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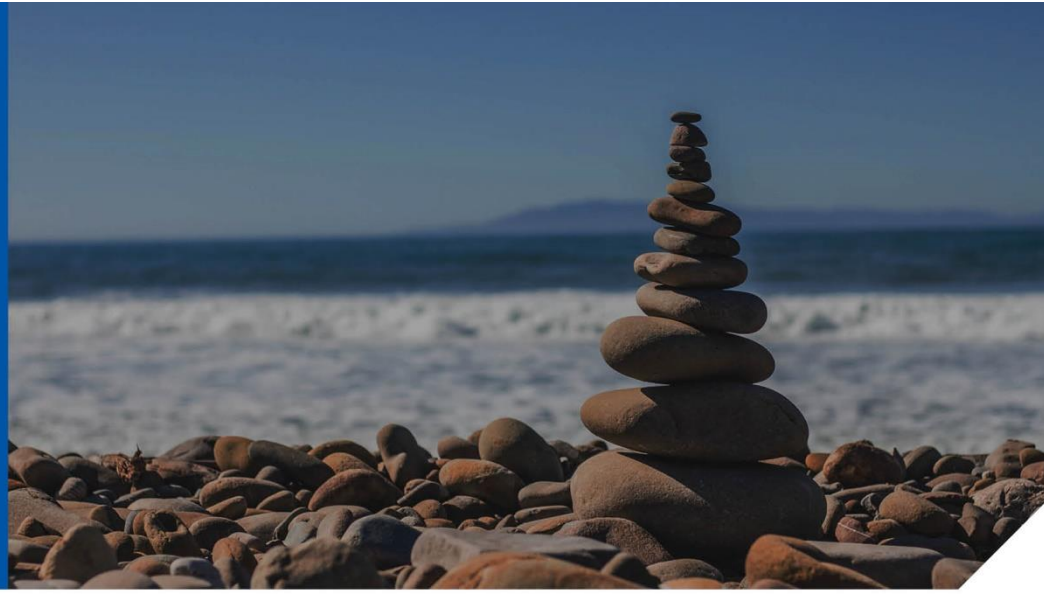

Closing the gender data gap on unpaid care and domestic work to support monitoring the 2030 Agenda

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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List of abbreviations

EG-TUS	UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics
GDP	Gross Domestic Product
ICLS	International conference of Labour statisticians
ICATUS	International Classification of Activities for Time-Use Statistics
IFPRI	International Food Policy Research Institute
ILO	International Labour Organization
LMIC	Low and Middle-Income Countries
LSMS	Living Standard Measurement Survey
NSO	National Statistical Office
OECD DAC	Development Assistance committee of the Organisation for Economic Co-operation and Development
SNA	System of National Account
STATISTICS	ILO Department of Statistics
TUM	Time Use Module
UCDW	Unpaid Care and Domestic Work
UNFPA	United Nations Population Fund
UNSD	United Nations Statistics Division

Executive Summary

Background and context

The purpose of the project "Closing the Gender Data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda" was to develop, test and refine a method with which low and middle-income countries could effectively, efficiently and regularly collect data on unpaid domestic and care work. The project developed a survey module to be attached to countries' Labour Force Survey. As of July 2023, the results are being integrated into ILO and global guidance on the measurement of time use. Several countries have started the process of integrating the module into their upcoming Labour Force Survey.

The project's intervention is located very much upstream in the logic of change. Under the assumption that countries remain committed to achieving gender equality, the availability of a useful method is expected to lead to a broad uptake of the module, which leads to increased data availability. This will enhance the visibility of the inequal burden of unpaid care and domestic work on women and ultimately lead to evidence-based policy change towards more gender equality.

This participatory evaluation assesses the project along the OECD DAC criteria of relevance, coherence, effectiveness, impact, efficiency and sustainability. It is based on 17 interviews with 16 persons, a desk review and an online stakeholders workshop organised to discuss initial results and co-create recommendations. It covers the entire project until mid of July 2023 and considers activities planned until the end of 2023, whenever feasible.

The purpose of the evaluation is to provide a summative assessment of "Closing the Gender Data Gap", as formally required for externally funded project above 1 million USD and a duration over 30 months. It is also a formative exercise aimed to inform the overall strategy of the ILO Department of Statistics for developing and mainstreaming modules to the Labour Force Survey. The main users of the evaluation will be the ILO STATISTICS department, Data2X of the UN Foundation as well as the UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics. National Statistical Offices are the beneficiaries.

Main findings and conclusions

The project offered a highly relevant response to demand for data and methods for a substantial segment of countries. It responds both to a growing demand for statistics on unpaid care and domestic work and for a methodology to capture this phenomenon. The developed module constitutes a very meaningful trade-off between sophistication and feasibility. The time use module is relevant to a specific but nonetheless substantial segment of countries: those countries that have a Labour Force Survey and do not have the capacities or tradition to collect time use data with full diary formats as part of a dedicated or stand-alone time use survey.

The project is reaching outcome-level results because it is institutionally embedded in the ILO Statistical Department. The sole availability of the time use module is not sufficient to guarantee its uptake. In implementing the module, national statistical offices will require ILO's support to different degrees. With the project funding coming to an end, ILO regular headquarters and regional staff will become responsible for mainstreaming the statistical module on time use, among other modules to the Labour Force Survey. The lack of one person at the headquarters level completely dedicated to mainstreaming the time use module will likely affect the outcome-level results.

The project is institutionally embedded in UN efforts to develop guidance on time use measurement in a coordinated way. The development and testing of the time use module involved **active communication but less coordination or collaboration with stakeholders** inside and outside ILO. There is no rule saying that "the more coordination, the better" and no reliable evidence that a higher degree of collaboration at this stage would have benefited the project's results. This report however notes that the degree of engagement with stakeholders inside and outside ILO regarding the development and testing of the module was not based on deliberate strategic decisions. There is agreement among the stakeholders that coordination and collaboration will become crucial in the scaling up phase as well as promising efforts in this direction.

While the project results contribute to factors of institutionalization, their sustainability also depends on factors outside of the project's sphere of control. The sustainability of the time use module will likely strongly differ between countries, depending on their capacity and willingness to institutionalize it. ILO's support will remain indispensable for continuing mainstreaming and sustaining time use measurement in the longer run.

Lessons learned and good practices

Some lessons and good practices emerged from this evaluation:

- Mainstreaming and ensuring countries' uptake of modules to the Labour Force Survey requires dedicated activities and adequate resources;
- NSOs are not necessarily aware of ILO's mandate and guidance to support them in capturing own-use production of services. Awareness-raising activities are important in mainstreaming;
- The early-on collaboration with UN Women in Eastern and Southern Africa accelerates progress towards outcomes and can yield better results in terms of country uptake of the time use module;
- The project's adaptivity is a good practice in results-oriented management.

Recommendations

Based on these findings and on stakeholders' input during the online stakeholder workshop, the evaluator issues the following four recommendations:

- To maximize the results under constrained resources and **STATISTICS should follow a targeted communication and outreach strategy to foster the module's uptake by relevant countries.** This means, on the one hand, identifying and directly reaching out to countries in the relevant target segment and, on the other hand, continuing to transparently communicate on the trade-offs the module entails and the segment of countries for which it is relevant. Communication and outreach to relevant countries should be embedded in existing efforts at STATISTICS to develop a larger communication strategy.
- **STATISTICS should dedicate resources to fostering countries' uptake of and adapting the time use module**. Ensuring countries' uptake of the module requires continued awareness-raising, on-the-job support, monitoring and fostering the institutionalization of time use measurement at national and regional levels. This would likely involve mobilizing extra-budgetary resources for a follow up, upscaling project.
- **STATISTICS should strategically use mechanisms to foster coherence.** Efforts to communicate, cooperate, coordinate and collaborate with other agencies at different stages should be the result of deliberate strategic decisions of STATISTICS that carefully balance the resource implications and the benefits of engaging with stakeholders to different degrees. Where (and

only if) strategically meaningful, STATISTICS should seek to establish collaborative settings with relevant actors to foster the uptake of the time use module.

- **STATISTICS should engage in a strategic reflection on the internal sustainability of the modular approach within STATISTICS.** This involves a results-based estimation of the resources needed for reaching outcomes-level results, as well as a strategy to obtain adequate funding.

1. Background and methodology

The value of unpaid care and domestic work (UCDW) to society and the economy is increasingly recognized. And so is the inequal burden on women in performing it. Targeted policies to foster gender equality and access to the labour market and the distribution of UCDW need to rely on quality data. Measuring the time spent by men and women on UCDW is methodologically challenging and out of reach for many National Statistical Offices (NSOs) and low and middle income countries (LMICs).

ILO's project "Closing the Gender Data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda" (hereafter referred to as "Closing the Gender Data Gap") was designed to remedy the situation and enable LMICs to collect quality data on time use.

The present evaluation report assesses the project's worth along the OECD DAC evaluation criteria[1] of relevance, coherence, effectiveness, impact, efficiency and sustainability. It also identifies lessons and good practices from the project and proposes recommendations to foster the uptake of the methodology developed by the project and for future similar projects.

1.1. The project

ILO's project "Closing the Gender Data Gap" intervenes far upstream in the results chain, i.e. at the level of methodological development for data collection. It was designed to propose a cost-effective solution for NSOs in LMICs to capture UCDW. To this end, the project developed, tested, refined and is disseminating a series of light time use modules to the Labour Force Survey as well as related guidance and trainings. By fostering the mainstreaming of data collection on UCDW, the project shall contribute to increasing the visibility of the burden of UCDW on women. This will ultimately contribute to improved policies that foster a more equal distribution of UCDW in households and enhance women's opportunities in the labour market.

National commitment is the major factor underlying the project's results chain:[2] for the results to unfold, national governments should remain committed to achieving SDG 5.4.[3] and allocate resources adequately. In particular, Ministries of Labour, Women's affairs and Worker's and Employers' groups should remain committed to promoting gender equality and demand data on UCDW to inform policy work.

Table 1: Theory of Change of "Closing the Gender Data Gap"

Impact	**Enhanced gender equality:** Reduced gender gaps in the provision of unpaid care and domestic work and then labor market participation
2nd order outcomes	**Policy change:** • Child and adult care services targeted to women with household and caring responsibilities are established and/or expanded • Policies to improve their employability and work life balance of women with household and caring responsibilities are formulated at a national level • Policies to address gender differences in UCDW are formulated at the national level • Gender differences in UCDW are made visible in official statistics
1st order outcome	**Uptake:** Member states with limited resources implement time-use modules in the national LFS following ILO guidance to produce essential statistics on UCDW.

[1] OECD/DAC Network on Development Evaluation. (2019). *Better Criteria for Better Evaluation Revised Evaluation. Criteria Definitions and Principles for Use.* OECD, Paris. Available at: https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf

[2] Signed agreement GLO-19-25-UNF (18 February 2020).

[3] Sustainable Development Goal 5.4.: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate. See: https://sdgs.un.org/goals/goal5

Outputs	**New knowledge and methods** to integrate a time-use module in LFS developed and validated through testing.	**Practical guidance and tools** issued, validated and integrated in global ILO and UN guidance, technical assistance and capacity-building activities.
Activities	• Methodology, testing strategy and materials developed to collect key statistics on unpaid care and domestic work through light TU modules suitable for attachment to LFS • Evidence developed through a set of qualitative, operational an statistical tests implemented in partnership with selected NSOs from one or two middle or low income countries from different regions of the world. • Good practices and lessons learned identified and widely disseminated with key stakeholders	• Practical survey tools to measure unpaid care and domestic work through TU modules published as part of the ILO LFS resources • Practical guide and training course on Measuring Unpaid Care and Domestic Work published and made available for wide dissemination and use • Practical toolkit, accompanying guidance and training curricula validated with key stakeholders • Modular guidance integrated in the updated UN global recommendations on time use statistics through ongoing participation in the UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics

Source: Signed agreement GLO-19-25-UNF (18 February 2020)

The project was funded by Data2X[4] via the UN foundation for 1.188.119 USD over a period of 30 months. To accommodate the restrictions due to the Covid-19 pandemic, it was granted two no-cost extensions. The budget included funding for one dedicated full-time position, institutional support and operational costs such as travel, external consultancy or sub-contracting of activities. Besides the project leader, regular core staff of the ILO Statistical Department (STATISTICS) were involved in the project.[5]

ILO partnered with the Centre for Womens' Development Studies – an autonomous research and advocacy institution – and with the Lesotho Bureau of Statistics to test and refine the time use module. It further cooperated with Universitas Indonesia and Prospera[6] on a small-scale trialling of the pilot tools in Indonesia. UN Women was involved as a partner in the pilot tests and is a collaboration partner for accompanying the uptake of the time use module.

The project will officially end on July 31, 2023.[7] Some activities related to the integration of the results into global guidance and further dissemination will expectedly be performed until the end of 2023. These notably include the preparation of input into the 21st International Conference of Labour Statisticians (ICLS)[8], the guidance produced by the UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics (EG-TUS)[9] and the preparation on input to the review of the System of National Account (SNA).[10]

[4] https://data2x.org/about-us/
[5] Reports to the donor and interviews
[6] Prospera is a partnership programme between Australia-Indonesia for evidence-based policy.
[7] No-cost extension documents of the project provided by ILO
[8] https://ilostat.ilo.org/about/standards/icls/?playlist=4194a13&video=38313ec
[9] The UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics was created in 2018 to take stock of country practices in collecting data on time use and to provide methodological guidance, in particular on how to operationalize the International Classification of Activities for Time-Use Statistics (ICATUS). It is composed of national, regional and international experts on Time Use statistics. The project leader of "Closing the Gender Data Gap" contributes to the work of the EG-TUS by providing guidance on modular approaches to time use data collection. See: https://unstats.un.org/unsd/demographic-social/time-use/#eg
[10] Draft input to the SNA review provided by ILO.

1.2. The evaluation

Purpose

The purpose of this evaluation is to provide a summative assessment of "Closing the Gender Data Gap". The evaluation also entails formative aspects as it is meant to draw learning and good practices as well as formulate recommendations to inform STATISTICS's modular approach to LFS. This approach consists of developing and mainstreaming survey modules that can be flexibly attached to national Labour Force Surveys, depending on national needs and capacities.

This evaluation was also required as per the project document[11] and is in line with the ILO policy guidelines for results-based evaluation (4th edition, 2020),[12] which requires a final independent evaluation for projects having a budget above1 million USD and a duration over 30 months.

Scope

Timewise, the evaluation considers on the entire project life since design in 2019 to the effective end of the project. Activities planned to be conducted after this evaluation are considered for the purpose of learning and for assessing the project's logic. The evaluation analysed the project's original Theory of Change (see table 1 above). It also assessed the likeliness that the results unfold into the expected outcomes and impact.

Since the project took place during the Covid-19 pandemic, the evaluation considered the effects of Covid-19 containment measures on the activities and the project's response to them.

The evaluation covers the project's activities at the global level as well as at the country level, where the Time Use Module was tested (India, Lesotho and Indonesia) or technical assistance for its national adaptation was provided (Moldova and Zimbabwe).

Use

The primary users of the evaluation are STATISTICS and Data2X. Secondary users are ILO partners such as UN Women and the World Bank, the UN EG-TUS as well as National Statistical Offices of LMICs.

1.3. Evaluation criteria and questions

The evaluation provides answers to the following 12 evaluation questions:

Table 2. Overview of the 12 evaluation questions

RELEVANCE	**Relevance of objective: How relevant is data on UCDW?** **1.** To what extent does the planned result of "Closing the Gender Data Gap" respond to the needs and priorities of beneficiaries, partners, stakeholders and ILO itself in terms of UCDW data? **2.** Because the intervention took place during the Covid-19 pandemic, this evaluation will also ask: how did the Covid-19 pandemic influence the relevance of "Closing the Gender Data Gap"? **Relevance of design: How relevant are light UCDW data collection modules for LFS?** **3.** To what extent does the development and testing of scalable UCDW modules with accompanying guidance respond to the needs and priorities of beneficiaries, national and international partners, stakeholders and ILO? **4.** How relevant were changes in planned activities due to the Covid-19 pandemic to the possibly changed needs and priorities of beneficiaries, national and international partners, stakeholders and ILO?

[11] Signed agreement GLO-19-25-UNF (18 February 2020)

[12] ILO. (2020). *ILO policy guidelines for results-based evaluation. Principles, rationale, planning and managing for evaluations.* ILO, Geneva.

COHERENCE	**Levels of coherence of "Closing the Gender Data Gap" with international standards and other interventions** 5. How coherent is the intervention with international statistical standards, concepts and definitions, particularly with the definitions 19th ICLS Resolution I of 2013?[13] 6. From the perspective of users, how coherent is "Closing the Gender Data Gap" with other ILO, national or international efforts to mainstream the measurement of UCDW?
EFFECTIVENESS AND SUSTAINABILITY	**Effectiveness and sustainability of "Closing the Gender Data Gap"** 7. How scalable are the UCDW modules in terms of availability, accessibility, boundary partners' awareness and user-friendliness? 8. What were the positive and negative effects of the Covid-19 pandemic on the project's effectiveness?
EFFICIENCY	**Efficiency of "Closing the Gender Data Gap"** 9. How well were the project resources (time, staff and funds) managed, especially under the particular constraints caused by the Covid-19 pandemic? 10. How efficient is the project's approach to the measurement of UCDW for reaching the expected outcomes?
IMPACT	**What difference can "Closing the Gender Data Gap" make?** 11. What are the underlying assumptions behind the project's claim to contribute to of evidence-based policy making? 12. Do they legitimate the project's claim to contribute to reduced gender gaps in the provision of UCDW and participation in the labour market?

1.4. Methodology

To answer the evaluation questions, this evaluation employed a participatory, multi-methods approach.

Data collection and analysis methods

The evaluation consultant used the following tools for data collection and analysis:

- 17 semi-structured **interviews with key stakeholders**, including ILO staff at headquarters and regional levels, a member of the UNSD EG-TUS, staff from UN Women, form the Moldovan NSO, and from implementing partners. 14 of the 17 interviewees were women (see annex E).
- **Extensive desk review** of project-related documents, as well as external documentation relative to the measurement of UCDW or to the work of external stakeholders.
- **Synthesis and sense making with the project stakeholders** via interviews and an online stakeholders workshop with 16 participants to discuss initial findings and co-create recommendations (see the list of participants in annex E).

Evaluation process

The evaluation activities took place between May and August 2023 as follows:

May 2023	• Preliminary desk review and inception interview • Gathering of documents for desk review • Draft Inception report produced and reviewed • Final inception report approved end of May
June 2023	• Interviews with stakeholders • Full desk review of internal and external documentation • Synthesis, sense making and drafting of initial results • Preparation of presentation of initial results
July 2023	• presentation of initial findings to the project stakeholders through an online session in early July 2023

[13] See: ICLS. (2013). *Resolution I concerning statistics of work, employment and labour underutilization*.

	• Preparation of draft evaluation report • Circulation for comments to stakeholders from mid-July to early-Aug 2023
August 2023	• Integration of comments into the final evaluation report • Final evaluation report delivered by end of August

Consideration of gender

This evaluation can be considered gender equality responsive according to ILO evaluation guidelines[14] because of its participatory approach, the consideration of users' perspective, the intercultural competences of the consultant, and the use of a multi-methods designs.

Limitations

The main limitation of this evaluation is due to its timing. Because the evaluation takes place during the closing phase of the project, some outputs and most outcomes are not yet observable. This challenge was addressed by taking into account early signs of first order outcomes (i.e. the uptake of the Time Use Module by countries) and by drawing from secondary evidence, mostly from interviews. Moreover, the consultant analysed the plausibility of and assumptions underlying the Theory of Change of the project.

2. Findings

2.1. Relevance: Did the project do the right thing?

OECD/DAC distinguishes the relevance of an intervention's objectives from the relevance of its design. The former refers to the extent to which the objectives of an intervention respond to needs, policies, and priorities. The latter refers to the extent to which the intervention's logic is adequate for responding to these same needs, policies and priorities.

The project responds to ILO strategic priorities. By developing a time use measurement methodology, "Closing the Gender Data Gap" contributes to output 6.1. of the ILO Programme and Budget (P&B) for the 2020-2021 biennium: "Increased capacity of the ILO constituents to promote investments in the care economy and a more balanced sharing of family responsibilities". Under this output, the P&B foresees "enhancing the statistical capacity to measure the total work burden, both paid and unpaid work, *including by adding light time-use modules to existing labour force surveys*".[15] As such, the project addresses gender equality as one of the "necessary cross-cutting policy issues" identified by the 2018-22 strategic plan.[16]

The project responds to a growing demand for statistics on UCDW. Over the past decade, several major events and evolutions magnified the demand for data on UCDW. Most notably:

- The 19th ICLS adopted a new definition of work in 2013 which includes the production of services for own use. The 20th ICLS mandated ILO to produce methodological guidance to collect data on own-use production of services.
- In 2015, the United Nations adopted the Sustainable Development Goals (SDG), among which SDG 5 on achieving gender equality. Under SDG 5, target 5.4. specifically focuses on

[14] ILO Evaluation Office. (2020). *Guidance Note 3.1: Integrating gender equality in monitoring and evaluation*. ILO, Geneva. Available at: wcms_746716.pdf (ilo.org)

[15] ILO. (2019). *ILO Programme and budget for the biennium 2020–21*. ILO, Geneva. (p. 34). Emphasis added by the author.

[16] ILO. (2016). *The ILO's Strategic Plan for 2018–21.* ILO, Geneva. § 43. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_531677.pdf

recognizing and valuing unpaid care and domestic work. Countries committed to monitoring progress towards this target by measuring the proportion of time spent on unpaid domestic and care work (indicator 5.4.1).

- A care economy discourse has developed,[17] also resulting from ILO's efforts.[18] The care economy discourse refers to discussions and analysis surrounding the valuation of care work mostly performed by women within the broader economy and society. It emphasizes the significance of UCDW as contributing to the overall functioning of economies. During the Covid-19 pandemic, additional care and domestic work fell disproportionally on women.[19]
- Related to this, a broader "Beyond GDP" movement has evolved to recognize that the GDP alone does not provide a comprehensive picture of societal progress and development. This movement is fostering alternative indicators that would better capture well-being and progress by incorporating social, economic, and environmental dimensions.[20] The current review process of the System of National Account is an important milestone.

These events and discursive evolutions call for a sound data base on UCDW for two major purposes: to make visible the magnitude and depth of the unequal burden on women and to serve as evidence base for the development of social policies to promote women's participation in the labour market. Both are expected outcomes of "Closing the Gender Data Gap".[21]

Despite the above described needs and commitments, data on UCDW is scarce and disparate, particularly in low income countries.[22] The reasons are the methodological and logistical challenges associated Time Use Surveys (TUS), combined with the lack of resources and capacities of NSOs in LMICs to respond to the increased demand for data since the 1990s.[23] The latter was amplified by the Covid-19 pandemic.[24] Countries have expressed their concerns with existing methodologies and demanded guidance on several occasions such as the 20th ICLS in 2018[25] and the UN Statistical Commission in

[17] See e.g.: https://hlpf.un.org/2021/programme/care-economy-recognizing-and-valuing-care-including-early-learning-and-child-care

[18] See ILO's milestone publication in the context of the Women at Work Centenary Initiative: ILO. (2018). *Care work and care jobs for the future of decent work*. ILO, Geneva.

[19] UN Women. (2021). *Women and Girls Left Behind. Glaring Gaps in Pandemic Responses.* UN Women, New York. Available at: https://data.unwomen.org/sites/default/files/documents/Publications/glaring-gaps-response-RGA.pdf

[20] UN. (2023). *Our Common Agenda. Policy Brief 4. Valuing What Counts: Framework to Progress Beyond Gross Domestic Product.* UN, New York. Available at: https://www.un.org/sites/un2.un.org/files/our-common-agenda-policy-brief-beyond-gross-domestic-product-en.pdf

[21] Theory of Change annexed to the project's signed agreement GLO-19-25-UNF (18 February 2020).

[22] As of 2019, only 76 countries had performed an average of 1,6 Time Use surveys involving either a diary or an elaborated stylized questionnaire (Source: Charmes. (2019). *The Unpaid Care Work and the Labour Market. An analysis of time use data based on the latest World Compilation of Time-use Surveys*. ILO, Geneva). UN Women's indicator dashboard provides no record on SDG indicator 5.4.1. for South Sahara Africa and Oceania because of missing data. See: https://data.unwomen.org/data-portal

[23] Sethi and Prakash. (2018). *Counting on Statistics: How can National Statistical Offices and Donors Increase Use?* AidData at William & Mary, Williamsburg.

[24] UNDESA and the World Bank. (2020). *Monitoring the State of Statistical Operations under the COVID-19 Pandemic.* Washington DC. Available at: https://covid-19-response.unstatshub.org/survey/covid-19-nso-survey-report-3.pdf

[25] ICLS. (2018). *Survey methods to improve measurement of paid and unpaid work: Country practices in time-use measurement.*

2017.[26] Thus, **the project also responds to demand for methodological guidance** related to the measurement of time use.

The light diary modules offer a very meaningful trade-off between sophistication and feasibility, enabling LMICs to inform SDG 5.4.1 at the lowest possible expense. According to interviewees, there can be no one-size-fits-all approach measuring time use in LMICs as the implementation of a time use survey will depend on the NSO capacities and the national interest for data on time use. Within the time use module, ILO tested and refined different survey tools: a light diary module, an even "lighter" diary module[27] and a stylized questionnaire.[28] ILO will also provide a decision tree to help NSOs deciding on the optimal tool in their specific context.

As a module attached to the LFS, **it is relevant to a specific but nonetheless substantial segment of LMICs**: LMICs that regularly conduct or plan to conduct a LFS,[29] LMICs that do not have the capacities or tradition or commitment to conduct a stand-alone TUS or LMICs wishing to collect interim time use data in between two fuller-scale TUS. Some interviewees expressed concerns that the TUM developed by ILO could generate wrong incentives for countries to either downgrade their time use measurement methodology or start collecting time use data using a light diary instead of full diary formats as part of a dedicated or stand-alone time use survey. STATISTICS confirmed the ILO's continued commitment to managing this risk by clearly communicating on the trade-offs involved with the modular approach, both directly to countries and via its contributions to global methodological guidance on modular time use measurement.[30]

Finally, **the Covid-19 pandemic did not affect the relevance of the project**. Rather, the pandemic intensified the burden of unpaid domestic and care work on women,[31] strengthening the already existing strong interest in data on time use.

List of findings on relevance:

- The project responds to ILO strategic priorities;
- The project responds to a growing demand for statistics on unpaid care and domestic work;
- The project responds to LMICs' demand for methodological guidance;
- The light diary modules offer a very meaningful trade-off between sophistication and feasibility;
- The project is relevant to a specific, substantial segment of LMICs;
- The Covid-19 pandemic did not affect the relevance of the project.

[26] UN Statistical Commission. (2020). *Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics (TUS): Terms of Reference*. UNSC, New York.

[27] The "lighter" diary survey does not entail a specific section to capture simultaneous activities.

[28] The survey tools are not yet public. The description of these tools is based on an interviewees' explanations and the methods tested as reported to the donor.

[29] According to the database of LFS, since 1975, 132 countries have performed an average of 20,5 LFS (median = 12). Discounting OECD members, the average drops to 13,5 and the median to 8. For about half of these countries, ILO has 5 LFS or less in the database; for 16 countries only one LFS. Of 46 countries classified by the world Bank as Least Developed Countries, 31 are in the database, of which 9 with only 1 survey. (source: https://www.ilo.org/surveyLib/index.php/catalog/LFS/?page=1&ps=15&repo=LFS)

[30] Project documentation, guidance materials, and training curricula explicitly state that, wherever feasible, a dedicated time-use survey should be undertaken in preference to a modular design.

[31] UN Women. (2021). *Women and Girls Left Behind. Glaring Gaps in Pandemic Responses*. UN Women, New York.

2.2. Coherence: How well does "Closing the Gender Data Gap" fit?

Were there goal conflicts, duplications, complementarities or even synergies between the project and other interventions within and outside ILO? Was there adequate communication, cooperation, coordination or collaboration with stakeholders inside and outside ILO?[32]

The project is well embedded in UN efforts to improve time use measurement. The project leader is active member of the UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics (EG-TUS), the central coordination mechanism of the international system tasked with the development of guidance on time use measurement. Based on the project and in close coordination with the EG-TUS, ILO is providing substantive materials on the modular approach to be included in the UNSD guidance on time use measurement.

"Closing the Gender Data Gap" is highly coherent with the work of STATISTICS. The project is well embedded in the strategic approach of the department, which enables a continuity of activities to ensure LMICs' uptake of the TUM (see effectiveness). Over the past decade, the department has developed a number of modules on different topics to be attached to national LFS.[33] In this way, according to an interviewee, add-on modules may rotate while the regular core LFS data collection (the parent survey) may remain unchanged. Importantly, the modular approach allows for flexibility in adapting the overall parent+module(s) questionnaire to the national context without extensive additional testing. From a methodological point of view, the modular approach allows for strong synergies in sampling, interviewing and in data analysis.

Several international organisations are interested in time use data from different angles, e.g. as users, enablers of data production or providers of methods. Most notably:

- Since 2016, UN Women's programme Women Count supports the enabling environment, production and accessibility of gender data. As custodian agency for SDG 5.4.1., UN Women has a genuine interest in TU data. UN Women has supported (technically and financially) national TUS as well as qualitative testing of the measurement of supervisory care to improve survey methods for SDG indicator 5.4.1. According to an interviewee, UN Women has also undertaken a scoping exercise on data national needs and plans regarding time use data (not published).
- The World Bank[34] looks at time use from a poverty angle and has developed a module to the Living Standard Measurement Survey (LSMS), consisting of a 24-hour time diary of the last day of men and women over 18 years. According to an interviewee, the World Bank is currently conducting research on App-based self-administered diaries.
- The International Food Policy Research Institute (IFPRI) has approached time use from an empowerment and agency angle. It has developed a time use module as part of its Women Empowerment in Agriculture Index,[35] which served as model for the World Bank module mentioned above.

[32] Communication is the exchange of ideas and information; cooperation means the agreement not to interfere with each other's goals; coordination is defined as agreement on actions to achieve a common goal; collaboration is the shared creation of an intervention.

[33] https://ilostat.ilo.org/resources/lfs-resources/

[34] The World Bank Group. (2021). *Individual Wealth and Time Use Evidence from Cambodia. Policy Research Working Paper 9765.* The World Bank Group, Washington DC. Available at : https://openknowledge.worldbank.org/server/api/core/bitstreams/405e6d38-4fd2-5da0-bdb5-b6496bfd5ab2/content

[35] Malapit et al. (2014). *Measuring progress towards empowerment women's empowerment in agriculture index baseline report*. International Food Policy Research Institute, Washington DC.

- Interviewees also mentioned UNFPA and economic commissions such as SADEC as important users of and cooperation partners on time use data.

In developing and testing the module, **there was active communication but less coordination with stakeholders inside and outside ILO.** Beyond the pilot country level, the project mainly communicated about its existence, approach and preliminary results.[36] Interviewed stakeholders not involved in the pilot tests tended to have a superficial knowledge of "Closing the Gender Data Gap" and to be waiting for more information on the module. This is true of stakeholders both outside and inside ILO. This being said, **there is no evidence that a higher degree of cooperation, coordination or collaboration would have benefited the project's results** at the development stage.

According to interviewees at ILO, the **uptake phase will require a higher degree of collaboration** with stakeholders at the regional and headquarter levels. **There are promising efforts in this direction**. Interviewees reported recent informal discussions between the Women Count, STATISTICS and the World Bank LSMS Programme. Such discussions have reportedly taken place on an ad hoc basis so far and might have lessened because of the Covid-19 pandemic. In Eastern and Southern Africa ILO and UN Women actively collaborated to encourage the implementation of the TUM (see effectiveness). At headquarters level, UN Women and ILO also issued a joint statement to the EG-TUS on the definition of supervisory care.

From the point of view of users (NSOs), **the availability of multiple tools and entries to time use measurement does not necessarily imply duplication or goal conflict**, as long as these are sufficiently harmonized to allow for comparison and aggregation and sufficiently coordinated to provide NSOs with coherent support.

Regarding the first condition, **the module is harmonised with international standards and lessons learned** on time use surveys.[37] Furthermore, it will feed into new international guidance developed by the EG-TUS on light diary modules. This means that it will itself constitute the minimum standard on modular approaches to time use measurement.

It is too early to assess the coherence of support to the implementation of TUM. In the two countries currently planning to implement it, ILO and UN Women are coordinating their efforts towards this common goal. It is the view of many interviewees that providing **coherent support to NSOs will require collaboration between the different international actors involved at all levels**.

Interviews revealed that **the use or non-use of mechanisms to foster coherence did not result from a deliberate strategy** of STATISTICS. Such decisions were rather left to the initiative and intuition of individuals on the one hand, and to the resources available to engage in coordination on the other hand (staff time and knowledge of potential partners).

[36] According to the 2022 report to the donor, invited interventions at the following events: 2021 Commission on the Status of Women, the 8th Global Forum on Gender Statistics (2021), the 53rd Statistical Commission (2022), the AfDB / UN Women / ECA Gender Statistics Workshop and Training Program; The UNESCAP Stats Cafés series, and the 43rd International Association for Time Use Research (IATUR) Conference (2021). According to documents provided by ILO, in 2023, the TUM has been presented at a technical panel convened by EG-TUS at the UN World Data Forum in April and at the UNECE Meeting of Group of Experts on Gender Statistics in May. It will also be discussed at the ISI World Statistics Congress in July and at the 21st ICLS in October.

[37] The pre-coded activity listing contained in the module is harmonized with ICATUS 2016. The module fulfils the set of minimum requirements developed in the context of the EG-TUS. The tool development was based on accumulated knowledge and a review of literature on the strengths and weaknesses of available approaches, which was part of a paper presented at the Conference of European Statisticians in May 2023.

List of findings on coherence

- The project is institutionally embedded in UN efforts to develop guidance on time use measurement in a coordinated way;
- "Closing the Gender Data Gap" is highly coherent with the work of STATISTICS;
- Several international organisations are interested in time use data from different angles;
- In developing and testing the module, there was active communication but less coordination and collaboration with stakeholders inside and outside ILO. There is however no evidence that more collaboration would have benefited the project's results at this stage;
- The uptake phase will require a higher degree of coordination and collaboration with partners. There are promising efforts in this direction.
- The availability of multiple tools and entries to time use measurement does not necessarily imply duplication or goal conflict:
  - the light diary module is harmonised with international standards and lessons learned
  - coherent support to NSOs will require collaboration between the different international actors involved at all levels
- The use or non-use of mechanisms to foster coherence did not result from a deliberate strategy.

2.3. Effectiveness: Is "Closing the Gender Data Gap" achieving its objectives?

The project's effectiveness is assessed against the planned outputs and first order outcomes as outlined in the Theory of Change (see Table 1). Regarding the outputs, has a modular approach to the measurement of time use been developed, tested and refined. Has practical guidance been integrated in global ILO and UN guidance? Regarding the outcomes, have Member States taken up on the Time Use Module?

Despite the restrictions imposed by the Covid-19 pandemic, **the project is reaching its planned outputs**. A time use module has been developed and refined based on the results of qualitative and quantitative tests in three countries; guidance and training materials have been produced. The module and preliminary pilot results have been disseminated on several occasions.[38] Most activities related to mainstreaming, i.e. the publication of the module and guidance on the ILO LFS resource website and the integration of the TUM in global UN and ILO guidance and recommendations are ongoing.[39] The later represents the institutionalization of the time use module at the global level and is therefore a central of mainstreaming and thus, reaching higher-level outcomes. Some of these activities will be implemented after the official project end, particularly the presentation of the TUM at events (e.g. the 21st ICLS, the UN Global Forum on Gender Statistics) scheduled after the official project end. The project leader's contract was extended until December 2023 to ensure full completion.

The **Covid-19 pandemic** imposed some deviations from the planned activities and schedule, which necessarily **had consequences on the project's results**: the restrictions caused delay in implementation and modifications in the sequencing of activities[40]; the Senegalese and Laotian NSOs originally

[38] E.g. 2021 Commission on the Status of Women, 8th Global Forum on Gender Statistics (2021), 53rd Statistical Commission (2022), AfDB-UN Women-ECA Gender Statistics Workshop and Training Program, UNESCAP Stats Cafés series, and the 43rd International Association for Time Use Research (IATUR) Conference (2021), a technical panel convened by EG-TUS at the UN World Data Forum (2023) UNECE Meeting of Group of Experts on Gender Statistics (2023). Upcoming presentations at ISI World Statistics Congress and 21st ICLS.

[39] The consultant was provided documents draft input to SNA, EG TUS and ICLS provided by the team

[40] The project benefited from two no-cost extensions of six months. The project leader's position was extended to the end of 2023 to ensure final dissemination activities and input into ILO and UN guidance.

selected could no longer implement the pilot tests; testing was subcontracted to a research institute in India and conducted by the Bureau of Statistics in Lesotho; an additional smaller-scale test was conducted by a university and a partnership programme in Indonesia.[41]

On the opposite, the **project achieved or is achieving notable additional outputs** beyond original expectations. For instance, the project seized the opportunity to conduct as third (small-scale) trial in Indonesia from which additional learnings could be drawn to improve the TUM. STATISTICS also developed a Computer-Assisted Personal Interview (CAPI) tool in CSPro, a public domain software package used by many NSOs in LMICs. Furthermore, the developed guidance is being integrated in ILO's input to the review of the System of National Accounts (SNA). These additional immediate results reinforce the potential sustainability of the TUM (see findings on sustainability).

It is too early to assess the project's results at the outcome level. There are however **early positive signs of uptake of the TUM by LMICs, based on proactive outreach by STATISTICS:** Moldova, Zimbabwe and Indonesia[42] will implement the TUM in the context of their upcoming LFS; other LMICs have expressed interest in doing so. The awareness of countries, and consequently the uptake of the TUM, is also likely to increase when ILO's TUM tools and guidance are endorsed at the global level (through UNSD) and disseminated at the upcoming ICLS, the UN Statistical Commission and in the context of the updated SNA. Two regional workshops in Francophone and Anglophone Africa are also expected to raise the awareness of data users and producers in 49 African countries.[43] Meetings with UN Women and NSOs are planned at the side of international events. STATISTICS is also developing a wider communication strategy which is expected to benefit the mainstreaming of the TUM in the future.

Uptake is farthest advanced in the Eastern and Southern African region, due to the **proactive and collaborative approach of ILO and UN Women**. Among others, the project leader of "Closing the Gender Data Gap" and UN Women's regional gender statistician implemented a joint regional training, sent letters of invitation to test the TUM to NSOs and jointly applied for a grant of the Bill and Melinda Gates Foundation to financially support the uptake of the TUM in the region.

It should be noted that the project's ToC did not explicitly link the output to the outcome level, i.e. what it would take for NSOs to take up on the TUM (see Figure 1 below). When prompted, several interviewees contended that **the sole availability of ILO tools and guidance would unlikely be sufficient for LMICs to implement the TUM**. National adaptation and implementation would require awareness-raising, operational support (to different degrees depending on NSO capacities), and in many cases, additional funding.

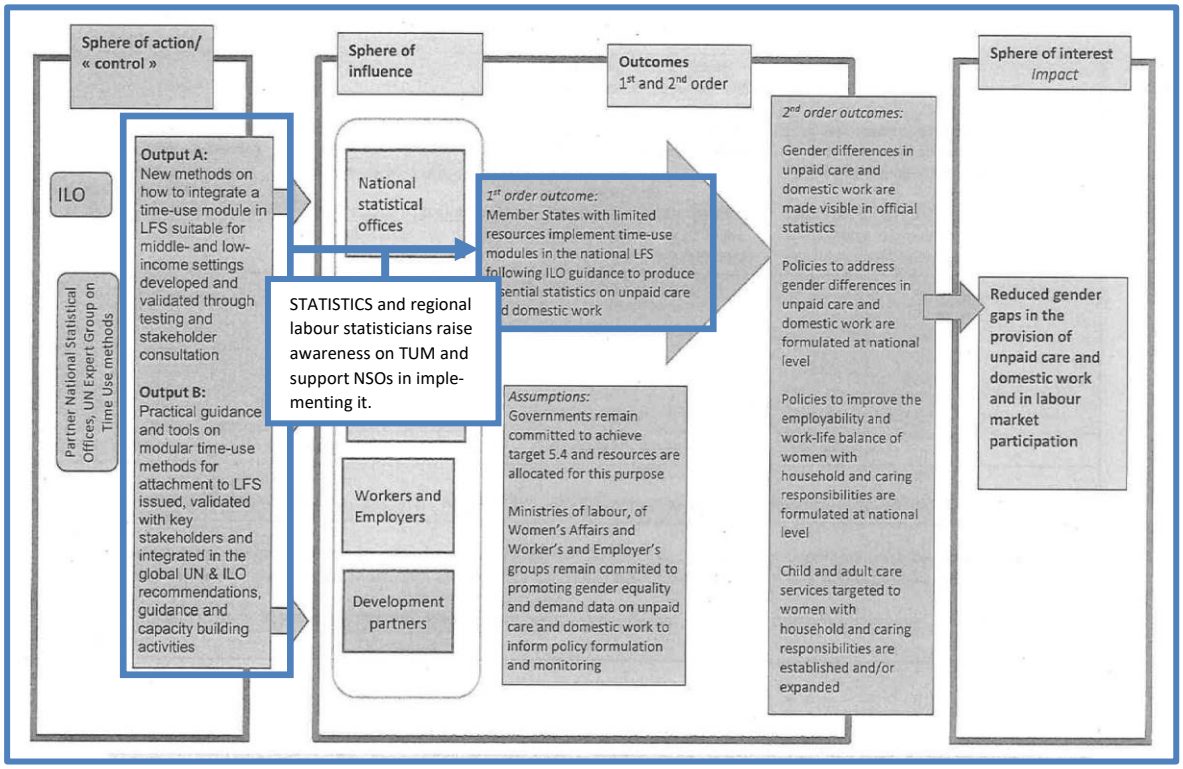
The project's institutional embedment in STATISTICS is thus key to achieving a widespread uptake of the TUM in LMICs. As for other modules developed prior to the TUM, ILO HQ staff and regional statisticians will by responsible for raising the awareness of NSOs and policy-makers on the TUM, providing technical support to demanding NSOs, further institutionalizing TUM tools and guidance at the global and regional levels and coordinating with external stakeholders.

The TUM will become part of the broader LFS toolbox, as one module among others. Should the extended contract of the project leader come to an end in December 2023,[44] **there will no longer be one person at STATISTICS entirely dedicated to mainstreaming and further developing the TUM**.

[41] Project reports and interviews with ILO staff.
[42] This resulted from the small-scale trial and ensuing national user-producer workshop held in July 2023.
[43] The Anglophone Africa training took place in July 2023, with 24 countries participating. The training in Francophone Africa is scheduled for September 2023, with expected participants from 25countries. (https://www.ilo.org/africa/media-centre/news/WCMS_888598/lang--en/index.htm)
[44] Contract extension approved in October 2022 funded by ILO regular budget.

Interviewees at ILO agree that this will potentially make a substantial difference. At the online stakeholder workshop, some participants expressed concerns that this could jeopardize the project's effectiveness at the outcome-level (see Lesson 1 in the annex).

Figure 1: the project's ToC did not account for activities needed to ensure the uptake of the TUM



List of findings on effectiveness:

- The project is reaching its planned outputs;
- The Covid-19 pandemic had consequences on the project's results;
- The project achieved or is achieving notable additional outputs;
- There are early positive signs of uptake of the TUM by LMICs, based on proactive outreach by STATISTICS;
- Outcomes are farthest advanced where there is proactive and collaborative approach of ILO and UN Women;
- The project ToC did not explicitly link the output to the outcome level: it is the project's institutional embedment in STATISTICS that will enable a widespread uptake of the TUM in LMICs;
- No longer having a staff member fully dedicated to mainstreaming might lead to sub-optimal results at the outcome level.

2.4. Impact: Can the project lead to the expected impact?

Will the project lead to improved reduced gender gaps in the provision of UCDW and access to the labour market?

It is of course not possible to assess the 2nd order outcomes, let alone the impacts of the project. "Closing the Gender Data Gap" is an intervention that **takes place far upstream in the results chain**. The pathway to impact is based on the assumption that **the quantification of social phenomena increases their visibility and consequently the pressure to act upon them** and fosters evidence-based policy-

making. This assumption builds on consensual knowledge in social science about the social power of numbers.[45]

Under the assumption that the ILO and partners can adequately support a widespread uptake of the TUM, **the project will lead to the increased availability of quality data on UCDW, contributing as one factor to policy change towards improved gender equality**. This impact would however be limited to the LMICs within the targeted segment (see relevance).

List of findings on impact:

- "Closing the Gender Data Gap" is an intervention that takes place far upstream in the results chain
- The quantification of social phenomena increases their visibility and consequently the pressure to act upon them
- IF ILO and partners can provide adequate support, the project will lead to the increased availability of quality data on UCDW, contributing as one factor to policy change towards improved gender equality

2.5. Sustainability: Will the benefits of the project last?

Sustainability is here understood as the continued benefit from the project's results without further engagement of ILO in the future. In other words, after initial support, will NSOs in LMICs continue to attach the TUM to their LFS (or other household surveys) on a regular basis and without technical or financial support by ILO and partners?

The **sustainability of the TUM depends on multiple factors** such as the scalability of the TUM, the demand for and prioritization of statistics on time use, and the capacities of NSOs to implement the TUM. The **project outputs and follow up activities by ILO strongly contribute to these sustainability factors**, both on the demand and supply side:

- The project developed a **Global Public Good** in the form of a complete and user-friendly package of tools, guidance and trainings. As Global Public Good, it an unlimited and non-competitive resource potentially all countries can benefit from at no cost. This considerably lowers the threshold for NSOs to collect data on time use.
- STATISTICS also supports NSOs in implementing the TUM upon request and as far as feasible, under constrained resources. After a one-time effort to adapt the tool to the national context, further applications are expected to demand even less development effort from NSOs, again lowering the threshold to collect data on time use.
- The project also fosters the demand for data on time use by integrating it into global guidance and frameworks and by raising awareness of both producers and users on the TUM.

The **sustainability of the TUM also depends on its institutionalization at the regional and national levels**, particularly through its integration into the regular programme of work and budget of NSOs. Institutionalization, in turn, depends on the willingness and capacity of countries to collect and analyse data on time use. While the TUM enables the collection of data on time use at strongly reduced expense, the analysis of time use data requires resources in terms of staff time and capacities. NSOs in

[45] See for example:
Des Rosières. (2010). *La politique des grands nombres. Histoire de la raison statistique.* La Découverte, Paris.
Espeland and Stevens. (1998). *Commensuration as a Social Process*. Annual Review of Sociology. Vol. 24 pp. 313-343.

LMICs face **important structural constraints**[46] **that lie outside the project's and STATISTICS' sphere of control** and will likely curtail the sustainability of the TUM.

Thus, the sustainability of the TUM will likely strongly differ between countries: some will be able to reproduce the TUM in an autonomous manner after one-time technical support by ILO, others will require continued awareness-raising, capacity building and on-the-job support to different degrees.

List of findings on sustainability:
- The sustainability of the TUM depends on multiple factors, some of which ILO strongly contributes to;
- The sustainability of the TUM also depends on factors outside of ILO's control;
- The sustainability of the TUM will likely strongly differ between countries.

2.6. Efficiency: How well were the resources of "Closing the Gender Data Gap" managed?

How economic was the project's input-results ratio? How timely did activities take place against the planned timeframe, under the particular conditions of the Covid-19 pandemic?

The overall efficiency of the TUM is potentially immense because – as mentioned above – it is a Global Public Good, marked by non-rivalry and non-excludability: all countries can benefit from it at no cost.[47] The level of efficiency of the project will depend on LMIC's uptake, which will in turn depend on countries' awareness and interest on the one hand, and ILO's ability to respond to their demands for support on the other hand.

As part of the Global Public Good, the **CAPI tool in CSPro will potentially yield important global efficiency gains**. Because CSPro was not designed for diary surveys, the development of a CAPI tool required strong technical know-how. Interviewees expect that it will considerably ease the national implementation of the TUM in NSOs that use this open source software.

As assessed against the project document, **the delivery of results took longer than expected but the results exceeded the planned outputs** (see effectiveness). **This is largely due to the staff's reactivity and adaptivity, especially in the face of restrictions due to the Covid-19 pandemic**. The pandemic caused the project to start with 2,5 month delay,[48] to change the sequencing of activities and to partner with independent institutions for testing the tools and to implement some activities faster than planned. The latter led to intense working phases, according to interviewees. The restrictions due to the Covid-19 pandemic also implied consequential budgetary modifications (see Table 3 below). According to STATISTICS, with the approval of donors, unspent travel costs in 2020 and 2021 were

[46] NSOs in LMICs are ill-equipped to meet the surge in demand for official statistics since the 1990s. According to Sethi and Prakash: "There is an estimated shortfall in funding for statistics of roughly $200 million annually between 2016 and 2030 (GPSDD, 2016). But mobilizing more money for official statistics only solves one part of the capacity gap. Those that produce official statistics often have limited visibility on what prospective users want from these data or have limited technical capacity to respond even if they do." (Source: Sethi, T., and M. Prakash. (2018). Counting on Statistics: How can national statistical offices and donors increase use? Williamsburg, VA: AidData at William & Mary, Washington DC. https://docs.aiddata.org/ad4/pdfs/Counting_on_Statistics--Full_Report.pdf)

[47] Kaul et al. (1999). *Defining Global Public Goods.* In: Kaul et al. Global Public Goods: International Cooperation in the 21st Century. Oxford Academics, New York.

[48] The official start date for the project was April 1, 2020. At this time, many countries across the globe (including Switzerland) had entered or were about to enter a lockdown. (https://en.wikipedia.org/wiki/Responses_to_the_COVID-19_pandemic_in_April_2020; https://en.wikipedia.org/wiki/COVID-19_pandemic_in_Switzerland).

reallocated to fund in country-testing of larger scope and scale. Interviewees involved in pilot tests praised the project leader's professionalism and commitment in adapting to the circumstances.

Table 3: As of March 2022, more than half of the operational budget had been reallocated (in yellow).

Summary: Budget revised March 2022 to reflect virement between years and lines

Original budget allocations (US$)		**Revised budget allocations (US$)**		**Difference (US$)**
Programme support	77,728	Programme support	77,728	0.00
Travel	143,373	Travel	64,500	-78873.00
Subcontracts	235,000	Subcontracts	383,515	148515.00
Consultants	130,000	Consultants	60,000	-70000.00
Seminars	32,018	Seminars	32,376	358.00
Project CTA at P4	555,000	Project CTA at P4	555,000	0.00
Evaluation	15,000	Evaluation	15,000	0.00
Total	**1,188,119**	**Total**	**1,188,119**	**0.00**

Source: Second report to the donor

Finally, **the institutional embedment in STATISTICS facilitates efficiencies**. For instance, the project is piggy-backing on two regional workshops on child labour statistics in Francophone and Anglophone Africa to present the TUM to statisticians and policy-makers.[49] Another example is the decision to develop the CAPI tool in CSPro by a regular STATISTICS staff member while the fielding of the quantitative piloting was postponed due to the Covid-19 pandemic.[50]

List of findings on efficiency:

- The overall efficiency of the TUM is potentially immense because it is a Global Public Good, but depends on LMICs' uptake;
- The CAPI tool in CSPro will potentially yield important global efficiency gains;
- The delivery of results took longer than expected but the results exceeded the planned outputs. This is largely due to the staff's reactivity and adaptivity to the Covid-19 pandemic;
- The institutional embedment in STATISTICS facilitated efficiencies.

3. Conclusions

The evaluation suggests the following conclusions from the findings above.

Conclusion 1. The project offered a highly relevant response to the growing demand for data and methods for a substantial segment of countries.

"Closing the Gender Data Gap" responds to the growing demand for data on UCDW that arose from major events (19th ICLS and adoption of SDGs) and discursive shifts on the societal and economic valuation of UCDW.

In view of the structural constraints faced by NSOs in LMICs and the methodological challenges associated with the measurement of time use, the TUM package developed by ILO can be considered a reasonable trade-off between sophistication and feasibility. It is relevant to a substantial segment of countries that conduct LFS, would not conduct a full-scale time use survey or at least not regularly enough.

[49] https://www.ilo.org/africa/media-centre/news/WCMS_888598/lang--en/index.htm

[50] Second report to the donor and interview.

Conclusion 2. The project is reaching outcome-level results because it is institutionally embedded in STATISTICS.

The project is currently reaching its planned outputs. It also achieved additional outputs (like the CAPI tool in CSPro). The Covid-19 pandemic affected the timeliness and the nature of the project's results, yet the project displayed a strong adaptivity to deliver high quality results. The project is now moving to immediate outcomes: two countries have started the implementation process and more have expressed interest in doing so (particularly in the Eastern and Southern African region).

While the project's ToC and plan did not explicitly consider it, the uptake of the TUM by LMICs entirely depends on the project's institutional embedment in STATISTICS. The project and funding are coming to an end. ILO regular headquarters staff and regional labour statisticians will be responsible for mainstreaming the TUM as part of the LFS toolbox, that is, among other modules. This means that there won't be one person anymore entirely dedicated to upscaling it. This is likely to make a substantial difference in the project results at the outcome level.

It is too early to assess the contribution of the project to higher level outcomes and impacts. However, if STATISTICS is successful in generating a broad uptake of the TUM, it reasonable to assume that the project will contribute to enhanced gender equality. This is based on a large consensus in social science that the quantification of social phenomena can lead to policy change.

Conclusion 3. The development and testing of the time use module involved active communication but less coordination or collaboration with stakeholders inside and outside ILO.

The project is fully embedded in ILO's long-term engagement in UN efforts to improve time use measurement and the work and strategy of STATISTICS. The time use module will become part of UNSD guidance and of the larger LFS toolbox of ILO, which is coherent from the perspective of national statistical offices.

The development and testing of the time use module involved active communication but less coordination or collaboration with stakeholders inside and outside ILO. There is however no reliable evidence that a higher degree of collaboration would have benefited the project's results at this stage. While this report thus does not make any evaluative judgement in this regard, it notes that the level of coordination was not based on deliberate strategic decisions by ILO staff.

There is overall agreement that coordination and collaboration will become crucial in the scaling up phase and there are promising efforts in this direction. Most notably, the collaboration between ILO and UN Women in the Eastern and South African region is already yielding interesting progress towards uptake of the time use module by countries.

Conclusion 4. While the project results contribute to factors of institutionalization, their sustainability also depends on factors outside of the project's sphere of control.

The sustainability of the time use module would require a certain level of institutionalization by national statistical offices. Concretely this would mean integrating the time use module in their regular program of work and budget.

The project's results strongly contribute to important factors of institutionalization of the time use module both on the supply and demand side. It produced a Global Public Good in the form of a complete and user friendly package of tools, guidance and training materials. To foster demand, ILO integrates the method into global guidance, raises awareness about it and fosters the prioritization of time use data collection.

However, a major obstacle to the institutionalization of the time use module remains NSOs' lack of resources by steadily increasing demand for data. This factor is outside of the project's, STATISTICS and ILO's sphere of control.

The evaluator concludes that the sustainability of the time use module will strongly differ between countries, depending on their capacity and willingness to institutionalize it. ILO's support will remain indispensable for continuing mainstreaming and sustaining time use measurement in the longer run.

4. Lessons learned and emerging good practices

4.1. Lessons Learned

The following lesson can be drawn regarding the wider STATISTICS modular approach.

Lesson 1. Mainstreaming LFS modules such as the Time Use Module requires dedicated activities and adequate resources.

The development, release and inclusion into global guidance of modules like the Time Use Module is an efficient one-time undertaking, with possible adaptations based on learnings afterwards. Their uptake however depends on STATISTICS's capacities to support countries, to raise awareness and to foster interest in the long run. Modules pertain to different fields adjacent to work such as labour migration, occupational injuries, barriers to employment or volunteer work. Each potentially brings a different ecosystem to engage with for coherent upscaling, which requires staff time. It is thus reasonable to assume that the more modules STATISTICS offers as part of its LFS system, the more activities it is engaged in and the more resources it takes to ensure their uptake in the longer run (despite possible synergies).

Because of the numerous synergies between the labour-related topics, the amount of resources needed at STATISTICS to ensure the uptake of topical modules will arguably not be multiplied by the number of modules developed. Yet it is likely to increase with each new topic, putting strain on STATISTICS to ensure sufficient staff time and specific expertise.

Lesson 2. NSOs are not necessarily aware of ILO's mandate and guidance to support them in capturing own-use production of services. Awareness-raising activities are an important step in mainstreaming.

Time use data has different angles. It is approached by different organisations, each with a specific mandate. There are overlapping areas between these mandates. NSOs do not necessarily know about the mandate, materials and possibilities of support in implementing a Time Use Module as part of their LFS. As shown by this project, joint letters of invitation, trainings and workshops can be used to raise the awareness, interest and perceived coherence of users and producers of labour and time use data.

4.2. Emerging good practices

The following good practices were observed.

Good practice 1. The early-on collaboration with UN Women in Eastern and Southern Africa accelerates progress towards outcomes and can yield better results in terms of country uptake of the time use module.

This active collaboration between the UN Women regional gender statistician and the project leader at ILO headquarters required two persons dedicated to the task of mainstreaming the TUM.

This collaboration could be replicated between UN Women regional gender statisticians and ILO regional labour statisticians in other regions. It is not clear whether ILO has sufficient resources to engage

in this level of collaboration at the regional level, as regional labour statisticians are in charge of the entire system of LFS and add-on modules. In case a TUM-specific position at headquarters is maintained, collaboration could happen in a triangle between headquarters and regional staff of both agencies.

Good practice 2. The project's adaptivity is a good practice in results-oriented management.

Results orientation means putting the focus on agreed results. If needed, the type and timing of activities can be reviewed to ensure the achievement of results. During the lockdowns in 2020 and 2021, this had to be done often.

The project leader and STATISTICS staff showed strong adaptivity and reactivity in the face of the restrictions due to the Covid-19 pandemic. It is reaching its results, both at output and first-order outcome levels, despite the Covid-19 pandemic.

Under very uncertain conditions, the project leader, STATISTICS and partners took a number of decisions to guarantee the development, testing, refinement and dissemination of the Time Use Module despite pandemic-induced restrictions: e.g. reshuffle the operational budget, select partners of a different type, change the sequence and pace of activities, develop additional activities when others where not implementable, etc.

Adaptivity is a general skill that can be applied in many situations. This is replicable by ILO operational staff in any uncertain context, e.g. in crisis-affected areas and fragile countries, during global health crises, in the event of natural catastrophes. It is also applicable to any issue preventing the activities to be conducted or to lead to the expected results.

5. Recommendations

In order to maximize the uptake of the time use module under constrained resources, the evaluator makes the following recommendations.

Recommendation 1. Building on existing efforts, follow a targeted communication and outreach strategy to foster the time use module's uptake by relevant countries.

In fostering the uptake of the time use module by low and middle-income countries, ILO's labour statisticians should identify and directly reach out to countries in the relevant target segment. To do so, STATISTICS should leverage the expertise of and collaborate with UN Women and other partner agencies, both at the regional and headquarter levels. In communicating more broadly on the time use module, STATISTICS should continue emphasizing the trade-offs it entails and the segment of countries for which it is relevant.

Communication and outreach to relevant countries should be embedded in existing efforts at STATISTICS to develop a larger communication strategy.

Addressed to	Priority	Resource	Timing
STATISTICS	High	Low	Short-term

Recommendation 2. Dedicate resources to fostering countries' uptake of and adapting the time use module.

The project outcomes will unfold if ILO has the necessary resources to:

- provide requesting countries with the necessary support to implement a time use module;

- continue raising awareness on the approach at the global and regional levels;
- integrate learnings from country implementation into further methodological developments of the modular time use survey tools and guidance
- keep track of the institutionalization of time use measurement in LMICs; and
- identify and address obstacles to institutionalization.

To adequately perform these activities, it is recommended that ILO maintain dedicated staff and operational budget at the headquarter level. Because the ILO regular budget will unlikely be sufficient, ILO should mobilize extra-budgetary resources for a follow up, upscaling project. This project should build on achieved early outcome-level results of "Closing the Gender Data Gap" and existing collaborative ties with UN Women at the regional level.

Addressed to	Priority	Resource	Timing
STATISTICS	High	Medium	Short-term

Recommendation 3. Strategically use mechanisms to foster coherence.

Efforts to communicate, cooperate, coordinate and collaborate adequately with other agencies involved with time use data should be the result of deliberate and strategic decisions of STATISTICS.

To reach synergies in ensuring countries' uptake of the time use module, it is recommended that STATISTICS builds on existing efforts to establish collaborative settings with relevant actors, both at the headquarter and regional levels. The appropriate level of formalization of such collaborative settings should be agreed upon with potential partner agencies. When deciding on the strategically adequate level of engagement with internal and external stakeholders, STATISTICS should carefully balance the resource implications and benefits of engaging with stakeholders to different degrees.

In developing new modules or planning a follow up project, STATISTICS should strategically decide on the purposeful levels of communication, cooperation, coordination and collaboration on different results with different stakeholders, both within and outside ILO. The Theory of Change and planned activities should reflect these strategic decisions.

Addressed to	Priority	Resource	Timing
STATISTICS	High	Low	Medium-term

Recommendation 4. Engage in a strategic reflection on the internal sustainability of the modular approach within STATISTICS.

Fostering countries' uptake of Labour Force Survey modules such as the time use module requires dedicated activities and adequate resources. STATISTICS should develop a sustainable model for ensuring that modules to the Labour Force Survey are effectively taken up by NSOs in low and middle-income countries. This involves a results-based estimation of the resources needed for reaching outcome-level results, as well as a strategy to obtain adequate funding.

Addressed to	Priority	Resource	Timing
STATISTICS	Medium	Low	Short-term

Annexes

Annex A. Terms of reference

International Labour Organization (ILO)

Revised & Updated Terms of Reference (ToR), incorporating comments from key stakeholders and reflecting a new evaluation timeframe

ver. 10 May 2023

Final Independent Evaluation of the Project:

"Closing the gender data gap on unpaid care and domestic work to support monitoring the 2030 Agenda"

UNFIP Project number: ILO-GLO-20-720

ILO Project number: GLO-19-25-UNF

Program category: Women and Population

Country/Region: Global

Lead UN executing agency: International Labour Organization (ILO)

Duration: 30 months

Start date: 1 April 2020

End date: 31 July 2023 (extended from the original end date of 30 September 2022)

Total allocation of the Project funds to the ILO: US$1,188,119

UNF core funds: -0-

Co-financing: The ILO Department of Statistics will provide technical backstopping, supervision and administrative support. ILO will also co-finance selected missions, training and other related activities to ensure the successful completion of the project.

Sources of co-financing: ILO Regular budget

1. Background information

a. Project summary (ref. Project document signed on 18 Feb 2020)

This Project seeks to close the gap in data collection solutions to produce statistics on unpaid care and domestic work that are cost-effective and suitable for implementation as part of existing work and labour force statistics programmes in countries with limited resources. It builds on ILO's strategy and work to support the establishment of modularized labour force survey systems in countries, through development and wide dissemination of evidence-based modular labour force survey (LFS) tools and resources[51].

Addressing gender imbalances in unpaid care and domestic work is one of the key targets highlighted by the 2030 Agenda for Sustainable Development as a means to achieve gender equality, and improve women's opportunities in other dimensions of life, including in the labour market. Existing time-use survey methodologies to produce statistics on unpaid care and domestic work, however, have proven to be too complex and expensive for regular implementation, particularly in middle- and low-income countries.

Recent developments in the international standards on work statistics provide a new common framework to support greater integration of data collection systems on paid and unpaid work. Following the SDG reporting requirements and the new international standards on work statistics, there is a growing demand by national statistical offices for updated guidance to measure unpaid care and domestic work through modular survey approaches. An important opportunity exists to develop a simplified data collection approach to produce statistics on unpaid care and domestic work that takes account of the accumulated evidence from time-use surveys implemented in the last few decades, and the household survey infrastructure provided by national labour force surveys.

The project builds on early work carried out in the context of the ILO's project *Statistics on women's work, employment and time-use,* ILO-GLO-17-669, conducted between July 2017 and January 2019, with support from Data2X of the UN Foundation. While focused on gender issues in the measurement of employment, this first project included preparatory work on time-use statistics that resulted in several key outputs. This included a critical review of national practices in time-use methods[52]; substantive inputs for a testing strategy to integrate a light-time use module with LFS; and a draft introductory guide on time-use methods to measure unpaid care and domestic work.

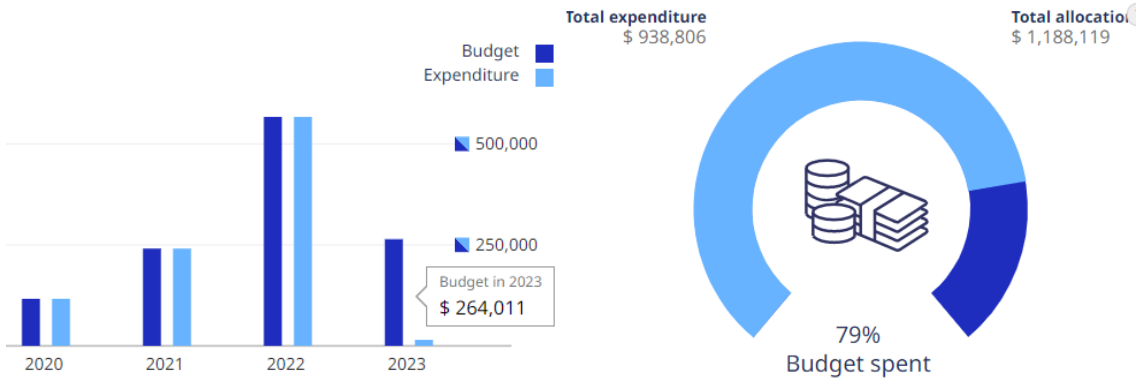
This new Project expands the ILO-Data2X partnership to accelerate the development and wide dissemination of practical guidance, survey tools and capacity building materials to support countries in producing SDG indicator 5.4.1 on unpaid care and domestic work, as well as key indicators for own use provision of service work, as specified in the relevent international standards on labour statistics, as part of an integrated system of work and labour force statistics, aligned with the latest international standards.

The Project coincided with the COVID-19 pandemic. It received two no-cost extensions, first for 6 months until 31 March 2023, and then for 4 months until 31 July 2023.

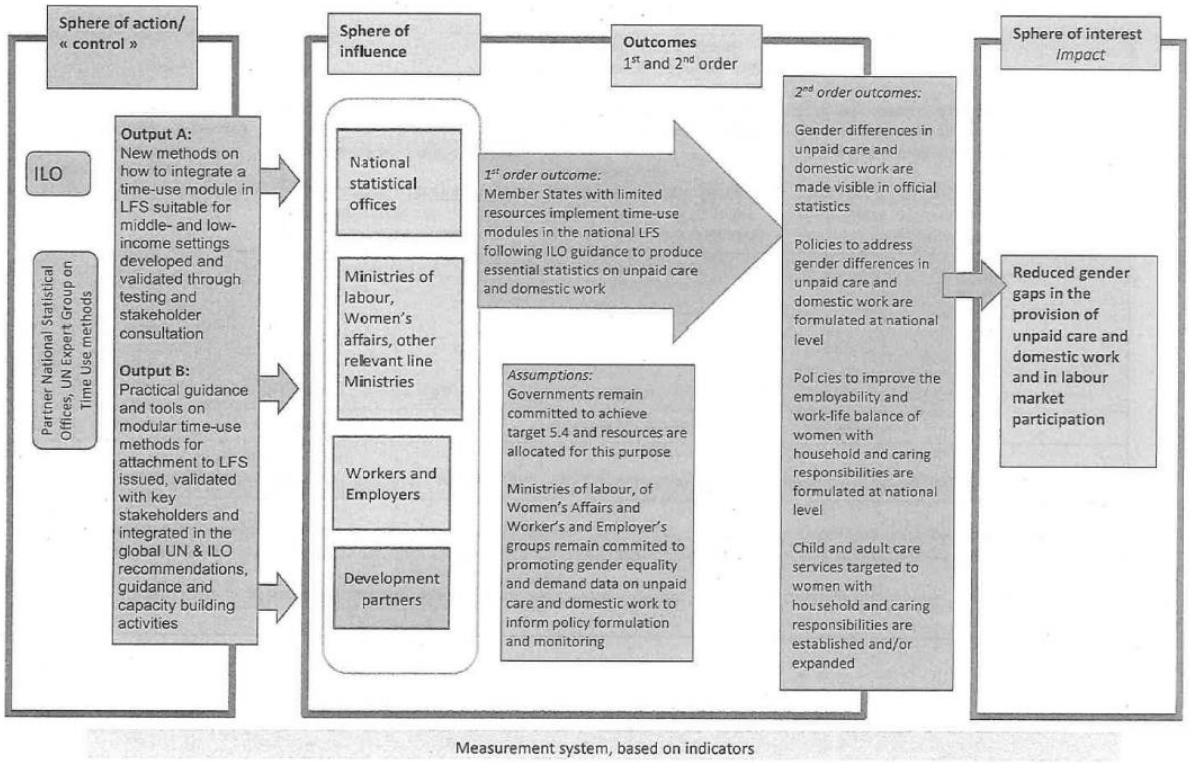
[51] See: https://ilostat.ilo.org/resources/lfs-resources/

[52] See: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_636055.pdf

b. Financial summary as of 29 March 2023 (ref. ILO Development Cooperation dashboard)



c. Theory of Change (ref. Project document signed on 18 Feb 2020)



External factors that could impact the success of the Project include: (a) delays with the implementation of the tests by the selected partner national statistical office(s); (b) identification of significant data quality problems following testing of the methodology developed; (c) low or limited use of the model tools and guidance by Member States; and (d) low acceptance or adoption by development partners.

d. Management set-up

The project has been managed by Ms. Samantha WATSON, Labour Statistician on a full-time basis, under the direct supervision of Mr. Kieran WALSH, Senior Statistician of the ILO Department of Statistics (STATISTICS) and under the overall supervision and administrative responsibility of Mr. Rafael Diez de

Medina, Director of STATISTICS. Within STATISTICS, Mr. Iulian POGOR (Statistical Knowledge Management Officer, STATISTICS) contributed to the project by programming the pilot survey tools in the computer administered personal interviewing (CAPI) software program and advising on CAPI and data transfer and storage related matters. Prior to Mr. Kieran WALSH, the project was under the direct supervision of Ms. Elisa BENES (Senior Statistician, STATISTICS), and subsequently, Mr. Vladimir GANTA (Senior Statistician, STATISTICS). To date, three external collaborators have been hired for short duration contracts to assist in the programming of the pilot CAPI tool and to assist with data cleaning and descriptive analysis.

e. Major milestones and exit strategy, with focus on sustainability

- Development of testing strategy, plan, and allied materials
- Qualitative testing
- Operational testing
- Statistical testing
- Dissemination: Good practices and lessons learned identified and widely reported
- Publication of modular time-use tools as part of ILO LFS resources
- Practical guide and accompanying training course on measuring unpaid care and domestic work issued as part of ILO LFS capacity-building resources
- Modular time-use tools and guidance validated with key stakeholders through user-producer workshop

The integration of the project questionnaire modules and allied materials into the ILO STATISTICS broader program of technical support and training is intended to promote sustainability beyond the project lifetime. An ongoing program of technical support to Countries, and close coordination with UN agencies with a mandate on the topic of unpaid domestic and care work.

f. Strategic fit

The project is aligned to recommendations and standards generated at the two most recent International Conferences of Labour Statisticians (ICLS). The 19th ICLS (held in 2013) set out international standards for labour statistics and provided a strong conceptual framework and attendant reference definitions to underpin the production of statistics on unpaid domestic and care work (UDCW) in labour force surveys. The 20th ICLS (held in 2018) identified the need for accompanying work to operationalise the standards, "highlight[ing] the critical need for guidance and methodological development related to time-use methods…" and noting that "the development of standardized methodologies and guidance would be of great benefit and should cover methods of data collection, but also analysis and use of the data generated which have also proven to be complicated."1 Results of the project will be reported to the 21st ICLS later this year.

The Project was also designed to contribute to the following SDGs, ILO's biennial Programme and Budget (P&B):
SDG target 5.4 – Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate;
SDG target 8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value, and
SDG target 8.6 – By 2020, substantially reduce the proportion of youth not in employment, education or training;
ILO Policy Outcome 6 in the Programme & Budget (P&B) 2020-21 **-** Gender equality and equal opportunities and treatment for all in the world of work, in particular *Output 6.1* - Increased capacity of ILO

constituents to promote investments in the care economy and a more balanced sharing of family responsibilities (likewise in the 2022-23 P&B); and
ILO Policy Outcome A in the P&B 2020-21 **-** Authoritative knowledge and high-impact partnerships for promoting decent work, in particular *Output A.1* - More accurate and sustainable statistics on decent work using the latest statistical standards (likewise in the 2022-23 P&B).

The Project, being global in scope, is not expressly aligned with the Decent Work Country Programmes (DWCPs) of the countries involved:
DWCP of India 2018-22
DWCP of Indonesia 2020-25
DWCP of Lesotho 2018-2023 (Priority 2: Access to social protection, is linked to SDG target 5.4).
DWCP of the Republic of Moldova 2021-24.

2. Purpose and objectives of the evaluation

In line with the ILO policy guidelines for results-based evaluation (4th edition, 2020), a final independent evaluation is required for this project, for having a budget above US$1 million for an implementation period over 30 months.

It is primarily a summative evaluation, covering the project design stage and the implementation period. The evaluation also serves an additional purpose of informing the ILO STATISTICS overall strategy for the development of guidance and tools to support Labour Force Survey implementation, to which the Project is designed to contribute, alongside several other activities.

Primary audiences of the evaluation are STATISTICS of the ILO, the UN Expert Group on Time Use methods, and the National Statistics Breaux of Lesotho and the Republic of Moldova.

3. Evaluation scope

a. Timeframe of the evaluation

From the project design stage in 2019 to the implementation period ending in July 2023.

b. Geographical/thematic coverage

Implementation countries: Lesotho and India
Technical assistance for national adaptation / project sustainability: Indonesia and Moldova.

c. Any aspects that will not be covered in the evaluation?

The evaluation will not be able to look at the very end of the implementation period, that is the second half of July 2023. Efforts will be made to take into account any foreseen/actual delivery and achievements in the draft and final evaluation report as much as possible.

The evaluation will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, other non-discrimination concerns, and medium and long-term effects of capacity development initiatives throughout the evaluation methodology and all deliverables, including the final report.

The evaluation will give specific attention to how the project intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, UNDAF/UNSDCF and national sustainable

development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme.

4. Evaluation criteria and questions

The evaluation will apply the following six OECD/DAC criteria, as a framework to determine the merit or worth of the Project intervention.

a. Relevance – The extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change. ("Is the intervention doing the right things?")

   Some suggested questions under this criterion:
   i) To what extend does the Project reflect the priorities and needs of international and national stakeholders?
   ii) To what extend was the Project designed to contribute to the achievement of ILO results at the corporate level, notably against the P&B for 2020-21, including in promotion of gender equality and non-discrimination?
   iii) Has the Project design or implementation plan been adjusted or modified to date? If so, how, why and under what circumstances?
   iv) To what extent have adjustments and modifications been determined by diverse country contexts?

b. Coherence – The compatibility of the intervention with other interventions in a country, sector or institution. ("How well does the intervention fit?")

   Some suggested questions under this criterion:
   i) To what extent is the Project aligned with and/or harmonized to relevant international statistical standards, concepts and definitions? Also, more specifically:
   - Has the Project defined and improved the measurement of unpaid domestic and care work, not only in terms of time use, but also in terms of the indicators specified for production in the 19th ICLS Resolution I of 2013 (including headcounts, participation rates, and volume measures, appropriately disaggregated)?

   ii) Is the project's design and implementation compatible with relevant national and international interventions on the topic of mainstreaming the measurement of unpaid domestic and care work?
   iii) Has the project's design and implementation taken sufficient account of work on the topic by other relevant agencies / departments / parties so as to enhance complementarities and minimize unnecessary duplication? Also, more specifically:
   - How do the data obtained through the supplement module developed under this Project compare with Time Use diary data? [53]
   - Does the project sufficiently recognise the heterogeneity of country practices and capacity in making recommendations and guidelines? [54]

[53] It's noted from the Project team side that: "(t)he project was not designed to assess concordance of estimates produced by an independent time use survey and the LFS pilot module. The project is intended for the refinement of questionnaire design and supporting guidelines for implementation".

[54] A few specific questions were raised from among the key stakeholders, which are of practical, technical / methodological nature:
- Given that labour force surveys can be collected differently from country to country and at different frequencies, how many times should the supplement module on unpaid care and domestic work be collected to provide a good estimate on the unpaid care and domestic work?
- Will this supplement module be advertised as a replacement of, or equivalent tool as, a 24-hour diary? If not, in which circumstances should it be used? Any recommendations for not using it under certain circumstances?

c. Effectiveness – The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups. ("Is the intervention achieving its objectives?")

   Some suggested questions under this criterion:

   i) To what extent have the Project results been monitored and achieved, both in countries and at the global level, to date? [55]
   ii) What were the facilitating and limiting factors in the achievement of the results, both in countries and at the global level?

d. Efficiency – The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way. ("How well are resources being used?")

   Some suggested questions under this criterion:
   i) To what extent did the Project budget provide for the costs to deliver the defined outputs and their conversion into the intended outcomes?
   ii) To what extent did the Project leverage resources e.g. national engagement, any additional funding, expertise etc., for quality and timely implementation?

e. Impact – The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects. ("What difference does the intervention make?")

   Some suggested questions under this criterion:
   i) To what extent does the project's theory of change provide a sound foundation for project impact?
   ii) Is the project on track to achieve its higher-level objectives (first and second-order outcomes)?

f. Sustainability – The extent to which the net benefits of the intervention continue, or are likely to continue. ("Will the benefits last?")

   Some suggested questions under this criterion:
   i) To what extent do the participating countries own the results of the Project and carry them forward in each national context?
   ii) Is there any post-Project support arrangement foreseen among any interested countries, with or without the direct involvement of the ILO and other Project partners?

The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

5. Methodology

- Has the methodology of 24-hour dairy been able to blend with the concepts and data of standard labour force surveys?

[55] Another specific question of practical, technical / methodological nature has been raised from among the key stakeholders, as follows: What are the proposed data collection methods (CAPI, CATI, CAWI)? If more than one collection methods are proposed, were they all tested? If so, did they all perform equally?

It is proposed to employ multiple methods to collect relevant evidence and to triangulate the information, mainly mixing those listed below, not necessarily requiring any travel to the ILO headquarters or to any countries involved in the project.

- desk review of all the key project documents and other relevant references to be provided by the Evaluation Manager;
- key informant interviews through online tools (and/or possibly in person, depending on the location of the evaluator and the venue of appropriate occasions to undertake such interviews);
- review of draft evaluation report by the Project stakeholders to ensure factual accuracies/clarifications and any final inputs in writing; and
- online stakeholders' workshop to validate information and data collected for the evaluation and to inform the final evaluation report.

The methodology should include examining the intervention's Theory of Change, with particular attention to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data, and should be able to capture intervention's contributions to the achievement of expected and unexpected outcomes.

The data and information should be collected, presented and analyzed with appropriate gender disaggregation even if project design did not take gender into account.

To the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue, diversity and non-discrimination, including disability issues.

The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

The detail approach and methodology, including the workplan should be part of the inception report.

The methodology should ensure involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g. stakeholder workshop, debriefing of project manager, etc.)

The evaluator may adapt the methodology, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

6. Main deliverables

Deliverable 1. Inception report by late May 2023.
Deliverable 2. Stakeholder workshop in early July 2023.
Deliverable 3. Draft evaluation report by mid-July 2023
Deliverable 4. Final evaluation report, using the relevant templates for the Title Page, the Executive Summary and Annexes including lessons learned and emerging good practices in the ILO Template, by end-August 2023.

The quality of the report will be assessed against the relevant Checklists of the ILO Evaluation Office (EVAL). See also 9. Annex below.

7. Management arrangements and workplan

a. Reporting lines

ILO Evaluation Manager (EM): Ms. Yoshie ICHINOHE
Independent Evaluator: Ms. Diane BOMBART
ILO Department Evaluation Focal Point (DEFP), STATISTICS: Mr. Sarna RITASH
ILO Senior Evaluation Officer, EVAL: Mr. Craig RUSSON

b. Key stages of the evaluation process and an indicative time frame, including milestones / deadlines.

Key output	Activities	Responsibility	# of work days	Tentative dates
Evaluation ToR	Consult with key stakeholders by 29 March 2023 → complete draft ToR by 31 March 2023 → circulate for comments for some 2 weeks until 17 April 2023 → finalize ToR	EM + DEFP to approve final ToR	n/a	By 21 April 2023 (Updated on 10 May 2023, to be annexed to the consultancy contract)
Evaluator selected & contracted	Prepare call for Expression of Interest (EoI) → publish the call by 31 March 2023 for some 2 weeks (application deadline: 17 April 2023) → assess and rank the applications → final selection → initial briefing; share ToR and other key documents; contract prepared and issued.	EM + EVAL to publish the call for EoI + DEFP to approve the selection. + STATISTICS to support contract administration.	n/a	By 28 April 2023 (Contract to be issued by mid-May 2023)
Inception report	Desk review; initial consultation with the project team → submit draft inception report to EM for review/any comments, by 24 May 2023 → finalize	Evaluator + EM to review and approve.	3.0	By 29 May 2023
Initial draft evaluation report	Undertake evaluation activities → Prepare an initial set of draft report including relevant annexes/ templates.	Evaluator	15.0	By 30 June 2023
Stakeholder / restitution Workshop & Draft Evaluation report	Prepare presentation slides by 3 July 2023, and send them to EM for preview → conduct an online consultation with the stakeholders (only one session foreseen, taking into account different time zones), to inform the evaluation report → Submit the full set of draft report including relevant annexes in the ILO template and submit to EM by 10 July → Introduce any revisions as required, following EM review.	Evaluator + EM to send out the invitation with details and chair the workshop, and to review/clear the draft report thereafter. + STATISTICS to provide any logistical support for the workshop.	1.0	By 14 July 2023
Stakeholder feedback	Circulate the draft report among the stakeholders for comments from mid-July to early-Aug 2023 (some 3 weeks) → Compile the comments and send to the	EM	n/a	By 11 August 2023

	Evaluator for consideration and appropriate follow-up.			
Final evaluation report	Incorporate the written (or oral) feedback from the stakeholders → Submit a complete set of the final evaluation report to EM for review/any comments, by 18 Aug 2023 → finalize.	Evaluator + EM to review and approve + DEFP to review and approve + Senior EVAL officer to review and approve	1.0	By 31 Aug 2023
Total			20.0	

c. Expected competencies and qualifications of evaluator

i) No previous involvement in the project under evaluation.
ii) Relevant post-graduate degree in social statistics and/or economic development.
iii) Demonstrated technical knowledge on unpaid domestic and care work.
iv) Minimum five (5) years of professional experience in undertaking evaluation of development cooperation projects, particularly in the areas of evidence-based policy development, national statistical capacity building, data to policy pathways, mainstreaming gender statistics, among others.
v) Relevant working experiences in middle- and low-income countries.
vi) Work experience in the UN system or other international development entities, preferably on applied statistics.
vii) Experience in facilitating workshops on evaluation findings, including with multi-stakeholders such as the ILO tripartite constituents.
viii) Fluency in English is essential.

8. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. The evaluator will abide by the ILO Evaluation Office (EVAL)'s Code of Conduct for carrying out the evaluations and will follow UN Evaluation Group (UNEG) ethical guidelines. The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

9. Annex

Evaluator's Code of Conduct Form
EVAL's Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures
Guidance Note 3.1. Integrating gender equality in monitoring and evaluation of projects, and UNEG documents
Guidance Note 3.2 on adaptive evaluation methods to the ILO's normative and tripartite mandate
Checklist 4.8. Writing the inception report
Checklist 4.2. Preparing the evaluation report and Checklist 4.4. Writing the evaluation report summary
Templates for the evaluation lessons learned and good practices.

Annex B. Evaluation questions matrix

Questions (partly shortened)	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholders /Informants	Analysis and assessment
RELEVANCE To what extent does the planned result of "Closing the Gender Data Gap" respond to the needs and priorities in terms of UCDW data? How did the Covid-19 pandemic influence the relevance of "Closing the Gender Data Gap"? To what extent do the outputs respond to needs and priorities? How relevant were changes in planned activities due to the Covid-19 pandemic to the possibly changed needs and priorities?	• The project responds to international standards and commitments on the measurement of UCDW, notably the tripartite ICLS standards • The project follows ILO strategic objectives • The project addresses identified factors for shortcomings in UCDW measurement • Changes made to the project responded to changes in needs and priorities that arose during the Covid-19 pandemic	• ILO internal strategies and standards • External documents • Interviews with project staff • Interviews with implementation partners (users)	• Desk review • Semi-structured interviews	• Consultant's search • Documents suggested by project leader and interviewees • Staff of ILO and implementation partners	• Assess the fit between the project's *expected results* and international standards, needs and priorities • Assess the fit between the project's *approach* and external demand
COHERENCE How coherent is the intervention with international statistical standards, concepts and definitions, particularly with the definitions 19th ICLS Resolution I of 2013? From the perspective of users, how coherent is "Closing the Gender Data Gap" with other ILO, national or international efforts to mainstream the measurement of UCDW?	• The project deliverables are aligned with international statistical standards on UCDW • Users and partners describe the project as complementary or even synergetic to other national or international efforts to mainstream the measurement of UCDW • Users and partners recognize the value added of the project and/or the comparative advantage of ILO for mainstreaming the measurement of UCDW	• Project documentation • External documents • Users (implementation partners)	• Desk review • Semi-structured interviews	• Consultant's search • Staff of user institutions • Staff of partner institutions	• Identify further initiatives aimed at mainstreaming UCDW measurement • Synthetise interviewees' assessments • Assess the complementarity and synergy of the project with these initiatives

Questions (partly shortened)	Measure(s) or indicator(s)	Data sources	Data collection method	Stakeholders /Informants	Analysis and assessment
EFFECTIVENESS & SUSTAINABILITY How scalable are the UCDW modules in terms of availability, accessibility, boundary partners' awareness and user-friendliness? What were the positive and negative effects of the Covid-19 pandemic on the project's effectiveness?	• The modules are ready for use and accessible to potential users • Number of potential users informed about their availability • Implementation partners' assessment of the user-friendliness of the modules • Covid-19 induced difference between planned and achieved outputs • The Theory of change is consistent, i.e. the planned activities are adequate to contribute to the expected outcomes	• Project documentation (deliverables and reports) • ILO Website • Interviews with ILO project and non-project staff • Interviews with implementing partners	• Desk review • Semi-structured interviews	• Consultant's search • Staff of user institutions • Project staff	• Assess scalability of the light UCDW modules • Based on the scalability, assess the likeliness that outcomes are achieved • Assess losses and gains in results due to the covid-19 pandemic
EFFICIENCY How well were the project resources (time, staff and funds) managed, especially under the particular constraints caused by the Covid-19 pandemic? How efficient is the project's approach to the measurement of UCDW for reaching the expected outcomes?	• Decisions to reallocate staff time and resources or to adapt activities under the Covid-19 crisis were made in an agile way • The input-output ratio of light UCDW modules is judged better than the input-output ratio of other measurement methodologies by stakeholders	• Project reports • Interviews with project staff • Interviews with partners and users • Documentation on alternative measurement methods (e.g. time use diary)	• Desk review • Semi-structured interviews	• Project staff • Staff of partner and user institutions	• Assess measures taken to adapt to the Covid-19 crisis • Comparatively and qualitatively assess the relation between resources needed and quality of data obtained with different measurement methodologies
IMPACT What are the underlying assumptions behind the project's claim to contribute to of evidence-based gender-related policy making? Do they legitimate the project's claim to contribute to reduced gender gaps in the provision of UCDW and participation in the labour market?	NA (impact cannot be observed or attributed to the project)	• Literature on commensuration and evidence-based policy	• Desk review	• Own search	• Short summary of literature regarding the causal assumptions between the availability of data and improvements in policy and the life of end beneficiaries

Annex C. Lessons learned templates

ILO Lesson Learned Template

Project Title: "Closing the Gender data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda"

Project TC/SYMBOL: GLO-19-25-UNF

Name of Evaluator: Diane Bombart **Date: 11.07.2023**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Mainstreaming LFS modules such as the time use module requires dedicated activities and adequate resources. In the case of "Closing the Gender Data Gap", these were not planned in the project budget.
Context and any related preconditions	The development and integration into global guidance of modules like the time use module is an efficient one-time undertaking, with possible adaptations based on learning afterwards. However, their wide uptake depends on STATISTICS's capacities (staff time and expertise) to support them in collaboration with partners, and to raise awareness and interest in the long run. Modules pertain to different thematic fields adjacent to work such as labour migration, occupational injuries, barriers to employment or volunteer work. Each field potentially brings a different ecosystem to engage with for coherent mainstreaming, which requires additional staff time. It is thus reasonable to assume that the more topical modules STATISTICS offers as part of its LFS system, the more awareness-raising, support and coordination activities it is engaged in and the more resources it takes to ensure their upscaling in the longer run (despite possible synergies).
Targeted users / Beneficiaries	NSOs.
Challenges /negative lessons - Causal factors	In the case of the project, the extra resources needed at STATISTICS for ensuring the uptake of the time use module were not considered in the Theory of Change. The full-time position created for the development and testing of the module was supposed to end with the project, which would have jeopardized the effectiveness of the project at outcome level. This put strain on STATISTICS's resource management.
Success / Positive Issues - Causal factors	ILO staff is highly committed to fostering modules' uptake by countries.
ILO Administrative Issues (staff, resources, design, implementation)	Because of the numerous synergies between the labour-related topics, the amount of resources (staff time and field-specific expertise) needed at STATISTICS to ensure mainstreaming of topical modules will arguably not be multiplied by the number of modules developed. Yet it is likely to increase with each new topic.

ILO Lesson Learned Template

Project Title: "Closing the Gender data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda"

Project TC/SYMBOL: GLO-19-25-UNF

Name of Evaluator: Diane Bombart **Date: 11.07.2023**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned (link to specific action or task)	NSOs are not necessarily aware of ILO's mandate and guidance to support them in capturing own-use production of services. Awareness-raising activities are important in ensuring uptake.
Context and any related preconditions	Time use data has different angles. It is approached by different organisations, each with a specific mandate. There are overlapping areas between these mandates. This is potentially confusing for NSOs. Different activities conducted by ILO in the context of "Closing the Gender Data Gap" constitute a first step in ensuring the mainstreaming of the time use module by raising their awareness of ILO's mandate, materials and support possibilities. These included joint letters of invitations, trainings (partly with UN Women) and user-producer workshops.
Targeted users / Beneficiaries	NSOs
Challenges /negative lessons - Causal factors	In some cases, NSOs do not know about the mandate of ILO or which agency to address regarding time use data collection.
Success / Positive Issues - Causal factors	Joint support and proactive awareness-raising can foster coherence from the point of view of NSOs. This is the case of user-producer workshops organized by ILO at national and regional levels and trainings organized jointly with UN Women.
ILO Administrative Issues (staff, resources, design, implementation)	ILO staff with experience working in NSOs can help understand the perspective and challenges of NSOs in apprehending the variety of stakeholders they are involved with on the specific issue of UCDW.

Annex D. Emerging good practices templates

ILO Emerging Good Practice Template

Project Title: "Closing the Gender data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda"

Project TC/SYMBOL: GLO-19-25-UNF

Name of Evaluator: Diane Bombart **Date: 11.07.2023**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The early-on collaboration with UN Women in Eastern and Southern Africa accelerates progress towards outcomes and can yield better results in terms of country uptake of the time use module. Together, the agencies delivered training, sent letters of invitations to NSO to implement the TUM and applied for a BMGF grant for funding the scaling up phase.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This active collaboration between the UN Women regional gender statistician and the project leader at ILO headquarters required two persons dedicated to the task of mainstreaming the TUM. It is not clear whether ILO has sufficient resources to engage in this level of collaboration at the regional level, as regional labour statisticians are in charge of the entire system of LFS and add-on modules.
Establish a clear cause-effect relationship	Because of the joint training and letters of invitation, countries in the region became aware that the TUM was available, as well as coordinated support by the two agencies to support its implementation. This incentivized them to envisage implementing a TUM as part of their next LFS.
Indicate measurable impact and targeted beneficiaries	One NSO has started the process of implementing the TUM in the context of the national LFS. More countries have expressed interest.
Potential for replication and by whom	This collaboration could be replicated between UN Women regional gender statisticians and ILO regional labour statisticians in other regions or – in case a TUM-specific position at headquarters is maintained – in a triangle between headquarters and regional staff of both agencies.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This fits into ILO's approach to increase cooperation and partnership (p.13 of ILO's strategic plan for 2022-25)
Other documents or relevant comments	

ILO Emerging Good Practice Template

Project Title: "Closing the Gender data Gap on unpaid care and domestic work to support monitoring the 2030 Agenda"

Project TC/SYMBOL: GLO-19-25-UNF

Name of Evaluator: Diane Bombart **Date: 11.07.2023**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project leader and STATISTICS staff showed strong adaptivity and reactivity in the face of the restrictions due to the Covid-19 pandemic. This is a good practice in results-oriented management.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Results orientation means putting the focus on agreed results. If needed, the type and timing of activities can be reviewed to ensure the achievement of results. During the lockdowns in 2020 and 2021, this had to be done often.
Establish a clear cause-effect relationship	Under these very uncertain conditions, the project leader, STATISTICS and partners took a number of decisions to guarantee the development, testing, refinement and dissemination of the Time Use Module despite pandemic-induced restrictions. Reshuffle the operational budget, select partners of a different type, change the sequence and pace of activities, develop additional activities when others where not implementable, etc.
Indicate measurable impact and targeted beneficiaries	The project is reaching its results, both at output and first-order outcome levels, despite the Covid-19 pandemic.
Potential for replication and by whom	Adaptivity is a general skill that can be applied in many situations. This is replicable by ILO operational staff in any uncertain context, e.g. in crisis-affected areas and fragile countries, during global health crises, in the event of natural catastrophes. It is also applicable to any issue preventing the activities to be conducted or to lead to the expected results.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This fits into ILO's strategic plan §46 on further enhancing results-based management systems (p.13 of ILO's strategic plan for 2022-25).
Other documents or relevant comments	

Annex E. List of persons interviewed and participants to the online stakeholder workshop on initial evaluation results

All interviews were conducted online via MS Teams. The evaluation manager facilitated the workshop. The evaluation consultant presented the initial findings and led the discussion of recommendations.

Interviewed persons (in chronological order of interview schedule):

	NAME	ORGANISATION	DESIGNATION
1	Kieran Walsh	ILO STATISTICS	Sr Statistician
2	Samantha Watson	ILO STATISTICS	Project lead, Labour Statistician, work statistics
3	Maria Payet	ILO Subregional Office for Southern Africa	Regional Labour Statistician
4	Neetha N.	Centre for Women's Development Studies	Professor
5	Laura Addati	ILO Gender, Equality, Diversity and Inclusion Branch of the Conditions of Work and Equality Department (GEDI/WORKQUALITY)	Maternity Protection and Work Family Specialist, Coordinator of the ILO Gender Action Plan
6	Elena Vatcarau	National Bureau of Statistics, Republic of Moldova	Main advisor, Employment Statistics Division
7	Natalie Kleinknecht	National Bureau of Statistics, Republic of Moldova	Head of the Earnings Statistics Division
8	Tite Habiakare	ILO Regional Office Asia and the Pacific	Regional Labour Statistician
9	Patricia Houle	Statistica Canada STATCAN UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics	Chair of UNSD Expert Group
10	Bimbika Sijapati Basnett	Prospera	Project Manager
11	Paz Arancibia Roman	ILO Regional Office for Latin America and the Caribbean	Senior Specialist, Gender Equality and Non-discrimination
12	Ala Negruta	UN Women	Gender Statistics Specialist, Europe and Central Asia Regional Office
13	Isabella Schmidt	UN Women, Regional Office East & Southern Africa	Statistics Specialist, UN Women East & Southern Africa Regional Office
14	Iulian Pogor	ILO STATISTICS	Knowledge management Department of Statistics
15	Jessamyn Encarnación	UN Women (Global gender data programme, Women Count)	Inter-Regional Advisor on Gender Statistics
16	Ritash Sarna	ILO STATISTICS	Head, Dept Management and Support Unit

Participants to the online stakeholder workshop on initial evaluation results (in alphabetical order):

	NAME	ORGANISATION	DESIGNATION
1	Bimbika Sijapati Basnett	Prospera	Project Manager
2	Elena Vatcarau	National Bureau of Statistics: Republic of Moldova	Main advisor, Employment Statistics Division
3	Indrani Mayumdar	Centre for Womens' Development Studies (CWDS)	
4	Isabella Schmidt	UN Women, Regional Office East & Southern Africa	Statistics Specialist, UN Women East & Southern Africa Regional Office
5	Jessamyn Encarnación	UN Women (Global gender data programme, Women Count)	Inter-Regional Advisor on Gender Statistics
6	Kieran Walsh	ILO STATISTICS	Sr Statistician
7	Koenane Andrew Mohlomi	Lesotho Bureau of Statistics	Assistant Statistician
8	Laura Addati	ILO GEDI	Maternity Protection and Work Family Specialist, Coordinator of the ILO Gender Action Plan
9	Neeraja Penumetcha	Data 2X	Associate Director of Programs and Operations
10	Neetha N.	Centre for Women's Development Studies	Professor of Development Economics
11	Patricia Houle	UN Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics	Chair, UNSD Expert Group on Innovative and Effective Ways to Collect Time-Use Statistics & Project Manager, STATCAN
12	Rafael Diez de Medina	ILO STATISTICS	Director
13	Ritash Sarna	ILO STATISTICS	Head, Dept Management and Support Unit
14	Samantha Watson	ILO STATISTICS	Project lead, Labour Statistician, work statistics
15	Tite Habiyakare	ILO Regional Office Asia and the Pacific	Regional Labour Statistician
16	Vipasana Karkee	ILO STATISTICS	Jr Microdata Analyst

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Annex G. Evaluation schedule

Evaluation phases	Activities	Timing (2023)	Outputs
Inception phase (May)	Conduct inception interview with project leader	May 16	Draft Inception report
	Preliminary desk review	Week of May 15	
	Draft inception report	May 24	
	Review, adapt and approve final inception report (Review/clearance by EM)	May 30	Final inception report
Data collection and synthesis phase (June)	Conduct interviews with stakeholders	From late-May (as soon as the inception report is finalized) towards late June	
	In depth desk review		
	Collection and analysis of available data		
	Synthesis, sense making and drafting of evaluation report and annexes + Draft presentation slides (quick preview by EM)	July 3	Presentation slides
Finalization and restitution (July-Aug)	Stakeholder workshop on evaluation results	July 6	
	Integration of oral comments into draft evaluation report (à Review/clearance by EM)	July 17	Final draft evaluation report submitted
	Circulation of final draft report to stakeholders for written feedback (consolidated by EM for follow-up by the Evaluator)	July 19 to August 11	
	Integration of written feedback into final draft report and submission to ILO	August 22	Final report with the complete package of required annexes per ILO templates submitted