLO/12/28/EEC);
- ⇒ Working Paper “ORGULLO (PRIDE) en el Trabajo. Un estudio sobre la discriminación en el trabajo por motivos de orientación sexual e identidad de género en Costa Rica” (GLO/12/52/NOR).

**Technical manuals, guides, and training materials** are produced to support targeted skill training activities as well as institutional and individual capacity-building on GEM-related topics. GLO/12/28/EEC, for instance, produced three vocational training manuals for women migrant domestic workers from the Paraguay–Argentina migration corridor to enhance women’s skills in the field of professional care work.

#### Sample of technical manuals, guides, and training materials

- ⇒ Gender guidelines for TVET administrators (BGD/12/01/CAN);
- ⇒ Anti-trafficking manual for Migrant Resource Centres (RAF/12/09/EEC);
- ⇒ Pre-departure manual in three local languages (Amharic, Oromifa and Tigrign) and English (RAF/12/09/EEC).

## 2.6 EFFECTIVENESS AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

***Un-gendered generic immediate objectives do not tend to trickle down to women or girls and to bridge the gender asymmetries in the world of work.***

***Effectiveness of ILO DC projects is then mostly tributary to the full intersectional consideration of gender in logical frameworks.***

**The efficiency of projects does not necessarily imply their effectiveness.** The efficient delivery of activities and related products might not convert into the expected outcomes and, consequently, may not effectively achieve the project’s immediate objectives. Project outcomes are tributary to both the participatory process, which transforms outputs into outcomes, and the robustness of the frameworks and the related theory of change.

Outputs are transformed into outcomes through the participatory processes of beneficiaries and stakeholders in projects. A training might be economical and delivered in a timely manner (which are measures of efficiency) but not achieve its expected results of building capacities or raising awareness (which are measures of effectiveness) due to the personal or collective attitudes of the participants. The evaluation report for GLO/13/53/UKM provides a tangible illustration. The project, which involved focus groups for women on fair recruitment and decent work for migrant workers in source and destination communities, had mixed results. While some participants did enhance their awareness of safe migration processes, others did not recall the specific content of the focus group discussions but, instead, had a clear memory of the free lunch that was provided.

It is true that the participatory process falls mostly outside the control of projects. Project officers are not able to guarantee the success of this process or, therefore, the alignment of project outcomes

with planned immediate objectives. Still, **the project design can contribute to the effectiveness of the participatory process by properly targeting participants.** The evaluation report for GLO/13/53/UKM stated that the women who were most vulnerable to unfair migration were not effectively reached by the project. Those women live in remote rural areas, and their decision to migrate is not based on genuine choice but motivated by situations of socioeconomic distress, while the project targeted participants from more central areas who were better able to make enlightened decisions on migration.

The design of projects is then critical to ensure an efficient delivery of outputs and to maximise their potential transformation into outcomes compliant with the planned immediate objectives. In the case of GEM, this would mean a full consideration of the intersectional dimension of gender through gendered results frameworks. **Ungendered generic immediate objectives do not tend to trickle down to women or girls and to bridge the gender asymmetries in the world of work.**

The evaluation report of HAI/89/604/99 provides an example. The project promotes the socioeconomic integration of vulnerable children and youth in Haiti. Although girls and women are most affected by informality and poverty, none of the immediate objectives was sensitive to gender. Thus, the indistinct training of 400 youth, the establishment of a job placement office, and the development of a vocational training curricula had no specific effectiveness in addressing the gender asymmetry in Haiti and were also ineffective in implementing the C138 - Minimum Age Convention and the C182 - Worst Forms of Child Labour Convention.

Ironically, the limitations of trickle-down approaches for addressing gender issues were, in some cases, perceived only at the end of the project. The evaluation report for INT/15/01/BRA explained that the dimension of gender was absent from the project with the exception of one cancelled activity. This prevented the project from effectively addressing gendered cultural issues, such as the naturalisation of child labour in the sex industry or domestic work in Brazil and Latin America. The partners eventually recognised this gap and confirmed the need to apply a gender lens in future child labour-related projects.

Naturally, **the dimension of gender may impose itself on trickle-down projects during their implementation phase.** This helps steer projects towards more gender-responsive interventions that will eventually exhibit effectiveness in addressing gender issues. RLA/12/09/USA, for instance, lacked effective gender lens in its original results framework. No activity, product, or main immediate objective was gender-sensitive due to the assumption that the male population was the most affected by forced labour in Brazil. The dimension of gender was nonetheless gradually incorporated as the forced labour of women, which is mostly invisible, become apparent through project activities and products. For example, a survey conducted in the State of Maranhão revealed numerous women in situations of forced labour in the sex industry and domestic work. The project was eventually able to effectively uncover the extent to which women were also affected by forced labour in Brazil and to advocate for the inclusion of the dimension of gender in forced labour-related projects.

Projects encompassing gendered immediate objectives appear to be more effective at addressing gender issues than projects guided by trickle-down approaches to gender. An overview of the schematised immediate objectives outlined in Section 2.2 made it possible to gauge this effectiveness, despite the already cited limitation in terms of gender-responsive M&E in ILO DC projects (data may not be available or are too imprecise to assess the effectiveness of projects).

**GEM-related ILO DC projects tended to be effective at enhancing women's collective representation and favoured their participation in the social dialogue, although some projects struggled to reach the most vulnerable women.** Thus, the evaluation report for GLO/13/53/UKM related the successful

enrolment of established migrant women workers in the Jharkhand Gharelu Kaamgar Union or the Self-Employed Women's Association, while the evaluation report for RAF/12/01/FIN described the adoption of quotas for women within the Egyptian Democratic Labour Congress and within the Union Générale des Travailleurs Tunisiens, helping to feminise the structures of these two unions.

**The projects were also effective at enhancing women's economic participation.** For instance, illiterate women in Morocco (MOR/12/03/CAN) effectively gained skills through the use of adapted tools, while in Sri Lanka (LKA/16/02/NOR), women-headed households benefited from production inputs (seeds and irrigation in agriculture, boats in fishery) that increased their total production and incomes.

**Regarding women's employability, results tended to be mixed.** Some evaluation reports provided evidence of increased access to employment. GAM/18/01/JPN reported that 192 young women were employed following the project's implementation, while LKA/16/02/NOR indicated that women were the major beneficiaries of employment generated in seafood processing. In other cases, the numbers of women beneficiaries were modest, such as in BGD/12/01/CAN, in which women represented only 20% of training participants, or the effectiveness was not tracked due to the absence of M&E systems (PAK/09/03/CAN).

**Gender equality awareness immediate objectives, in other hand, showed pretty effective results in sensitising on gender discriminations or advancing gender equality in the world of work.** Thus, the evaluation report for GLO/13/53/UKM described the sensitisation of a large public (although not the most vulnerable as mentioned above) on fair migration and decent work through an innovative street awareness campaign using street plays, puppet theatre, and TV spots, while the evaluation report for RAF/12/01/FIN recounted the engagement of the Federation of Egyptian Industries to establish a Women in Business Unit.

**Immediate objectives favouring the development of gender-sensitive labour policies also showed concrete results.** In Turkey, a National Action Plan on Women and local action plans in pilot provinces were adopted, which helped strengthen employment policies benefiting women. These results were achieved through sensitisation campaigns based on close dialogue with key actors and targeted research studies (TUR/13/02/SID). In Bolivia, a dialogue about equal pay was fostered, resulting in the presentation of a draft law for equal pay to the parliament (GLO/18/63/SWE). Additionally, positive contributions were made to the dialogue on national policy, gender equality, and women's empowerment in Pakistan (PAK/09/03/CAN), while in Morocco relevant national structures were strengthened to enhance the mainstreaming of gender and entrepreneurship (MOR/12/03/CAN).

**Projects aimed at building either individual or institutional capacities tended, at best, to report the number of people trained, while the effectiveness of those trainings remained mostly unclear.** For instance, it was announced that 142.000 students completed an entrepreneurship education in Egypt with apparently no additional information about the students or the effective capacities they built (EGY/11/02/CAN), while in Ghana even the number of women participants in the trainings on safe, healthy, and efficient methods of fishing and fish processing was unknown (GLO/13/57/IRL). In the same vein, the evaluation report for GLO/14/24/IFA was unable to determine the effectiveness of trainings on project management and gender mainstreaming for targeted organisations implementing development projects in the rural areas of the MENA region (GLO/14/24/IFA).

## 2.7 IMPACT AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

### 2.7.1 Impacts of GEM-related ILO DC projects on the gender asymmetries in the world of work

*Impacts are hard to appraise as they fall outside of timeframe of projects.*

*Nonetheless, impacts were remarked on the gender asymmetries in the world of work, mainly related to harassments, social protection, work conditions, and employment.*

Ideally, GEM-related ILO DC projects should impact the identified gender asymmetries in the world of work identified in 2.1: “Glass ceiling”, “Harassments / Violences”, “Pay gap”, “Political voice / Social status”, “Recruitment / Employment”, “Social protection”, “Vulnerability”, and “Work conditions”. The alignment of the gendered development objectives with these asymmetries goes in that sense. However, these **impacts are hard to appraise** based on the final evaluation reports. Impacts are generated in the long run, typically beyond the project timeframe. Additionally, the M&E of GEM-related ILO DC projects are weak, which further hinders the tracking.

**Critical impacts were nonetheless registered in some evaluation reports.** The evaluation report for GLO/13/53/UKM indicated that the original project results framework was updated during project implementation, which favoured the generation of fruitful impacts. The framework was redrawn with the support of partners to shift from an incidence-based approach to a more systemic of reduced vulnerabilities. Subsequently, the evaluation report noted the enactment of the Placement Agencies Regulation Bill by the State Government of Jharkhand in India, the temporary lifting of the migration ban in Nepal, the unionisation of migrant domestic workers in India, and the contractual regularisation of migrant workers in the Jordanian garment sector. These impacts were crucial for bridging gender asymmetries relating to offenses targeting migrant women in their workplaces (Harassments/Violences), women’s lower collective representation and political voice (Political voice/Social status), the informality affecting women domestic workers (Recruitment/Employment), women’s undermined protections in the labour context (Social protection), and the conditions of health and safety women domestic workers and migrants are exposed in their workplaces (Work conditions). The Placement Agencies Regulation Bill in Jharkhand State, for instance, mainstreamed the ILO C189 - Domestic Workers Convention into mandatory written contracts with a pay-floor equal to the minimum wage for migrant domestic workers, who are mostly women, while the Self-Employed Women’s Association in Delhi doubled their members and successfully negotiated with resident welfare associations to establish fixed wage rates, overtime compensations, and four days of leave each month.

The evaluation report for GLO/18/63/SWE also highlighted interesting impacts in favour of gender equality, mainly through **contributions to policy and legislation** relating to the protection of female workers from unacceptable forms of work. One of these impacts was the **adoption of the C190 - Violence and Harassment Convention in 2019** at the Centenary International Labour Conference with its supplement R206 - Violence and Harassment Recommendation. The convention was the first international labour standard on violence and harassment in the world of work. Other impacts included the Bolivian legislation on compulsory accident insurance in the construction sector and draft legislation on equal pay as well as draft bills in Cameroon regulating wages and hours and addressing violence and harassment in the domestic work sector.

Decreasing harassment and violence in workplaces was another contribution related in GLO/15/67/MUL. The project succeeded in **reducing the incidence of sexual harassment** in the

beneficiary garment factories by 18%, motivated by an impact study from Tufts University relating sexual harassment and poor working conditions with business performance and profits. This impact study was a critical inflection point for the project's approach to gender, shifting it from a trickle-down approach to a revised integrative approach. This shift also **positively impacted the gender pay gap** (reducing it by 17%) and **access to prenatal care** (which increased by 26%). Moreover, factories saw increased productivity and profits (increases of 22% and 25%, respectively) due to the mainstreaming of gender equality in their work practices and cultures.

Overall, the GEM-related ILO DC projects registered impacts on the gender asymmetries in the world of work. Projects contribute mostly to tackle the moral, physical, and often sexual offenses targeting women and girls (**Harassments / Violences**), to ensure social protection floors sensitive to gender (**Social protection**), improve conditions for women in the workplace (**Work conditions**), and finally, drive formal employment for women (**Recruitment / Employment**).

### 2.7.2 Contributions of GEM-related ILO DC projects to gender-related CPOs

Comprehensive and systematised information about the contributions of GEM-related ILO DC projects to specific gender-related country programme outcomes (CPOs) was rarely provided in the evaluation reports. CPOs tended to be approached as frameworks against which a project's compatibility was compared, with no further analysis on the *a posteriori* impacts GEM-related ILO DC projects have on them.

This situation is understandable. GEM-related ILO DC projects tend to be compatible with CPOs, thus their contribution to them is inherent. Nonetheless, a few evaluation reports timidly described a project's contribution to the CPOs. The evaluation report for BGD/15/05/DEU, for instance, affirmed that the project created synergies with other ILO interventions on labour inspection and occupational safety and health to enhance social security systems, workers' rights, and gender equality, which ultimately contributed to CPO BGD 301: 'coverage of social protection improved'.

### 2.7.3 Contributions of GEM-related ILO DC projects to ILO's outreach and credibility

***DC projects tend to position ILO to the forefront of gender equality at international and national levels.***

The evaluation reports tended to draw conclusions about the critical **contributions GEM-related ILO DC projects made to the ILO's outreach and credibility** to advance the gender equality agenda. The PRIDE project (GLO/12/52/NOR), for instance, positioned the **ILO as a champion of LGBTQI+ rights in the workplace within the UN System** and at the global level. The ILO was brought to the forefront when its director general intervened in the panel on Diversity at Work in Davos in January 2015 and signed a Geneva-based joint UN statement on LGBTQI+ rights a few months later.

This credibility and outreach at the global level leveraged the **ILO's capacity to push for gender equality in national agendas** (GLO/18/63/SWE). The ILO is considered an effective and knowledgeable partner on gender issues by tripartite bodies, which legitimises its interventions on GEM-related topics at the country level (GLO/14/59/NOR). The ILO was, for instance, the first and only international organisation working on gender and the labour market in Turkey, where there is a context of increased hostility towards feminism and gender equality (TUR/13/02/SID). This legitimacy favours the establishment of trusted relations with national and local partners to advance the gender equality agenda (GLO/18/63/SWE).

Beyond strengthening ILO's external credibility and outreach on GEM, ILO DC projects tended also to **advance GEM at the internal level**. GLO/12/52/NOR evaluation report relates an internal survey on staff's attitudes toward LGBTQI+ rights. Conducted in the frame of the project with the support of

GEDI, HRD, and the ILO Staff Union, the survey permitted to gauge on the gender-based discriminations internally and develop **recommendations to foster a culture of inclusiveness within the ILO.**

## 2.8 SUSTAINABILITY AND GENDER EQUALITY AND MAINSTREAMING IN ILO DC PROJECTS

### 2.8.1 Continuity and replication of gender-sensitive outputs produced by GEM-related ILO DC projects

***Financial resources tend to compromise the sustainability of gender-sensitive outputs despite isolated success stories of continuity.***

The **sustainability** of gender-sensitive outputs produced in the frame of GEM-related ILO DC projects was **hampered by the financial shortcomings** of partners or even the ILO at the end of projects. Several evaluation reports discussed the risk that impactful initiatives would need to be discontinued due to lack of funding. The Worker Centre of Al Hassan Qualified Industrial Zone in northern Jordan (on the border with Syria), which was supported by the GLO/13/53/UKM project, for instance, successfully provided entertainment and information to migrant workers in the garment sector. It served 23.000 workers from 20+ companies and was intended for replication in Dulayl and Al Tajamuout. Nonetheless, the financial sustainability of the Al Hassan QIZ Worker Centre was not ensured at the end of the project, which threatened its very continuity and challenged its replication. Other examples of threats to sustainability were common, including the shutting down of a virtual platform developed in Bolivia to link women builders with training centres (GLO/18/63/SWE) and the institutional absorption of the extensive research material produced by the Taqueem project (GLO/14/24/IFA) on gender monitoring and evaluation in rural employment in the Middle East and North Africa. Money seems to be the lifeblood in all cases.

Despite these financial barriers, **success stories of continuity and replication of gender-sensitive outputs were also found in the evaluation reports** of the GEM-related ILO DC projects. The **replication of trainings, research uptake, broader circulation of knowledge products, and even full takeover of initiatives** have been registered by evaluators.

**Gender-sensitive trainings** are, for instance, more likely to be replicated when they are synergistic with established plan of activities of project partners. The trainings tend in these cases to be incorporated into the partner's plan. Nepal, for instance, is an origin country of women migrant domestic workers. Governmental institutions have trainings in place to inform these women on the ventures related to emigration. The WIF project (RAS/13/55/UKM) also developed an effective pre-decision training at the community level that empowered women in making decisions about emigrating by providing tailored information on the benefits, risks, laws, and social and financial implications of migration, along with tools to minimise these costs. This pre-decision training was jointly applied with the governmental institutions which ultimately favoured its mainstreaming into their own activities. **Modules from the WIF training are now incorporated into the governmental training programmes targeting potential women migrants.**

GLO/18/63/SWE in Bolivia offers a similar story on a different continent. The construction chamber of Santa Cruz, Bolivia (CADECOCRUZ- Cámara de la Construcción de Santa Cruz), which unites the major employers of the sector in the department of Santa Cruz, is committed to building the capacities of construction workers. Security is one of its main targets. The ILO intervention focused on the protection of indigenous women builders from occupational accidents and gender-based violence in the workplace. Capacity-building workshops were delivered to women builders and Training of Trainers (ToT) workshops to CADECOCRUZ officers. Both workshops were based on ILO Occupational

Safety and Health methodology. The ToT workshop raised the awareness of CADECOCRUZ officers on the case of the indigenous women builders, while the capacity-building workshops favoured the establishment of linkages between CADECOCRUZ and these women. The sensitisation and the linkage prompted CADECOCRUZ to mainstream these ILO materials into their own safety of workers training services. The training targeting indigenous women builders based on the ILO methodology was ultimately replicated in eight Bolivian departments and financially supported by CADECOCRUZ.

Evidence of **gender-related research uptake** was also registered in the evaluation reports, although little detail was provided. Research, for instance, may feed policies and regulations. In Malaysia, research on the attitudes of employers of migrant domestic workers was presented at a tripartite workshop and triggered the development of a code of conduct for employers of domestic workers (GLO/12/28/EEC), while in Peru, research on gender and forced labour was mainstreamed into policy to combat forced labour (RLA/12/09/USA). There is also evidence of gender-related research serving *a posteriori* advocacy purposes. For example, studies on gender and migration produced by the WIF project GLO/13/53/UKM were used by the Kathmandu Migration Group, a UN initiative group comprising UN agencies and donors, to advocate on the negative consequences of the migration ban in Nepal.

**Gender-related knowledge products** in general, either research studies or other technical materials, may also enjoy **larger circulation** beyond the project from which they originate. The larger circulation of knowledge products derives from either a high global visibility attached to the product or its targeted effectiveness at the local level. The previously mentioned study “Gaining Momentum: Women in Business & Management” is one of these spotlight knowledge products. It gained high visibility during its launch in London with the Confederation of British Industry, which resulted in publicly commented spin-off regional publications in Asia-Pacific and in the Middle East and North Africa regions (GLO/14/59/NOR). More interesting are the knowledge products that sprouted from the field to be circulated in other places. The IRAM-ILO financial education training guides offer a good illustration (RAF/12/07/SDC). Developed for the Tunisian context, these guides targeted migrant workers, especially women migrant workers, to improve their financial administration capacities and support empowered management of their migrant worker situation. These guides were particularly effective and raised the interest of other organisations (i.e., UNHCR, Expertise France, or the UN Human Rights) to be used elsewhere. Local adaptation to contexts and translation from French to Arabic were already being implemented for usage in Morocco and Egypt. **Technical manuals and guides relating to migration have proven to be good candidates for extended circulation.** Another example is the three manuals aiming to professionalise the (mostly feminine) care economy developed for the Paraguay-Argentina migration corridor that were adapted and translated by GEDI to be used in other corridors, particularly in response to refugee situations in Jordan, Lebanon, and Egypt (GLO/12/28/EEC).

Finally, **full takeover of gender-related initiatives** by local partners is unusual but **possible when ownership and financial capacities are coupled**. ILO’s partnership with the Egyptian financial institution ALEXBANK-Bank of Alexandria is an example of this type of situation (EGY/11/02/CAN). The ILO engaged with the Red Sea Crafts network to support the production and income-generation of 600 craftswomen in the Red Sea governorates, as previously mentioned. The intervention included technical advice and trainings as well as access to microcredits and new markets. ALEXBANK, an active partner in the initiative, decided to continue supporting the craftswomen of the Red Sea Crafts network with its own funds at the end of the project. This included not only the continuation of technical support and facilitated access to microcredits but also the renovation of two of the Red Sea Crafts network’s outlets and the introduction of a new crafts brand, Bagaweeet.

## 2.8.2 Gender-sensitive outputs contribution to national capacities

***ILO DC projects build national capacities on gender equality and mainstreaming although evaluation reports are not fully discursive about these processes.***

**GEM-related ILO DC projects created opportunities for the ILO to support constituents in strengthening the capacities of national institutions and the governance of labour markets.** The evaluation reports pointed tendentially in that direction, as illustrated by the ILO's intervention in Bangladesh on skills for employment productivity (BDG/12/01/CAN). The key lesson, according to the project's evaluator, was that the consistency of the support provided was critical to building the national institutions' capacities to define and lead their own change process relating to TVET and skill building. However, the evaluation report did not precisely define the exact role that gender-sensitive outputs, like the gender-sensitive competency-based training program, played in that transformation process. The contribution of gender-sensitive outputs was not necessarily tracked at the level of the transformation process. **Most of the evidence related to the building of national capacities was ungendered, except in projects relating exclusively to gender.**

Thus, evidence of these contributions must be found in projects relating to gender equality (GLO/18/63/SWE), women migrant workers (RAS/13/55/UKM), or women and decent work (TUR/13/02/SID).

The evaluation report for GLO/18/63/SWE indicated that constituents developed their capacity to influence regional and national dialogue on gender equality in the world of work, while in TUR/13/02/SID, the technical and institutional capacities of İŞKUR and the Provincial Employment and Vocational Training Board to support gender-responsive labour markets was increased. Finally, the evaluation report for RAS/13/55/UKM reported on the increased capacities of NGOs to empower women migrant workers and influence relevant policies.

All these evaluation reports have nonetheless in common their laconism. **Not much information on the processes leading to these contributions neither on the concrete results in terms of capacities built is provided.** Evaluation reports are most of the time just affirmatives when it comes to the contributions of gender-sensitive outputs to the national capacities.

## 2.9 LESSONS LEARNT AND GOOD PRACTICES IN MAINSTREAMING GENDER IN ILO DC PROJETS

### 2.9.1 Lessons learnt from GEM-related ILO DC projects

The insufficient consideration of the dimension of gender revealed across each DAC criterion are reflected in the main lessons learnt from the evaluation reports. The lessons learnt by the evaluators tendentially point to the need to clarify concepts related to gender at the institutional level (GLO/12/52/NOR) in view of a strengthened gender mainstreaming in project designs (INT/15/01/BRA) and robust gender-responsive M&E systems (PAK/09/03/CAN).

**Concepts relating to gender need further clarity at the ILO level.** The perception of gender is still too narrow, confined to the binary, dichotomic perspective of women/girls–men/boys, and the terminologies applied to the context of gender-based discrimination in the world of work are not yet sufficiently systematised. The ILO conceptual framework on gender would benefit from a review and clear systematisation in order to be more inclusive, representative, and effective. GEDI could play a pivotal role in this conceptualisation and disseminate it through HRD materials and the International Training Centre courses. Consolidated concepts, definitions, and terminologies must be conveyed within ILO departments and among staff.

**The dimension of gender must be mainstreamed into projects at the design level.** Projects must include gendered objectives, interventions, and outputs. This will prevent the involuntary incorporation of gender stereotypes into activities and will support gender-sensitive policy advice to produce more effective impacts relating to gender equality in the world of work.

Finally, **project designs must also include gender-responsive indicators and M&E mechanisms** to better measure the impacts of ILO DC projects on issues relating to gender and leverage advocacy on gender equality in the world of work.

### 2.9.2 Good practices from GEM-related ILO DC projects

**Establishing partnerships with governmental institutions, civil society organisations, and communities** is the main good practice highlighted in the evaluation reports.

The evaluator of PAK/09/03/CAN, for instance, emphasised that partnership with the higher education commission made it possible to establish relevant and sustainable capacity-building initiatives to inform, sensitise, and educate public and private sector stakeholders on the key concepts of the DW agenda and international labour standards. The evaluator concluded that capacity-building activities are more sustainable when implemented with locally established trainings institutions.

The effectiveness of partnering is not limited to capacity-building interventions but applies to all types of development-cooperation interventions, including those focused on economic empowerment. In that sense, the work with women's producer associations in Sri Lanka was critical for empowering conflict-affected women and promoting their economic independence and social standing (LKA/16/02/NOR). Partnerships were commonly cited as good practices in the evaluation reports, as they tended to enhance ownership locally (RAF/12/01/FIN).

In addition to partnering with national and/or local entities, evaluators often mentioned the application of **holistic approaches** as a good practice to improve effectiveness of projects to impact gender equality in the world of work.

The evaluator of COL/17/02/COL did not hesitate to remember that successful women's employability programmes are based on holistic strategies encompassing trainings, seed grants, insurances, and training subsidies. These strategies permit to better prepare and support the trajectory into decent employments, with higher rates of success and improved livelihood of beneficiary women.

Other interesting recurrent good practices identified were the **use of research** as an entry point to influence social norms and practices related to gender (GLO/12/52/NOR) and the **empowerment of migrant workers at origin** to ensure informed migrations and prevent distress migrations, especially for women (RAS/13/55/UKM).<sup>11</sup>

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<sup>11</sup> A reflection on the age restrictions for migration applied to women in Bangladesh, India, and Nepal led the evaluator of RAS/13/KK/UKM to conclude on their discriminatory nature, as migrant workers are not permitted to take family along. These age restrictions "rationalise a system by which women first live their reproductive roles at origin, then productive roles at destination, and when their productive capacity is considered exhausted, return to their countries". The evaluator criticised the project for not questioning these discriminatory gendered practices, instead considering the age restrictions as given facts and mainstreaming them into the different interventions. The project therefore missed an opportunity to explore the social costs related to these age restrictions (mainly the separation of families and childcare) and to build an effective advocacy agenda in favour of women migrant workers in these countries.

### 3. CONCLUDING NARRATIVE

Gender issues are, in fact, not sufficiently incorporated within the ILO. The sense of ownership of gender issues within its operational departments is weak points out the evaluator of the Policy Outcome 17 components of the ILO-Norway and ILO-Sweden Partnership Agreements (registered as GLO/12/52/NOR). The dimension of gender is usually not endogenous to their respective programmes and is incorporated to them exogenously through GEDI lobbying. This weak sense of ownership is reflected in the variable gender-sensitivity of ILO DC projects and tends to result in both the persistence of trickle-down approaches to gender and weak gender-responsive M&E systems.

Trickle-down approaches to gender are embedded in the logical frameworks of projects that consider gender as a cross-cutting issue. These frameworks tend to assume that gender equality is intrinsically achieved as a direct result of interventions in the world of work through an incidental process of benefits trickling down to all workers indifferently. However, gender is not a cross-cutting issue nor a biological difference but a full category of oppression and discrimination subject to a variety of asymmetries in the world of work. Trickle-down approaches expunge this specificity, i.e. the intersectional nature of gender, which prevents tailored impacting interventions. Meanwhile, member states still experience high needs in terms of gender equality.

Consequently, projects based on trickle-down approaches to gender are ultimately not effective. Their efficiency in delivering planned outputs supported by ILO know-how regarding intervention methodologies contrasts with their low effectiveness and impacts in terms of gender equality. Fortunately, this limitation might be perceived during the course of a project through confrontations with field realities and external inputs from partners. In this case, projects are steered towards more gender-sensitive interventions. The new, gendered trajectories tend to be more fruitful in addressing the gender asymmetries in the world of work. The effectiveness and impacts of these (new) gendered trajectories are nonetheless not fully tracked, as the M&E systems are also insufficiently responsive to the dimension of gender.

The ILO thus faces an impasse. It invests considerably in interventions to achieve gender equality and non-discrimination in the world of work, but these financial efforts do not translate into the expected results. Financial efforts should therefore be partially redirected to internal sensitisation activities and trainings to raise the institutional sense of ownership of gender issues and build institutional capacities on gendered frameworks. It is the ILO's categorical imperative to impose itself as a champion of gender equality in the world of work at an international level.

# ANNEXES

## ANNEX A: SAMPLE LIST OF EVALUATION REPORTS

Projects implemented by or including GEDI as collaborating unit
Projects tagged under gender equality or having a gender-related title
Projects displaying high GEM QA or GM scores
Projects addressing themes usually encompassing gender issues

Doc. Num.	TC Symbol	Evaluation title	Region	Country	Theme	Primary Policy Outcome	Completion date	Administrative unit	Technical unit	Funding source
3	BGD/15/05/DEU	Implementation of the national employment injury insurance scheme of Bangladesh - Final Independent Evaluation	Asia	Bangladesh	Occupational safety and health   Employment policy   Social protection	3	01/12/2019	CO-Dhaka	CO-Dhaka	Germany, Federal Ministry of Labour and Social Affairs
4	CMR/16/01/IFA	Amélioration de l'environnement pour le développement de l'entreprenariat agropastoral et renforcement des capacités entrepreneuriales des jeunes (PEA-JEUNES) - Evaluation indépendante à mi-parcours	Africa	Cameroon	Enterprise development   Youth employment   Agriculture	4	01/02/2019	DWT/CO-Yaounde	DWT/CO-Yaounde	Cameroon, Ministry of Public Works
8	GLO/12/28/EEC	Global action programme on migrant domestic workers and their families - Final Evaluation	Inter-Regional	Inter-regional	Employers: Capacity Building   Domestic Work   Migration	9	01/01/2017	MIGRANT	MIGRANT	European Union, Europe Aid
9	GLO/12/52/NOR	P&B Outcome 17 (Discrimination in employment and occupation is eliminated) - Final evaluation	Inter-Regional	Inter-regional	Discrimination   Equal Rights   Vulnerable groups   Gender equality	8	01/01/2018	WORKQUALITY	WORKQUALITY	Norway
11	GLO/13/57/IRL	Irish Aid Phase II: Testing methodologies to support informal economy workers and small producers to combat hazardous child labour in their own sectors - Final Evaluation	Inter-Regional	Inter-regional	Child labour   Informal economy   Employment creation   Income-generating activities	6	01/09/2015	IPEC	IPEC	Ireland, Development Cooperation Division, Department of Foreign Affairs, Ireland Aid
16	GLO/18/63/SWE	Clustered Evaluation of Policy Outcome 8: Protecting workers from unacceptable forms of work and Cross-cutting policy driver: Gender equality and non-discrimination - Final clustered evaluation	Inter-Regional	Inter-regional	Government: Capacity Building   Workers' organization: Capacity Building   Employers: Capacity Building   Discrimination   Gender equality	8	01/05/2020	WORKQUALITY	WORKQUALITY	Sweden, Swedish International Development Cooperation Agency
7	GAM/18/01/JPN	Employment Creation for Youth to Build Sustainable Peace in The Gambia - Internal evaluation	Africa	Gambia	Employment creation   Labour intensive employment   Occupational safety and health   Youth employment   Gender equality	1	01/11/2019	DWT/CO-Dakar	DWT/CO-Dakar	Japan, Ministry of Health, Labour and Welfare
26	PAK/09/03/CAN	Promoting gender equality for decent employment in Pakistan - Final Evaluation	Asia	Pakistan	Gender equality	1	01/11/2017	CO-Islamabad	CO-Islamabad	Canada, Canadian International Development Agency
30	RAF/12/09/EEC	Development of a tripartite framework for Ethiopian and Somali women domestic migrant workers to the GCC states, Lebanon and Sudan - Final Evaluation	Africa	Africa regional	Workers' rights   Vulnerable groups   Domestic Work   Migration	9	01/12/2017	CO-Addis Ababa	CO-Addis Ababa	European Union, Europe Aid
35	TUR/13/02/SID	More and better jobs for women: women's empowerment through decent work in Turkey - Final Evaluation	Europe	Turkey	Gender equality	1	01/05/2018	ILO-Ankara	ILO-Ankara	Sweden, Swedish International Development Cooperation Agency
10	GLO/13/53/UKM	Fair recruitment and decent work for women migrant workers in South Asia and the Middle East - Global Component - Midterm Evaluation	Inter-Regional	Inter-regional	Migration   Workers' rights   Domestic Work   Vulnerable groups   Clothing industry   Labour legislation   Textile industry   Gender equality   Occupational safety and health	9	01/02/2017	DWT/CO-New Delhi	DWT/CO-New Delhi	United Kingdom, Department for International Development

12	GLO/14/24/IFA	Strengthening gender monitoring and evaluation in rural employment in the Near East and North Africa - Final evaluation	Inter-Regional	Inter-regional	Gender equality   Rural economy   Monitoring and Evaluation	5	01/05/2019	YEP	YEP	International Fund for Agricultural Development (IFAD)
21	LKA/17/03/UND	Empower: Building peace through the economic empowerment of women in northern Sri Lanka - Final evaluation	Asia	Sri Lanka	Small or micro-enterprises   Economic and social development   Gender equality   Armed conflict/crisis   Cooperative	5	01/03/2020	CO-Colombo	CO-Colombo	United Nations Development Programme
23	MDA/16/02/RBS	Improved human resources development and employment policies, with particular attention to youth, women and migrants - RBSA independent evaluation	Europe	Moldova Republic of	Youth employment   Employment policy   Gender equality   Migration	1	01/05/2020	DWT/CO-Budapest	DWT/CO-Budapest	ILO Internal Customer
24	MOR/12/03/CAN	Youth at work: partnership for employment of young women and men in Morocco - Final Evaluation	Africa	Morocco	Youth employment	1	01/10/2018	DWT/CO-Cairo	DWT/CO-Cairo	Canada, Canadian International Development Agency
28	RAF/12/01/FIN	The way forward after the revolution - decent work for women in Egypt and Tunisia - Final Evaluation	Africa	Egypt	Equal Rights   Gender equality	1	01/12/2018	DWT/CO-Cairo	DWT/CO-Cairo	Finland, Department for International Development Cooperation
32	RAS/13/55/UKM	Fair recruitment and decent work for women migrant workers in South Asia and the Middle East - Regional Component - Final Evaluation	Arab States, Asia	Jordan Lebanon Bangladesh India Nepal	Vulnerable groups   Migration	9	01/02/2019	DWT/CO-New Delhi	DWT/CO-New Delhi	United Kingdom, Department for International Development
33	RER/15/03/EUR	Employment and Social Affairs Platform (ESAP) - Final evaluation	Europe	Europe regional	Gender equality   Employment policy   Labour standards	2	01/01/2020	DWT/CO-Budapest	DWT/CO-Budapest	European Union, Europe Aid
38	ZWE/16/01/BAD	Zimbabwe Youth and women empowerment project (YWEP) - Midterm evaluation	Africa	Zimbabwe	Gender equality   Vulnerable groups   Youth employment	4	01/07/2019	CO-Harare	CO-Harare	African Development Bank
1	BGD/12/01/CAN	Skills for employment and productivity in Bangladesh - Final Evaluation	Asia	Bangladesh	Employment creation   Training   Disability: Disabled worker   Skills Development   Vocational Training	1	01/01/2019	CO-Dhaka	CO-Dhaka	Canada, Canadian International Development Agency
2	BGD/13/09/MUL	Improving Working Conditions in the Ready-made Garment Sector in Bangladesh - Multiple donors - Final Evaluation	Asia	Bangladesh	Working conditions   Labour inspection	7	01/04/2017	CO-Dhaka	CO-Dhaka	UN Multiple organizations, UNFPA, UNICEF, OHCHR
5	COL/17/02/COL	Fortalecimiento del Talento Humano para la Industria TI en Colombia - Final evaluation	Latin America	Colombia	Skills Development	1	01/05/2019	DWT/CO-Lima	DWT/CO-Lima	Ministerio del Trabajo, Gobierno de Colombia
6	EGY/11/02/CAN	Decent employment for youth project in Egypt - Final Evaluation	Africa	Egypt	Youth employment   Small or micro-enterprises	1	01/07/2020	DWT/CO-Cairo	DWT/CO-Cairo	Canada, Canadian International Development Agency
13	GLO/14/59/NOR	Employers have strong, independent and representative organization (Outcome 9) - Final evaluation	Inter-Regional	Inter-regional	Social dialogue   Gender equality   Employers: Capacity Building   Public Private Partnerships   Sustainable enterprises   Enterprise development   Employment creation   Sustainable development	10	01/02/2016	ACT/EMP	ACT/EMP	Norway, The Norwegian Agency for Development
19	LBN/17/02/NOR	PHASE II Ending Worst Forms of Child Labour (WFCL) amongst Syrian Refugees and Lebanese Host Communities - Final evaluation	Arab States	Lebanon	Child labour   Vulnerable groups	8	01/07/2019	RO-Arab States/DWT-Beirut	RO-Arab States/DWT-Beirut	Norway
20	LKA/16/02/NOR	Employment generation and livelihoods through reconciliation in Sri Lanka - Final independent evaluation	Asia	Sri Lanka	Employment creation	1	01/12/2018	CO-Colombo	CO-Colombo	Norway
22	MAU/13/01/EEC	Chantier-école d'entretien routier en Mauritanie - Evaluation final	Africa	Mauritania	Employment policy   Training   Skills Development   Youth employment	1	01/05/2018	DWT/CO-Dakar	DWT/CO-Dakar	European Commission, DGDEV

25	NEP/15/50/ROK	Skills for employment and productivity in low-income countries (Nepal component) - Final Evaluation	Asia	Nepal	Productivity   Skills Development	1	01/01/2019	CO-Kathmandu	CO-Kathmandu	Republic of Korea, Ministry of Labour
29	RAF/12/07/SDC	Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt - Final Evaluation	Africa	Africa regional	Workers' rights   Migration	9	01/06/2017	DWT/CO-Cairo	DWT/CO-Cairo	Switzerland, Swiss Agency for Development and Cooperation
31	RAS/12/17/CPR	ILO-China project to expand employment services and enhance labour market information in Cambodia and LAO PDR - Final Evaluation	Asia	Asian Regional	Employment creation   Employment service   Skills Development   Labour standards	1	01/03/2017	CO-Bangkok	CO-Bangkok	ILO Internal Customer - Multi-Bi
14	GLO/15/39/EUR	Joint ILO-EU project to improve knowledge base and safety and health in global supply chains to support G20 work on safer workplaces - Final evaluation	Inter-Regional	Inter-regional	Organizational learning   Occupational safety and health	7	01/05/2018	LABADMIN/OSH	LABADMIN/OSH	European Commission, Central Finance and Contracts Unit
15	GLO/15/67/MUL	Better Work Global - Phase III - Final Evaluation	Inter-Regional	Inter-regional	Productivity   Decent work   Corporate responsibility   Global supply/value chains	7	01/05/2018	BETTERWORK	BETTERWORK	ILO Internal Customer - Multi-Bi
17	HAI/89/604/99	Promote the socio-economic integration of vulnerable children and youth through a multi-faceted approach in Haiti - Final Evaluation	Latin America	Haiti	Child labour   Vocational Training   Skills Development	8	01/03/2018	DWT/CO-San Jose	DWT/CO-San Jose	Multi Donor Trust Fund Office Partnership Bureau-UNDP
18	INT/15/01/BRA	Apoyo a la Iniciativa Regional América Latina y el Caribe libre de Trabajo Infantil (Proyecto Iniciativa) y Estrategias para Acelerar el Ritmo de Eliminación de las Peores Formas de Trabajo Infantil (Proyecto MDS) - Final cluster evaluation	Latin America	Américas regional	Child labour	8	01/06/2019	CO-Brasilia	CO-Brasilia	Governo de Brasil, Ministério das Relações Exteriores, Agência Brasileira de Cooperação
27	RAB/15/03/CHE	Regional fair migration project in the Middle East (FAIRWAY project) - Mid-term Evaluation	Arab States	Arab States	Migration	9	01/07/2018	RO-Arab States/DWT-Beirut	RO-Arab States/DWT-Beirut	Switzerland, Swiss Agency for Development and Cooperation
34	RLA/12/09/USA	Consolidating and disseminating efforts to combat forced labour in Brazil and Peru - Final Evaluation	Latin America	Américas regional	Forced labour   Child labour	8	01/02/2019	CO-Brasilia	CO-Brasilia	USA, United States Department of Labor
36	VIE/12/01/USA	Support to development in industrial relations, wage fixing and labour law implementation institutions and capacity in Viet Nam - Final Evaluation	Asia	Viet-Nam	Labour standards   Labour relations   Labour legislation	2	01/01/2017	CO-Hanoi	CO-Hanoi	USA, United States Department of Labor
37	ZAM/13/01/FIN	UN Green Jobs Programme: Enhancing competitiveness and sustainable business among MMEs in the building construction industry (phase II) ILO Component - Final evaluation	Africa	Zambia	Green Jobs	4	01/07/2018	CO-Lusaka	CO-Lusaka	Finland, Department for International Development Cooperation

## ANNEX B: GENDER EQUALITY AND SOCIAL INCLUSION (GESI)<sup>12</sup> SCORES FOR EVALUATION REPORT PER DAC-CRITERIA

TC Symbol	DAC-Relevance	DAC-Coherence	DAC-Efficiency	DAC-Effectiveness	DAC-Impact	DAC-Sustainability
BGD/12/01/CAN	3	4	2	2	4	4
BGD/13/09/MUL	2	2	2	2	3	2
BGD/15/05/DEU	2	2	2	2	3	2
CMR/16/01/IFA	3	2	2	3	2	2
COL/17/02/COL	2	2	2	3	3	2
EGY/11/02/CAN	4	4	4	3	4	4
GAM/18/01/JPN	4	3	3	4	3	3
GLO/12/28/EEC	2	3	4	4	4	4
GLO/12/52/NOR	4	4	4	4	4	3
GLO/13/53/UKM	4	2	4	3	5	3
GLO/13/57/IRL	4	3	2	2	4	2
GLO/14/24/IFA	4	3	4	2	4	2
GLO/14/59/NOR	3	3	4	4	4	4
GLO/15/39/EUR	2	2	3	2	2	2
GLO/15/67/MUL	3	2	3	4	5	3
GLO/18/63/SWE	4	4	4	4	5	4
HAI/89/604/99	2	2	2	2	2	2
INT/15/01/BRA	2	2	2	2	2	2
LBN/17/02/NOR	2	2	2	3	2	2
LKA/16/02/NOR	4	3	3	4	4	3
LKA/17/03/UND	4	3	4	4	4	4
MAU/13/01/EEC	2	3	2	3	3	2
MDA/16/02/RBS	2	2	2	2	2	2
MOR/12/03/CAN	3	3	3	3	4	3
NEP/15/50/ROK	2	3	2	2	2	2
PAK/09/03/CAN	4	4	2	3	3	2
RAB/15/03/CHE	3	3	3	2	2	2
RAF/12/01/FIN	4	3	3	4	4	3
RAF/12/07/SDC	4	3	3	3	3	3
RAF/12/09/EEC	3	3	4	4	5	4
RAS/12/17/CPR	3	3	3	3	3	2
RAS/13/55/UKM	4	2	4	3	5	4
RER/15/03/EUR	2	2	2	2	2	2
RLA/12/09/USA	2	2	3	3	3	3
TUR/13/02/SID	4	4	4	4	4	4
VIE/12/01/USA	2	2	2	3	3	2
ZAM/13/01/FIN	3	2	3	3	2	2
ZWE/16/01/BAD	3	3	2	2	2	2
<i>average</i>	3	2.75	2.86	2.94	3.28	2.71

The score scale ranges from 1 to 5 according to ILO adaptation of GESI framework: 1. Gender exploitative, 2. Gender blind, 3. Gender sensitive, 4. Gender responsive, 5. Gender transformative.

<sup>12</sup>The gender equality and social inclusion (GESI) framework assesses gender interventions, and discerns the extent to which a programme addresses gender inequalities and social exclusion in a spectrum that ranges from “gender-blind and exploitative” to “gender-sensitive, empowering and transformative”. The framework was developed by the Tithetse Nkhanza programme, in Malawi to assess gender on a continuum from Gender Blind to Gender Transformative. It is used through the field of development in institutional frameworks such as joint UN programmes within UNAIDs, DFID and various international and national NGOs. Please see [tn-gesi-strategy.pdf \(sddirect.org.uk\)](https://sddirect.org.uk). It is applied here in as adjusted to ILO framework.