



Promoting Workers' Rights and Gender Equality at Work in Africa- Phase II

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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 Acronyms

Acronym	Full Term
ACTRAV	Bureau for Workers' Activities
CBA	Collective Bargaining Agreement
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CETU	Confederation of Ethiopian Trade Unions
CO	Country Office
CEACR	Committee of Experts on the Application of Conventions and Recommendations
DAC	Development Assistance Committee
DWCP	Decent Work Country Programme
EVAL	ILO Evaluation Office
GEDI	Gender, Equality, Diversity and Inclusion Branch
GBVH	Gender-Based Violence and Harassment
GTAC	Gender Technical Advisory Committee
HQ	Headquarters
ILC	International Labour Conference
ILO	International Labour Organization
ILS	International Labour Standards
IR	Inception Report
KII	Key Informant Interview
M&E	Monitoring and Evaluation
NORAD	Norwegian Agency for Development Cooperation
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
OSH	Occupational Safety and Health
PRODOC	Project Document
RBM	Results-Based Management
SDG	Sustainable Development Goal
SOP	Standard Operating Procedure
ToC	Theory of Change
ToT	Training of Trainers
TOR	Terms of Reference
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework

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Finally, the evaluator emphasizes that the findings, interpretations, conclusions, and recommendations presented in this report are those of the evaluator alone and do not necessarily reflect the views or official positions of the International Labour Organization, its constituents, or the donor.

EXECUTIVE SUMMARY

Project Background

The ILO project *Promoting Workers' Rights and Gender Equality at Work in Africa (Phase II)* (RAF/24/10/NOR) was implemented from January 2025 to March 2026 with financial support from the Government of Norway, Ministry of Foreign Affairs/Norwegian Agency for Development Cooperation (NORAD) across Ethiopia, Malawi, Mozambique, Tanzania, Uganda, and Ghana. The intervention was jointly implemented by the ILO Bureau for Workers' Activities (ACTRAV) and the Gender, Equality, Diversity and Inclusion Branch (GEDI).

The project responded to persistent workers' rights, labour governance, and workplace equality challenges, including limited institutional capacity of workers' organizations to engage effectively with International Labour Standards (ILS) systems and labour governance mechanisms, uneven integration of gender equality into labour governance and social dialogue processes, and continuing workplace barriers related to care responsibilities, gender-based violence and harassment (GBVH), and unequal access to decent work.

The intervention was structured around two mutually reinforcing outcomes. Outcome 1 focused on strengthening workers' organizations' engagement with labour governance and ILS-related mechanisms, including advocacy, reporting, ratification, and supervisory processes. Outcome 2 focused on strengthening constituents' capacities to create a conducive environment for gender equality through Equality@Work interventions at the national, sectoral and workplace levels, particularly in relation to GBVH prevention, care systems, gender-responsive collective bargaining, labour inspection, and inclusive workplace practices.

The project's intervention logic assumed that strengthened institutional capacities and normative engagement, combined with workplace-level operationalization of Equality@Work¹ agendas, would contribute to improved labour governance, stronger protection of workers' rights, and more inclusive workplace practices.

A defining feature of the intervention was the integrated ACTRAV–GEDI implementation model, which linked labour governance and Equality@Work programming in a mutually reinforcing manner. The project primarily targeted workers' organizations and tripartite constituents while also engaging employers' organizations, government institutions, sectoral actors, and workplace-level stakeholders.

The evaluation found that the project generated credible contributions to workers' rights promotion, gender equality awareness, workplace dialogue, and institutional capacity strengthening. However, sustainability and institutional consolidation varied across contexts and remained influenced by institutional readiness, absorptive capacity, leadership continuity, and broader enabling environments.

Evaluation Background

This final internal evaluation was conducted in line with the ILO Evaluation Policy, UNEG Norms and Standards, and OECD/DAC evaluation criteria (2019). The evaluation covered the full implementation period from January 2025 to March 2026 across the six participating countries.

The evaluation served both accountability and learning purposes. It assessed the project's relevance, coherence, effectiveness, efficiency, sustainability, and early signs of impact while generating lessons and recommendations to inform future programming and potential follow-on interventions.

¹ "Equality@Work" in this report refers to ILO-supported approaches promoting gender equality, non-discrimination, inclusion, and decent work through workplace- and institutional-level interventions aligned with International Labour Standards, social dialogue principles, and the ILO Decent Work Agenda.

Particular attention was given to assessing the extent to which project-supported interventions progressed from capacity development and operational experimentation toward practical application, institutional uptake, and sustainability.

Stakeholder consultations included ACTRAV and GEDI technical units, ILO regional and country offices, workers' and employers' organizations, government representatives, sectoral actors, workplace-level stakeholders, and the development partner.

Evaluation Methodology

The evaluation adopted a theory-based, mixed-methods and contribution-oriented approach suitable for assessing a complex multi-country intervention operating across institutional, normative, and workplace dimensions. Rather than attributing observed changes exclusively to the project, the evaluation assessed the project's plausible contribution to behavioural, operational, and institutional changes.

The methodology combined systematic desk review with semi-structured Key Informant Interviews (KIIs). Stakeholder selection followed a purposive and tiered sampling strategy to ensure balanced tripartite representation, analytical relevance, cross-country coverage, and triangulation across strategic, implementation, and beneficiary levels.

The analysis applied four complementary analytical lenses: institutionalization, utilization, comparative analysis, and contribution analysis, with particular attention to whether interventions progressed beyond awareness-raising and pilot implementation toward operational integration and institutional continuity.

Given the project's relatively short implementation period, the evaluation assessed emerging contribution pathways and early institutional signals rather than mature long-term outcomes. Methodological limitations included uneven availability of outcome-level monitoring data, reliance on qualitative evidence to assess behavioural and institutional change, and limitations associated with virtual data collection. These constraints were mitigated through systematic triangulation and cross-verification of evidence.

MAIN FINDINGS

Relevance

The project was strategically relevant and well aligned with labour governance and workplace equality challenges across participating countries. It addressed institutional gaps affecting workers' organizations' engagement with labour governance systems while also responding to workplace-level barriers related to GBVH, care systems, and inclusive labour practices.

The integrated framing of workers' rights and Equality@Work agendas strengthened institutional receptivity and operational legitimacy across multiple contexts. However, implementation trajectories varied considerably according to labour governance maturity, institutional functionality, and absorptive capacity.

Coherence

The project demonstrated strong internal and external coherence. The integrated ACTRAV–GEDI implementation model represented a major comparative advantage by reducing fragmentation between labour governance and Equality@Work programming.

The two outcomes reinforced each other effectively, with Outcome 1 strengthening engagement with labour governance and ILS mechanisms, while Outcome 2 translated these principles into practical workplace-level

interventions.

The project also aligned strongly with relevant ILO frameworks, International Labour Standards, and national priorities. However, regional peer learning and structured cross-country exchange mechanisms remained comparatively limited.

Effectiveness

The project generated meaningful operational uptake and behavioural adaptation across participating organizations and stakeholder groups. Evidence demonstrated practical application of project-supported knowledge and tools in areas including advocacy, collective bargaining processes, workplace policy discussions, GBVH prevention initiatives, and engagement with labour governance systems.

Workplace-level operationalization emerged as one of the project's strongest contribution pathways. However, operational uptake advanced more rapidly than formal institutional integration, with many practices remaining dependent on institutional champions, external facilitation, or continued accompaniment.

Employer engagement and tripartite accountability mechanisms also remained uneven across some contexts.

Efficiency

The project demonstrated comparatively strong operational efficiency relative to its geographic scope, institutional complexity, and compressed timeframe. The intervention effectively leveraged existing ACTRAV, GEDI, and tripartite structures to support implementation and coordination.

The integrated ACTRAV–GEDI model further strengthened operational coordination efficiency by promoting complementarities between labour governance and Equality@Work agendas.

However, coordination and adaptive management processes remained highly dependent on facilitation capacities and key individuals rather than fully institutionalized systems. RBM systems also remained comparatively activity-oriented, limiting systematic tracking of institutional uptake, sustainability, and longer-term change pathways.

Sustainability

Sustainability prospects were assessed as mixed and highly context-dependent. The project generated credible enabling conditions for longer-term institutional strengthening; however, sustainability remained influenced by labour governance maturity, institutional ownership, absorptive capacity, and continued technical accompaniment.

The evaluation found stronger evidence of continued operational use and behavioural openness than of durable institutional consolidation. While some practices demonstrated emerging normalization within participating organizations, formal continuity mechanisms, procedural embedding, and resource commitments remained comparatively underdeveloped.

Impact / Early Signs of Impact

Given the short implementation period, the evaluation assessed early signs of impact rather than mature long-term outcomes. Evidence suggests that the project contributed to increased normalization of Equality@Work agendas within labour governance discourse and strengthened openness toward integrating gender equality dimensions into labour rights discussions.

The intervention also contributed to behavioural and procedural changes at organizational and workplace levels, particularly related to GBVH awareness, workplace dialogue, and inclusion-related practices. However, evidence of durable institutional transformation remained uneven across contexts.

Overall, the project functioned more credibly as a catalytic institutional strengthening intervention than as a mature reform programme. Its most visible contributions were observed in strengthening workers' institutional engagement, promoting gender-responsive approaches to equality at work, and reinforcing participatory dialogue processes linked to labour rights and representation.

Conclusions

The evaluation concludes that the project constituted a strategically relevant and operationally effective intervention linking workers' rights promotion, labour governance strengthening, and Equality@Work agendas within a coherent institutional framework. The integrated ACTRAV–GEDI implementation model represented a major comparative advantage and strengthened both operational legitimacy and thematic coherence.

The project's strongest contribution lay in catalyzing operational and behavioural shifts across labour governance and workplace equality domains, particularly through workplace-level interventions translating normative agendas into practical action.

At the same time, institutional consolidation remained uneven across implementation contexts. Operational progress frequently exceeded formal governance embedding, while sustainability pathways remained dependent on ecosystem maturity, institutional readiness, and continued accompaniment.

The project demonstrated stronger capacity for catalytic institutional strengthening than for achieving mature institutional consolidation within the available timeframe. Future interventions would benefit from more differentiated country implementation pathways, stronger institutionalization sequencing, enhanced governance embedding strategies, strengthened sustainability planning, and more mature monitoring and learning systems.

Lessons Learned and Emerging Good Practices

The evaluation identified several transferable lessons and emerging good practices relevant to future labour governance and Equality@Work programming.

First, integrating Equality@Work agendas within broader labour governance and workers' rights frameworks increased institutional receptivity and operational legitimacy.

Second, workplace-level operationalization provided an effective pathway for translating normative commitments into practical behavioural and procedural change.

Third, institutional consolidation requires substantially longer time horizons than behavioural adaptation and operational uptake. Capacity development and pilot implementation do not automatically translate into durable institutional embedding without sustained governance and continuity mechanisms.

Fourth, implementation effectiveness and sustainability varied significantly according to institutional absorptive capacity, labour governance maturity, and ecosystem readiness, demonstrating the limitations of uniform implementation assumptions across diverse country contexts.

An important emerging good practice was the integrated ACTRAV–GEDI implementation model, which demonstrated strong strategic and operational value through coordinated programming, reduced fragmentation, and strengthened coherence between labour governance and Equality@Work agendas.

Recommendations

Strategic and Institutional Recommendations

- ACTRAV and GEDI should adopt phased institutional strengthening approaches that distinguish more explicitly between behavioural adaptation, operational uptake, and formal institutional consolidation.
- Future interventions should apply differentiated country implementation pathways based on labour governance maturity, institutional readiness, and absorptive capacity.
- Integrated ACTRAV–GEDI programming models should be further institutionalized through strengthened joint planning, coordination, and governance arrangements.

Sustainability and Governance Recommendations

- The ILO should strengthen governance embedding strategies by integrating project-supported practices more systematically into collective bargaining systems, organizational procedures, and institutional accountability mechanisms.
- Future programming should integrate sustainability and institutional continuity planning from the design stage, including clearer ownership pathways, post-intervention accompaniment mechanisms, resource planning, and institutional transition strategies.
- The evaluation also recommends strengthening substantive employer engagement and tripartite accountability mechanisms beyond procedural participation.

Operational and Learning Recommendations

- The ILO should consolidate and scale workplace-level operational models, particularly related to GBVH prevention, care systems, and inclusive workplace practices.
- ACTRAV and GEDI should strengthen RBM architecture, institutionalization tracking systems, adaptive management approaches, and sustainability monitoring mechanisms.
- Future interventions should establish more structured regional peer learning and cross-country exchange mechanisms to facilitate replication, adaptation, and institutional learning.

1. INTRODUCTION

1.1 Project Background and Context

Promoting workers' rights, gender equality, and inclusive labour governance remains a significant challenge across many African labour markets, particularly in contexts characterized by informality, structural inequalities, limited institutional capacity, and persistent gender-based discrimination. Despite important policy advances, substantial gaps remain between formal labour rights commitments and implementation in practice, especially for women workers and workers in vulnerable forms of employment.

The COVID-19 pandemic further exposed weaknesses in labour governance systems, social dialogue mechanisms, and institutional capacities to respond to evolving labour market challenges, while reinforcing the importance of inclusive labour institutions and effective workers' representation.

Within this context, the International Labour Organization (ILO), through the Bureau for Workers' Activities (ACTRAV) and the Gender, Equality, Diversity and Inclusion Branch (GEDI), with financial support from the Government of Norway, implemented Phase II of the project Promoting Workers' Rights and Gender Equality at Work in Africa (RAF/24/10/NOR). The intervention built on earlier initiatives aimed at strengthening workers' organizations and advancing gender-responsive labour governance and social dialogue across Ethiopia, Ghana, Malawi, Mozambique, Tanzania, and Uganda.

The intervention aligned with the ILO Decent Work Agenda and the Organization's normative mandate on gender equality, non-discrimination, tripartism, and social dialogue, while contributing to SDGs 5, 8, and 10.

The project aimed to strengthen the institutional and technical capacities of workers' organizations to promote workers' rights and gender equality through awareness raising, advocacy, gender mainstreaming, institutional strengthening, and engagement in labour governance and social dialogue processes.

In line with the ILO's tripartite mandate, the intervention emphasized stakeholder engagement and dialogue as enabling factors for institutional learning and sustainable change.

1.2. Project Description and Theory of Change

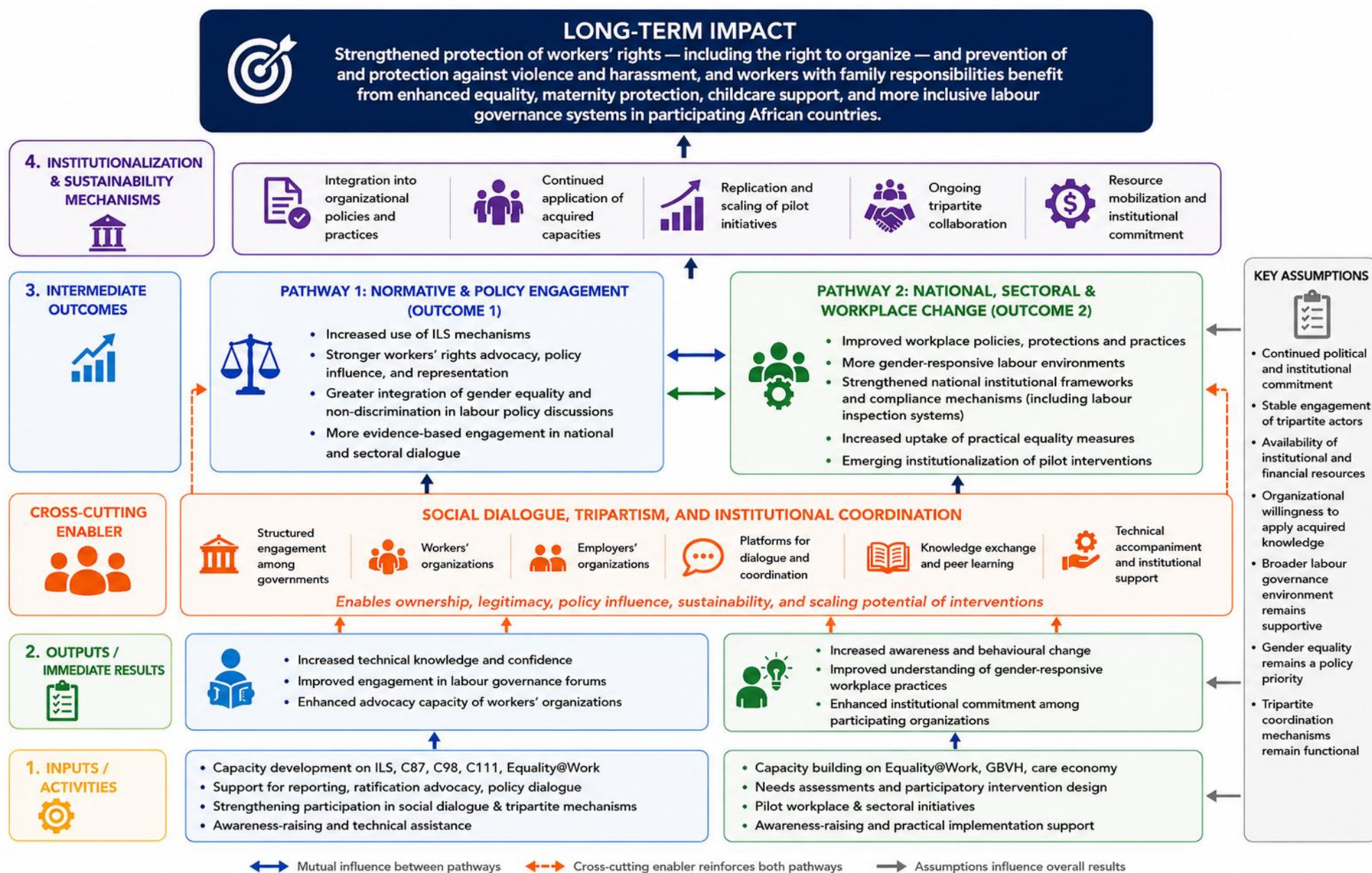
The project sought to strengthen workers' organizations' capacities to promote workers' rights and gender equality within labour governance systems, workplace practices, and social dialogue processes. Phase II was jointly implemented by ACTRAV and GEDI, reflecting an integrated approach linking labour rights and Equality@Work agendas.

The intervention recognized that workers' organizations continue to face operational and institutional constraints related to technical capacity, organizational sustainability, outreach to vulnerable workers, and integration of gender equality within institutional practices.

To address these challenges, the project combined:

- capacity development;
- institutional strengthening;
- stakeholder engagement;
- peer learning;
- advocacy support;
- and workplace-level Equality@Work interventions.

Figure 1: Reconstructed Theory of Change and Institutional Contribution Pathways



Source: Author's interpretation based on the Project Document and Results Framework (26 November 2024)

The project's Theory of Change assumed that:

- strengthening knowledge and technical capacities on workers' rights, gender equality, and labour governance;
- promoting inclusive institutional practices;
- and strengthening participation in advocacy and social dialogue² processes

would improve workers' organizations' ability to advance workers' rights and gender equality within labour market institutions and policy processes.

This causal pathway was reflected in examples where project-supported capacity development contributed to the integration of care-responsive commitments into collective bargaining processes and to the development of institutional SOPs intended to formalize gender-responsive workplace practices.

The intervention further recognized that sustainable progress requires not only knowledge gains, but also organizational uptake, leadership commitment, institutional follow-through, and continued engagement within labour governance systems.

A distinctive feature of the intervention was the integration of gender equality within broader workers' rights and organizational strengthening efforts rather than treating Equality@Work as a stand-alone thematic component. While Output 2.2 primarily focused on sectoral and workplace-level Equality@Work pilot interventions, Output 2.1 also supported significant national-level institutional strengthening, policy dialogue, labour inspection, collective bargaining, and supervisory compliance processes in Ethiopia and Malawi. These interventions contributed to strengthening the enabling environment for gender equality through institutional, regulatory, and tripartite mechanisms beyond the workplace level.

To support the contribution-oriented analysis³, the evaluation reconstructed the project's Theory of Change based on the Project Document, Results Framework, implementation evidence, and stakeholder consultations. The reconstructed framework illustrates the intended progression from capacity strengthening and operational uptake toward behavioural adaptation, institutional engagement, and longer-term sustainability outcomes. Figure 1 presents the reconstructed Theory of Change and institutional contribution pathways developed for the evaluation.

1.3 Intervention Logic

The intervention logic was based on the premise that advancing workers' rights and gender equality requires not only awareness and technical knowledge, but also stronger institutional capacities, inclusive organizational practices, and sustained participation in labour governance and social dialogue processes.

The project combined interconnected capacity development, institutional strengthening, stakeholder engagement, and knowledge-sharing activities, as illustrated in Figure 2.

At impact level, the project aimed to contribute to:

- more inclusive labour governance systems;
- strengthened workers' representation;
- and improved promotion of workers' rights and gender equality.

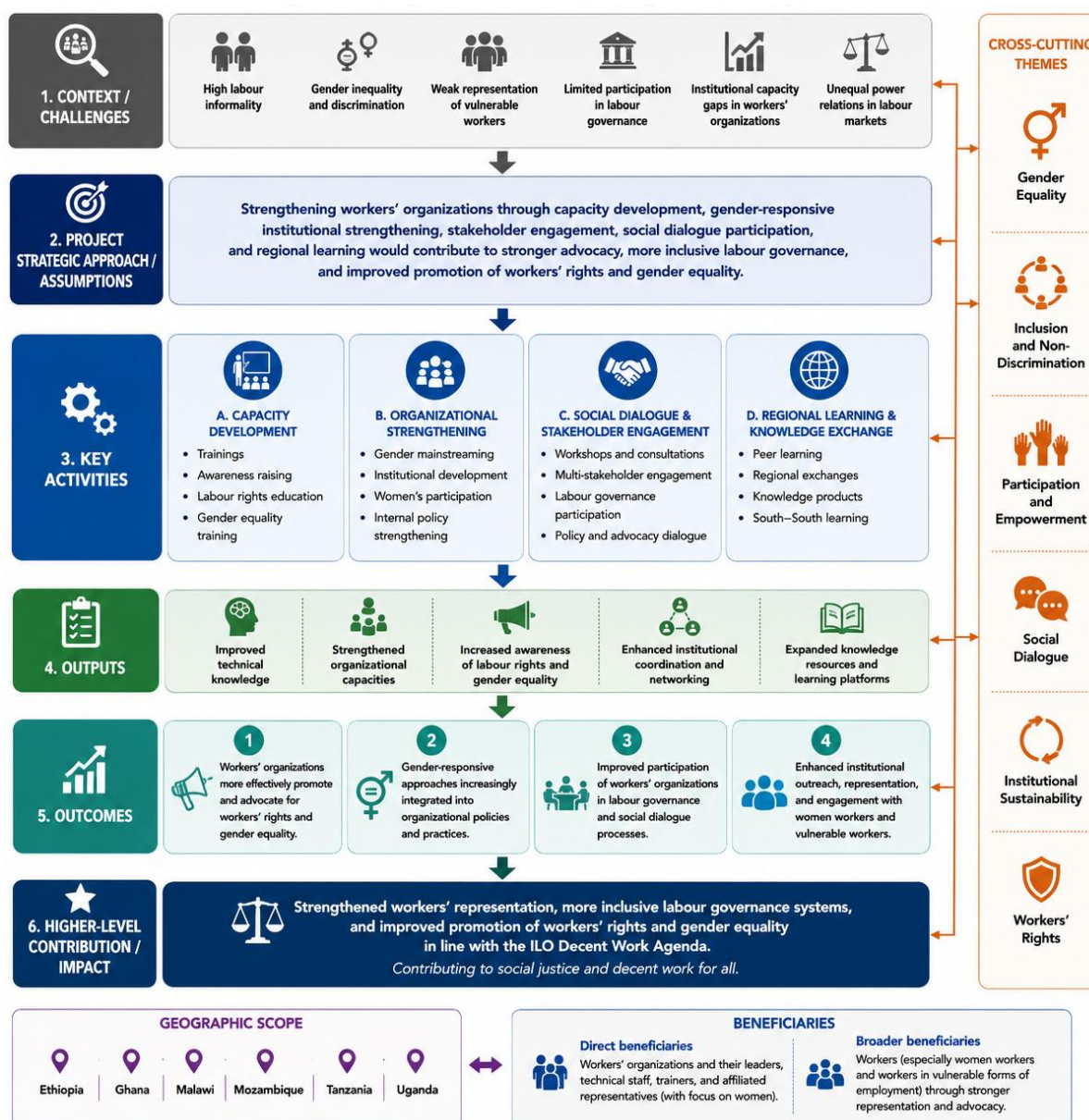
² In line with the ILO framework, social dialogue includes all forms of negotiation, consultation, or information exchange among governments, employers, and workers on issues of common interest related to economic and social policy.

³ Mayne, J. 2011. *Contribution Analysis*.

At outcome level, the intervention focused on strengthening the ability of workers' organizations and related stakeholders to:

1. promote workers' rights and gender equality more effectively;
2. integrate gender-responsive approaches within organizational structures and practices;
3. strengthen participation in social dialogue and labour governance processes;
4. improve outreach and representation capacities for women workers and workers in vulnerable forms of employment.

Figure 2. Project Intervention Logic Diagram



Source: Author's visualization based on the Project Document and Results Framework (26 November 2024)

The project worked primarily with workers' organizations and labour stakeholders at regional, national, and sectoral levels. Depending on country context, activities also involved ILO country offices, labour institutions, employers' organizations, and government representatives.

1.4 Previous Evaluations and Earlier Phases

Phase II built on previous ILO-supported interventions promoting workers' rights and gender equality under ACTRAV and GEDI leadership.

A final independent evaluation of the preceding phase (RAF/22/11/NOR), completed in August 2024, concluded that the intervention was broadly relevant, coherent, and effective despite implementation constraints associated with its pilot nature.

The previous evaluation identified achievements including:

- strengthened engagement with ILO supervisory mechanisms⁴;
- advancement of gender-responsive collective bargaining;
- workplace-level Equality@Work interventions;
- and childcare initiatives supporting women workers in Ethiopia.

At the same time, the evaluation highlighted the need for:

- longer implementation horizons;
- stronger sustainability mechanisms;
- improved monitoring systems;
- clearer operationalization of the Theory of Change;
- and greater institutionalization of interventions.

Several design features of Phase II — including expanded workplace-level interventions, stronger care economy components, deeper tripartite engagement, and increased emphasis on operationalization of Equality@Work approaches — reflected lessons and recommendations emerging from the final independent evaluation of the preceding phase.

In particular, the earlier evaluation highlighted the importance of:

- longer implementation horizons;
- stronger sustainability and institutionalization mechanisms;
- closer integration of practical application with capacity development; and
- scaling operational workplace-level interventions beyond pilot approaches.

The present evaluation therefore assessed not only the specific performance of Phase II interventions, but also the extent to which the project operationalized, consolidated, and expanded lessons emerging from the previous phase evaluation.

1.5 Project Implementation Status and Key Developments

The project was implemented between January 2025 and March 2026 through regional training activities, technical assistance, institutional strengthening initiatives, workplace-level interventions, mentorship programmes, and policy engagement processes across participating countries.

⁴ Including support related to reporting obligations, supervisory mechanisms, ratification advocacy, and application of relevant ILO Conventions and Recommendations.

The project was funded by NORAD with an overall budget of approximately USD 901,538.80 and formed part of broader Norwegian support to rights-based development cooperation, social dialogue, and inclusive labour governance initiatives in Africa.

Major implementation milestones included:

- regional ILS supervisory mechanism training and mentorship programmes;
- gender-related ILS trainings;
- women trade unionists' leadership initiatives;
- Equality@Work and GBVH interventions;
- workplace childcare pilots;
- and Convention No. 190-related advocacy and dialogue processes.

Key operational achievements included:

- strengthened CEACR engagement;
- CETU's first-ever CEACR submission in Ethiopia;
- ratification advocacy campaigns;
- integration of GBVH provisions into collective bargaining agreements in Malawi;
- and establishment of childcare facilities in Ethiopia.

Several institutional and operational milestones are summarized in Table 1.

Table 1. Key Project Milestones and Implementation Timeline

Period	Key Milestones and Activities
Phase I (preceding phase)	Pilot interventions launched focusing on workers' rights, gender equality awareness, and initial institutional engagement
January 2025	Official launch of Phase II implementation
March–April 2025	International Women's Day workshop in Ethiopia leading to CETU eight-point action plan on Convention No. 183 and maternity protection
May 2025	Regional ILS supervisory system training and mentorship programme in Addis Ababa involving trade union representatives from 15 African countries
May 2025	Malawi Gender Champions training on GBVH prevention in tea sector
June–July 2025	Johannesburg regional training on gender-related ILS and gender-transformative agendas
July 2025	Ethiopia CEACR report-writing training leading to CETU's first-ever CEACR submission
July 2025	Malawi training on Convention No. 190 and gender-responsive collective bargaining resulting in six CBAs integrating GBVH and gender equality provisions
August–November 2025	Ethiopia Training-of-Trainers and cascading trainings on care- and gender-responsive collective bargaining with BetterWork Ethiopia
September 2025	Participation in South-4-Care Learning Hub involving Ethiopia and Malawi constituents
September 2025	Malawi women trade unionists' leadership and advocacy training on gender equality and Convention No. 190
October 2025	Nairobi sub-regional women trade unionists' leadership training involving women representatives from the six target countries and selected additional countries
October 2025	Malawi justice sector training on Convention No. 190 and development of draft SOPs on violence and harassment cases
December 2025	Regional training in Accra on pay equity bargaining for enhanced gender equality at

	work involving trade union representatives from 15 African countries
Late 2025	Workplace childcare centres established at CEREALIA and Hilina Foods in Ethiopia
March 2026	Public childcare centre for domestic workers established in Gulele Sub-City, Addis Ababa
October 2025 – March 2026	No-cost extension period approved to finalize Ethiopia childcare component and sustainability arrangements
March 2026	Completion of Phase II implementation period and launch of final internal evaluation

Implementation challenges included uneven institutional capacities, leadership turnover, resource limitations, and broader political and economic pressures affecting labour governance systems.

Due to delays linked to the Ethiopia childcare component, the project received a no-cost extension until 31 March 2026 to finalize implementation and sustainability arrangements.

1.6 Roles and Responsibilities of the ILO and Key Stakeholders

The project was implemented by ACTRAV in collaboration with GEDI through coordinated engagement across ILO headquarters, regional and country office structures, and tripartite stakeholders⁵.

ACTRAV held primary responsibility for strategic and operational management, stakeholder engagement, regional coordination, and alignment with labour governance and workers' rights priorities. GEDI co-led project management and provided technical expertise on gender equality, workplace inclusion, and Equality@Work approaches.

ILO regional specialists and country offices supported implementation through operational coordination, stakeholder facilitation, contextual adaptation, and engagement with tripartite constituents.

Workers' organizations constituted the primary implementing stakeholders at country level and participated in:

- labour rights and ILS training;
- Equality@Work initiatives;
- workplace dialogue and advocacy activities;
- organizational strengthening;
- and regional exchange processes.

Employers' organizations, government institutions, labour inspectorates, workplace actors, and civil society organizations participated in selected activities depending on country context and implementation priorities.

Overall, the implementation architecture reflected the ILO's participatory and tripartite approach while illustrating the operational complexity of multi-country institutional strengthening interventions across diverse labour governance environments.

⁵ Tripartism refers to the participation and interaction of governments, employers' organizations, and workers' organizations in labour governance and social dialogue processes.

2. EVALUATION BACKGROUND AND PURPOSE

2.1 Purpose of the Evaluation

This report presents the findings of the Final Internal Evaluation of the project *Promoting Workers' Rights and Gender Equality at Work in Africa – Phase II* (RAF/24/10/NOR). The evaluation was conducted in accordance with the ILO Evaluation Policy⁶, relevant ILO evaluation guidelines and quality standards, and UNEG Norms and Standards for Evaluation.⁷

The evaluation assessed the project's overall performance, institutional contribution, and sustainability prospects in line with OECD-DAC evaluation criteria and relevant ILO evaluation guidance, while identifying lessons learned, emerging good practices, and strategic recommendations to inform future programming and institutional learning.

In line with ILO evaluation practice, the evaluation served three interrelated objectives:

- **Accountability** – assessing progress toward intended outputs and outcomes related to workers' rights, engagement in ILS supervisory mechanisms, Equality@Work, and labour governance engagement;
- **Learning and improvement** – identifying implementation lessons, enabling factors, constraints, and operational good practices;
- **Knowledge generation** – contributing to broader institutional learning within ACTRAV, GEDI, and the ILO regarding labour governance, social dialogue, Equality@Work, and gender-responsive programming in African contexts.

The evaluation further aimed to support evidence-based decision-making regarding future strategic directions, implementation modalities, institutional partnerships, sustainability pathways, and scaling-up potential.

2.2 Scope of the Evaluation

The evaluation covered project implementation from January 2025 to March 2026 across:

- Ethiopia;
- Ghana;
- Malawi;
- Mozambique;
- Tanzania;
- and Uganda.

The assessment examined progress under both project outcomes, with particular attention to:

- workers' organizations' engagement with ILS supervisory mechanisms, labour rights advocacy, national ratification efforts, and policy dialogue processes aimed at strengthening compliance and promotion of workers' rights;
- Equality@Work and gender-responsive labour governance approaches;
- participation in social dialogue and labour governance processes;
- workplace-level initiatives related to GBVH prevention, inclusion, and care systems;

⁶ Including the ILO Evaluation Policy (2017), ILO Policy Guidelines for Results-Based Evaluation (4th edition), and relevant EVAL Guidance Notes.

⁷ United Nations Evaluation Group (UNEG), Norms and Standards for Evaluation (2016).

- and institutional strengthening of workers' organizations and related stakeholders.

Consistent with ILO evaluation requirements, the evaluation integrated analysis of key cross-cutting dimensions including:

- gender equality and non-discrimination;
- tripartism and social dialogue;
- inclusion and participation;
- stakeholder engagement;
- institutional ownership;
- and sustainability prospects.

The evaluation also examined broader operational and institutional dimensions affecting implementation continuity, organizational uptake, coordination effectiveness, and institutionalization pathways.

2.3 Evaluation Clients and Intended Users

The evaluation was commissioned by the ILO in accordance with organizational evaluation policies and procedures.

Primary intended users include:

- ACTRAV;
- GEDI;
- project implementation teams;
- relevant ILO technical units, country and regional offices;
- NORAD;
- and participating tripartite stakeholders, including workers' organizations, employers' organizations, and government institutions.

The findings and recommendations are intended to support strategic and operational decision-making, organizational learning, and future programming related to workers' rights, Equality@Work, and labour governance interventions.

2.4 Evaluation Process and Timeline

The evaluation was conducted between March and May 2026 in accordance with the approved Inception Report.

The process consisted of four main stages:

1) Inception Phase

A comprehensive desk review of project documentation, monitoring data, strategic frameworks, and implementation records informed the preparation of the Inception Report, including the analytical framework, evaluation matrix, stakeholder mapping, and data collection tools.

2) Data Collection Phase

Primary data were collected through semi-structured Key Informant Interviews (KIIs) involving workers' organizations, employers' organizations, government institutions, ILO staff, project partners, and technical specialists at global, regional, and national levels.

The evaluation applied a participatory and utilization-focused approach consistent with ILO evaluation guidance. Interviews were conducted primarily through virtual platforms and complemented by ongoing document review and triangulation.

3) Analysis Phase

Data were analysed using a theory-based mixed-methods approach combining qualitative analysis, triangulation, review of monitoring evidence, and assessment against the project's Theory of Change and results framework.

Particular attention was given to:

- institutional uptake;
- behavioural adaptation;
- organizational ownership;
- sustainability prospects;
- and operational utilization of project-supported approaches.

4) Reporting and Validation Phase

A Draft Final Evaluation Report was prepared and shared with the ILO and relevant stakeholders for factual review and validation comments. The Final Report incorporated relevant feedback received during the validation process.

2.5 Evaluation Criteria and Questions

The evaluation was guided by the OECD/DAC evaluation criteria, in accordance with the ILO Evaluation Policy and relevant ILO evaluation guidance.

The evaluation examined the project's performance across the following core criteria:

- **Relevance** – the extent to which the project design, objectives and intervention strategies responded to the priorities and needs of workers' organizations, beneficiaries and participating countries, as well as to ILO strategic frameworks and donor priorities;
- **Coherence** – the extent to which the project complemented and aligned with relevant ILO initiatives, national frameworks, institutional priorities and broader labour governance processes;
- **Effectiveness** – the extent to which the project achieved or is likely to achieve its intended outputs and outcomes;
- **Efficiency** – the extent to which project resources, coordination arrangements and implementation modalities were used in an economical and timely manner to achieve results;
- **Sustainability** – the likelihood that project-supported capacities, institutional processes, partnerships and results will continue beyond the completion of the project; and
- **Emerging impact and institutional effects** – the extent to which the project contributed to broader organizational, institutional and behavioural changes related to workers' rights, Equality@Work and labour governance processes.

The evaluation questions were derived from the Terms of Reference (Annex I) and further refined during the inception phase through the development of an evaluation matrix linking each criterion to specific questions, indicators, data sources and data collection methods. A consolidated summary of evaluative ratings across OECD/DAC criteria is presented in Annex X.

Across the evaluation criteria, the assessment examined key dimensions of project performance, including:

1. the relevance and responsiveness of the project design and theory of change;
2. the effectiveness of project activities in strengthening workers' organizations and promoting Equality@Work;
3. the efficiency of implementation arrangements, partnerships and coordination mechanisms;
4. the sustainability of institutional capacities, partnerships and knowledge generated through the project; and
5. the project's contribution to broader labour governance, social dialogue and institutional change processes.

2.6 Integration of Gender Equality and Non-Discrimination

Consistent with ILO evaluation guidance and the Organization's normative mandate, the evaluation integrated cross-cutting themes throughout the analytical framework, data collection process, and evaluative synthesis.

The evaluation examined:

- gender equality and non-discrimination;
- tripartism and social dialogue;
- International Labour Standards;
- stakeholder participation;
- institutional ownership;
- sustainability;
- and organizational learning dimensions.

Particular attention was given to:

- integration of gender-responsive approaches within project implementation;
- participation of women workers and vulnerable groups;
- operational engagement with Equality@Work agendas;
- and the extent to which interventions strengthened inclusive labour governance processes.

The evaluation further examined organizational uptake, institutionalization prospects, and continuation pathways beyond the project cycle.

3. EVALUATION METHODOLOGY

3.1 Evaluation Approach

The evaluation applied a theory-based mixed-methods approach consistent with the ILO Evaluation Policy (2022), UNEG Norms and Standards for Evaluation, and OECD/DAC evaluation principles. The methodology combined documentary review, semi-structured Key Informant Interviews (KIIs), comparative country analysis, and triangulation of qualitative and institutional evidence to assess project performance against the

OECD/DAC criteria of relevance, coherence, effectiveness, efficiency, sustainability, and emerging impact prospects (Figure 3). The full Evaluation Questions Matrix is presented in Annex II.

The evaluation was guided by the project's Theory of Change and results framework and reflected the institutional strengthening nature of the intervention, which combined normative engagement, capacity development, labour governance support, and Equality@Work interventions across multiple country contexts. This analytical framing informed the evaluation's assessment of whether project-supported capacities translated into operational and institutional change pathways. Particular attention was therefore given to evidence of behavioural application, institutional uptake, procedural embedding, and workplace-level operationalization, including examples related to collective bargaining practices, operational guidance, and policy-oriented follow-up mechanisms. Given the intervention's multi-dimensional pathways, the evaluation reconstructed and analytically interpreted the project's Theory of Change framework (Annex XIII).

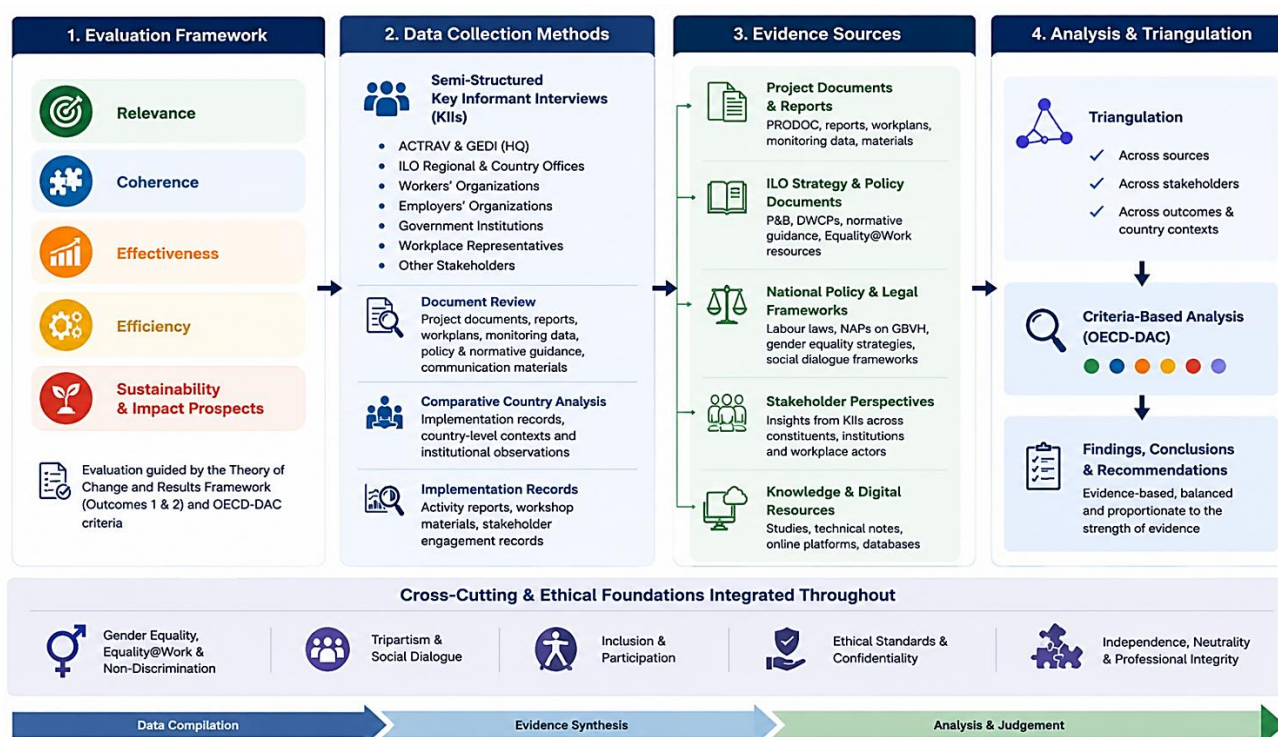
The analysis therefore examined not only activity delivery and output achievement, but also evidence of:

- operational uptake and utilization;
- behavioural adaptation;
- procedural integration and institutional engagement;
- and emerging institutionalization and sustainability pathways.

Considering the complexity of labour governance and Equality@Work programming, the evaluation adopted a contribution-oriented rather than attribution-based approach. The assessment therefore focused on the project's plausible contribution to observed operational, institutional, and workplace-level developments while recognizing the influence of broader contextual and governance factors.

Figure 3 presents the overall methodological approach applied during the evaluation.

Figure 3. Overview of the Evaluation Methodological Approach



Source: Author's elaboration based on the evaluation methodology described in the Inception Report.

The evaluation applied systematic triangulation across:

- documentary evidence;
- stakeholder consultations;
- implementation records;
- and comparative country observations.

Cross-cutting dimensions were integrated throughout the analytical framework, including:

- gender equality and non-discrimination;
- tripartism and social dialogue;
- Equality@Work dimensions;
- organizational ownership;
- and sustainability considerations.

Findings, conclusions, and recommendations were developed through calibrated evaluative reasoning and systematic triangulation. Where evidence remained partial or emerging, this was explicitly reflected in the analysis.

3.2 Data Collection Methods

The evaluation relied on multiple qualitative and documentary evidence sources to support triangulation across stakeholder perspectives, implementation records, institutional observations, and project documentation.

Document Review

A comprehensive document review was conducted covering:

- project documents and results frameworks;
- annual progress reports and workplans;
- workshop and training materials;
- monitoring and reporting documentation;
- communication and knowledge products;
- stakeholder engagement records;
- internal coordination documents;
- and relevant ILO policy and normative guidance.

The review also included documentation related to International Labour Standards (ILS), social dialogue, tripartism, gender equality, Equality@Work approaches, and labour governance programming.

Documentary evidence was analysed to assess:

- implementation progress;
- consistency between planned and implemented activities;
- operational uptake;
- institutional developments;
- and emerging outcome-level trajectories.

The full list of documents reviewed is provided in Annex IV.

Stakeholder Selection and Sampling

Stakeholders were selected using a purposive and tiered sampling approach aligned with the approved Inception Report. Selection criteria included:

- institutional role;
- level of implementation involvement;
- relevance to evaluation questions;
- and representation across strategic, operational, and beneficiary levels.

The evaluation sought balanced representation across:

- ACTRAV and GEDI;
- ILO regional and country offices;
- workers' and employers' organizations;
- government institutions;
- workplace-level actors;
- and other stakeholders involved in labour governance and Equality@Work processes.

The sampling strategy also considered:

- country-level implementation variation;
- differing institutional capacities;
- and the need for cross-country and cross-stakeholder triangulation.

Priority was given to stakeholders directly involved in project design, implementation, institutional coordination, workplace interventions, and labour governance processes. A full list of stakeholders consulted is presented in Annex III.

As summarized in Table 2, consultations covered global, regional, and national stakeholders across multiple institutional categories.

Table 2. Stakeholder Consultation Coverage by Category and Geography

Stakeholder Group	Global	Regional	National	Female (F)	Male (M)	Total
ACTRAV	2	2	1	2	3	5
GEDI	3	–	–	3	–	3
ILO Country Offices & Technical Staff	–	–	2	2	–	2
Workers' Organizations (WOs)	–	1	9	6	4	10
Employers' Organizations & Private Sector	–	–	5	1	4	5
Government Representatives	–	–	3	2	1	3
Civil Society / Implementing Partners	–	–	1	1	–	1
Development Partner (NORAD)	1	–	–	–	1	1
Total	6	3	21	17	13	30

Note: Several consultations involved participants representing multiple thematic and institutional functions. Consultation coverage reflects completed interviews conducted between April and May 2026.

Semi-Structured Key Informant Interviews

Primary data collection was conducted through semi-structured KIIs across participating countries and institutional levels. Interview guides tailored to stakeholder categories were developed to support systematic evidence collection (Annex V).

Interviews were conducted with representatives from:

- ACTRAV and GEDI;
- ILO regional and country offices;
- workers' and employers' organizations;
- government institutions;
- workplace representatives;
- and other labour governance actors.

The interviews explored stakeholder perspectives regarding:

- project relevance and contextual responsiveness;
- implementation effectiveness;
- operational utilization of project-supported approaches;
- behavioural and organizational changes;
- workplace-level engagement;
- social dialogue dynamics;
- implementation constraints;
- and sustainability prospects.

All interviews were conducted remotely and followed ILO ethical standards regarding informed participation, confidentiality, and non-attribution.

Triangulation Strategy

The evaluation applied systematic triangulation across:

- documentary and implementation evidence;
- stakeholder consultations;
- and comparative country-level analysis.

No major findings were based on single-source evidence alone. Evidence was cross-checked across stakeholder groups, documents, and implementation records to strengthen analytical validity and reliability.

Triangulation further supported differentiation between:

- activity delivery and operational uptake;
- behavioural adaptation and institutionalization;
- stakeholder perceptions and documented evidence;
- and short-term gains versus longer-term sustainability prospects.

3.3 Analytical Framework

The evaluation questions were structured around the OECD/DAC evaluation criteria⁸:

- relevance;
- coherence;
- effectiveness;
- efficiency;
- sustainability;
- and emerging impact prospects.

Consistent with the project's institutional strengthening orientation, the analytical framework examined not only implementation performance and output delivery, but also evidence of:

- operational uptake and utilization;
- behavioural adaptation;
- procedural integration;
- institutional engagement;
- and emerging sustainability pathways.

The framework differentiated between:

- operational delivery and institutional change;
- behavioural adaptation and governance embedding;
- and short-term implementation effects versus longer-term sustainability prospects.

Where evidence suggested broader institutional or workplace-level developments, the evaluation applied contribution-oriented reasoning to assess the plausibility of the project's contribution while recognizing broader contextual influences.

As summarized in Table 3, criterion-specific lines of inquiry were used to assess strategic relevance, operational effectiveness, institutional contribution, governance integration, and sustainability prospects across countries and stakeholder groups.

Table 3. Evaluation criteria and analytical focus

OECD-DAC Evaluation Criterion	Analytical Focus in This Evaluation	Key Aspects Assessed
Relevance	Alignment of the project with labour governance priorities, workers' rights challenges, gender equality needs, and the strategic priorities of the ILO and constituents.	Responsiveness to needs of workers' organizations; alignment with ILO normative frameworks and Decent Work Agenda; relevance of Equality@Work interventions; responsiveness to country-specific labour governance contexts and gender-related barriers.
Coherence	Internal coherence between project outcomes and external coherence with ILO strategies, International	Complementarity between ACTRAV and GEDI interventions; alignment with labour governance and Equality@Work agendas; coherence with

⁸ OECD Development Assistance Committee (OECD-DAC) evaluation criteria, adapted for ILO evaluations in line with UNEG norms and ILO Evaluation Policy.

	Labour Standards (ILS), and related national and regional initiatives.	tripartite processes, social dialogue mechanisms, and national policy frameworks.
Effectiveness	Extent to which the project contributed to planned outputs, operational uptake, behavioural adaptation, and emerging institutional changes.	Capacity strengthening of workers' organizations; engagement with ILS supervisory mechanisms; workplace-level Equality@Work interventions; advocacy, representation, and social dialogue engagement; behavioural and procedural changes.
Efficiency	Efficiency of implementation arrangements, coordination structures, resource utilization, and adaptive management processes.	Coordination across ACTRAV, GEDI, regional and country levels; implementation timeliness; use of existing institutional structures; operational management; monitoring and Results-Based Management (RBM) systems.
Sustainability	Likelihood that project-supported capacities, practices, and institutional processes will continue beyond the project period.	Institutional ownership; governance embedding; sustainability of workplace initiatives; continuation of advocacy and social dialogue processes; organizational absorptive capacity and institutional follow-through.
Impact / Early Signs of Impact	Emerging contribution of the project to broader institutional, workplace, and labour governance changes.	Early normalization of Equality@Work agendas; strengthened institutional openness to gender-responsive labour governance; workplace behavioural changes; contribution to longer-term institutional strengthening trajectories.

3.4 Integration of Cross-Cutting Themes

Consistent with ILO evaluation guidance and the project's integrated intervention logic, cross-cutting themes were incorporated throughout the evaluation design, data collection process, and analytical framework.

Gender Equality, Equality@Work and Non-Discrimination

The evaluation examined:

- integration of gender equality considerations into project design and implementation;
- operational engagement with Equality@Work approaches;
- participation of women in labour governance processes;
- workplace-level engagement on care, inclusion, and GBVH-related issues;
- and evidence of organizational uptake of gender-responsive approaches.

Where available, monitoring documentation was reviewed for gender-sensitive and disaggregated evidence. The evaluation also examined broader inclusion dimensions, including disability inclusion and participation of vulnerable groups.

Tripartism and Social Dialogue

The evaluation integrated analysis of tripartism and social dialogue across all stages of the assessment. Particular attention was given to:

- the extent and quality of tripartite participation;
- engagement of workers', employers', and government actors;

- the role of social dialogue processes in implementation;
- and contribution to labour governance engagement.

Capacity Development and Sustainability

The evaluation examined:

- individual-level knowledge and behavioural adaptation;
- organizational procedural integration and operational continuity;
- and broader institutional and labour governance dimensions.

Particular attention was given to the relationship between:

- capacity development and practical utilization;
- operational uptake and institutionalization;
- and project-supported facilitation and longer-term organizational continuity.

3.5 Methodological Limitations and Mitigation Measures

Several methodological limitations were identified and considered throughout the evaluation.

Timing of the Evaluation

As the evaluation was conducted close to project completion, many institutionalization and sustainability processes remained ongoing. While the evaluation assessed operational uptake and emerging procedural changes, evidence regarding longer-term institutional continuity remained more limited.

Mitigation: The evaluation applied a calibrated analytical approach focused on operational trajectories, sustainability prospects, and plausible contribution pathways.

Reliance on Stakeholder Perspectives

A significant proportion of the evidence base relied on stakeholder consultations, particularly regarding behavioural and institutional change.

Mitigation: Systematic triangulation was applied across documentary evidence, stakeholder groups, implementation records, and comparative country observations.

Monitoring and Data Limitations

Monitoring systems across participating countries were uneven and remained more strongly oriented toward activity tracking than systematic measurement of behavioural or institutional change. Availability of disaggregated and longitudinal evidence also varied.

Mitigation: The evaluation compensated through comparative analysis, triangulation, reconstruction of implementation trajectories, and explicit acknowledgment of data limitations where relevant.

Attribution Constraints

Given the complexity of labour governance environments and the influence of multiple actors and contextual factors, attribution of broader institutional change solely to the project was not methodologically appropriate.

Mitigation: The evaluation applied a contribution-oriented framework focused on plausible contribution rather than direct attribution.

Cross-Country Comparability

Implementation occurred across diverse institutional and labour governance environments, affecting implementation depth, uptake, and sustainability trajectories.

Mitigation: The evaluation adopted a context-sensitive comparative approach emphasizing differentiated interpretation across countries.

Overall, the combined use of mixed methods, triangulation, comparative analysis, and calibrated evaluative reasoning provided a sufficiently robust evidence base for the findings and conclusions presented in this report.

3.6 Ethical Considerations

The evaluation was conducted in accordance with the ethical principles and professional standards of the ILO evaluation function and UNEG Norms and Standards for Evaluation.

Particular attention was given to:

- independence and impartiality;
- confidentiality and protection of stakeholder information;
- voluntary and informed participation;
- respectful and culturally appropriate engagement;
- and responsible handling of sensitive institutional information.

All stakeholder consultations were conducted on a voluntary basis. Participants were informed of the purpose of the evaluation, intended use of information collected, and the non-attributable nature of interview inputs.

Interview responses were treated confidentially and are presented in aggregated and non-attributable form throughout the report.

The evaluation further applied participatory and utilization-focused principles while maintaining evaluator independence and neutrality. All information collected during the evaluation was used exclusively for evaluation purposes and handled in accordance with applicable ILO evaluation standards and professional ethical practice.

4. FINDINGS

Summary of the Project Performance

This section presents the evaluation findings based on triangulated evidence from document review, stakeholder consultations, implementation records, and comparative country-level analysis. Findings are organized according to the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, impact prospects, and sustainability, while integrating cross-cutting analysis related to gender equality, Equality@Work, tripartism and social dialogue, International Labour Standards (ILS), inclusion, disability

inclusion, organizational sustainability, and institutional learning.

Overall, the evaluation finds that the project demonstrated strong strategic relevance and satisfactory operational performance across participating countries. The intervention responded credibly to continuing labour governance and workplace equality challenges affecting workers' organizations, social dialogue processes, and engagement with labour rights and Equality@Work agendas. Stakeholders generally perceived the intervention as addressing practical institutional and operational needs rather than externally driven priorities.

The evaluation further finds that the project generated meaningful operational effectiveness, particularly in:

- strengthening engagement with labour governance processes;
- increasing visibility and legitimacy of Equality@Work agendas;
- supporting behavioural adaptation;
- and facilitating workplace-level experimentation related to gender-responsive labour practices.

Evidence indicates that the intervention progressed beyond awareness-raising and contributed to practical operational uptake across several contexts.

At the same time, evidence of deeper institutionalization and governance embedding remained more uneven. While behavioural adaptation, procedural experimentation, and operational utilization were widely observed, evidence of durable institutional consolidation, autonomous continuation systems, and sustained governance restructuring remained comparatively limited and context-dependent. Institutionalization trajectories varied according to labour governance maturity, organizational absorptive capacity, social dialogue functionality, leadership continuity, and broader political and institutional conditions.

The evaluation therefore identified important distinctions between:

- operational uptake and institutional consolidation;
- behavioural adaptation and governance embedding;
- and short-term implementation gains versus longer-term sustainability prospects.

The integrated ACTRAV–GEDI architecture constituted one of the project's strongest strategic features. Integration between labour rights, social dialogue, International Labour Standards, and Equality@Work agendas strengthened both operational legitimacy and thematic coherence across participating contexts.

Cross-cutting dimensions were integrated throughout implementation, although unevenly across thematic areas. Gender equality and Equality@Work considerations were consistently incorporated across project activities and engagement processes. Evidence suggests that the intervention contributed to greater normalization of workplace equality concerns — including care responsibilities, GBVH, inclusion, and gender-responsive labour practices — within labour governance and social dialogue processes.

However, disability inclusion and broader intersectional inclusion dimensions remained comparatively less visible within implementation and monitoring systems. Similarly, while tripartite engagement strengthened social dialogue and implementation legitimacy in several countries, evidence of deeper structural transformation of labour governance systems remained more limited.

No major unintended negative outcomes were identified. However, the evaluation identified several factors affecting sustainability and institutionalization prospects, including:

- dependency on continued facilitation and accompaniment;

- uneven organizational absorptive capacity;
- leadership dependency;
- fragmented monitoring systems;
- limited procedural embedding mechanisms;
- and comparatively weak institutional learning and cross-country knowledge-sharing systems.

The evaluation additionally finds that the project's RBM architecture remained more strongly oriented toward activity delivery and operational reporting than systematic tracking of behavioural change, institutionalization pathways, and sustainability trajectories. Adaptive implementation occurred across contexts, although adaptive management frequently relied on facilitation and informal coordination rather than fully institutionalized systems.

Overall, the project functioned most credibly as:

- a catalytic institutional strengthening intervention;
- an agenda-legitimization mechanism;
- and an operational demonstration platform for integrated labour governance and Equality@Work programming.

To support overall evaluative synthesis, Table 4 presents the consolidated assessment of project performance across the OECD/DAC criteria. The ratings reflect triangulated analysis of documentary evidence, stakeholder consultations, implementation records, and comparative country observations, while incorporating institutionalization, governance, and sustainability considerations emerging from the evaluation.

The ratings should be interpreted as indicative evaluative judgements rather than quantitative performance scores, recognizing variations in implementation depth, institutional maturity, absorptive capacity, and sustainability conditions across participating contexts

Table 4. Summary Assessment of Project Performance by Evaluation Criterion

Evaluation Criterion	Overall Assessment	Key Evidence	Implications
Relevance	 High	Strong alignment with labour governance needs, workers' rights priorities, Equality@Work agendas, and social dialogue challenges across participating countries. Stakeholders consistently identified the intervention as operationally relevant and institutionally needed.	The project design remained highly relevant to labour governance strengthening and workplace equality priorities, although institutional readiness for deeper transformation varied across contexts.
Coherence	 High	Strong strategic integration between ACTRAV and GEDI agendas. Effective alignment between labour rights, ILS engagement, social dialogue, and	The integrated ACTRAV–GEDI model strengthened operational legitimacy and coherence, though implementation coordination systems remained unevenly institutionalized.

		workplace equality operationalization.	
Effectiveness	 Moderate to High	Meaningful operational uptake observed across engagement in ILS supervisory mechanisms, social dialogue participation, Equality@Work operationalization, and behavioural adaptation.	Continued support and stronger embedding mechanisms are required to consolidate operational gains into durable organizational systems and governance structures.
Efficiency	 Moderate to High	Activities were delivered efficiently relative to the project's geographical and institutional complexity. Existing ACTRAV and GEDI structures supported implementation efficiency.	Operational efficiency was comparatively strong, though implementation continuity frequently depended on active facilitation and coordination rather than mature governance systems.
Impact Prospects	 Moderate	Emerging evidence suggests increased legitimacy of Equality@Work agendas, strengthened engagement in labour governance and social dialogue processes, and early operational improvements related to GBVH prevention, maternity protection, workplace childcare support, and gender-responsive collective bargaining. While evidence of durable worker-level impact remained preliminary, several interventions demonstrated plausible pathways toward strengthened protection of workers' rights and improved workplace equality conditions.	Impact trajectories appear promising but remain conditional, unevenly institutionalized, and dependent on broader governance, organizational, and sustainability conditions affecting continuation and scaling of worker-level benefits.
Sustainability	 Moderate	Sustainability prospects varied significantly according to institutional maturity, leadership continuity, organizational absorptive capacity, and social dialogue	Operational continuation appears plausible in several contexts, but durable institutional sustainability remains uncertain where practices are insufficiently embedded into organizational systems.

Given the multi-country nature of the intervention, the evaluation applied a comparative analytical approach to examine differences in implementation trajectories, operational uptake, institutional engagement, and sustainability conditions across participating contexts. Concise country-level implementation snapshots are provided in Annex VI.

4.1 RELEVANCE

4.1.1 Overall Relevance Assessment

- F1.** The intervention maintained strong strategic relevance by responding to persistent labour governance, workers' rights, workplace equality, and social dialogue gaps across participating countries.
- F2.** The project aligned credibly with national labour governance priorities, workers' rights agendas, and workplace equality frameworks, while remaining broadly consistent with ILO strategic priorities, Decent Work Country Programmes, and International Labour Standards.
- F3.** The integration of labour governance and Equality@Work dimensions increased operational legitimacy and strengthened stakeholder receptivity to workplace equality agendas in several implementation contexts.
- F4.** The intervention demonstrated stronger relevance where project activities aligned with existing institutional reform trajectories, organizational priorities, and active tripartite engagement structures.
- F5.** Institutional absorptive capacity, labour governance maturity, and organizational readiness varied significantly across participating countries and organizations, influencing the depth and pace of operational uptake.
- F6.** The project's transformational ambitions occasionally exceeded prevailing institutional readiness, particularly regarding assumptions related to procedural integration, organizational embedding, and sustainability of behavioural change.
- F7.** The project's dual operational and normative approach strengthened its strategic relevance by linking workplace-level Equality@Work interventions with broader labour governance, advocacy, and workers' rights agendas.
- F8.** Phase II demonstrated partial continuity with earlier interventions and previous organizational engagement, although institutional learning and systematic consolidation of prior implementation experience remained uneven across contexts.

The evaluation finds that the project maintained a high level of strategic and operational relevance throughout implementation. Evidence triangulated across KIIs, project documentation, implementation records, and country-level observations indicates that the intervention responded credibly to persistent labour governance and workplace equality challenges affecting workers' organizations across participating countries.

Stakeholders consistently highlighted continuing constraints related to organizational capacity, uneven participation in labour governance structures, limited operational integration of workplace equality approaches, and weak institutional follow-through on issues such as violence and harassment, care responsibilities, and women's representation within social dialogue processes. Within this context, the project's integrated focus on workers' rights, organizational strengthening, social dialogue, and Equality@Work remained strongly aligned with institutional and operational needs.

Documentary evidence and stakeholder consultations further indicate that the joint ACTRAV–GEDI implementation model strengthened relevance by positioning workplace equality within broader labour governance and representation processes rather than as a stand-alone thematic agenda. This increased the operational legitimacy of Equality@Work engagement among workers' organizations and strengthened ownership of issues related to workplace inclusion, women's participation, and gender-responsive labour

practices.

The evaluation further finds that the project remained closely aligned with the ILO's normative mandate and strategic priorities related to decent work, social dialogue, International Labour Standards, equality and non-discrimination, and strengthening representative institutions. Continued labour market fragility, informality, unequal workplace power relations, and institutional capacity constraints reinforced the salience of the intervention throughout implementation.

At the same time, operational uptake and absorptive capacity varied across institutional environments. In countries with comparatively stronger social dialogue systems and organizational structures, project-supported approaches were integrated more readily into ongoing institutional processes. In more constrained environments, relevance remained high, although continuity and organizational follow-through were more vulnerable to leadership turnover, resource limitations, and weaker institutional systems. Evidence from Ethiopia and Tanzania suggests comparatively stronger operational integration of workplace equality discussions into organizational processes, while stakeholders in Malawi and Mozambique more frequently emphasized continuity challenges linked to institutional and resource constraints.

Overall, the evaluation concludes that the intervention remained strategically relevant, normatively aligned, and operationally responsive to the evolving priorities of workers' organizations and labour governance actors throughout implementation.

4.1.2 Responses to Specific Questions in the Evaluation Matrix Relating to Relevance

Alignment with National Priorities and Stakeholder Needs (EQ R1)

The evaluation finds that the project demonstrated strong alignment with national labour governance priorities and the operational needs of participating workers' organizations and institutional stakeholders.

Evidence triangulated across KIIs, implementation records, and country documentation indicates that the intervention responded to practical challenges related to workers' representation, social dialogue participation, workplace equality, organizational strengthening, and engagement with labour rights and International Labour Standards. Stakeholders consistently emphasized the relevance of project-supported engagement on workplace equality, violence and harassment, and women's participation in labour governance processes.

The intervention also responded to evolving labour market realities characterized by high informality, unequal workplace power relations, and persistent barriers affecting women workers' representation and participation. In this context, strengthening workers' organizations' engagement on workplace equality and labour governance issues was widely perceived as timely and operationally relevant.

Country-level evidence demonstrates differentiated areas of relevance. In Ethiopia, Ghana, and Tanzania, stakeholders particularly emphasized the relevance of activities linked to workplace harassment and violence, women's leadership, and labour rights awareness. In Malawi and Mozambique, stakeholders more frequently highlighted organizational capacity development, peer learning, and strengthening internal dialogue processes.

The evaluation further finds that the project's regional dimension strengthened relevance by facilitating South–South exchange and comparative learning across labour governance environments. Stakeholders consistently viewed these exchanges as useful in strengthening exposure to practical approaches on workplace equality, representation, and organizational engagement.

Overall, the evaluation concludes that the intervention responded directly to institutional and stakeholder priorities across participating countries and maintained a high degree of contextual relevance throughout implementation.

Alignment with ILO Strategies, DWCPs, and International Labour Standards (EQ R2)

The evaluation finds that the project remained strongly aligned with the ILO's strategic priorities, normative mandate, and relevant International Labour Standards throughout implementation.

The intervention contributed directly to ILO priorities related to decent work, social dialogue, workers' rights, gender equality, and strengthening representative institutions. The project also aligned with relevant ILO Programme and Budget (P&B) outcomes related to social dialogue, fundamental principles and rights at work, gender equality and non-discrimination, and strengthened institutional engagement of workers' organizations. In addition, the intervention aligned closely with broader Equality@Work and inclusion agendas by supporting workers' organizations' engagement on equality and non-discrimination issues within labour governance processes.

Where applicable, the intervention complemented relevant Decent Work Country Programme (DWCP) priorities linked to social dialogue, labour rights, gender equality, and institutional strengthening of social partners. For example, in Ethiopia, project-supported interventions on maternity protection, childcare, gender-responsive collective bargaining, and social dialogue aligned with broader DWCP priorities related to workers' rights, gender equality, and labour market inclusion. In Malawi, interventions linked to Convention No. 190 operationalization, GBVH prevention, and labour inspection strengthening complemented ongoing DWCP priorities related to social dialogue, workplace rights, and institutional strengthening of labour administration and workers' organizations. Interviews with ILO country offices and technical specialists further confirmed broad coherence with ongoing ILO programming and labour governance priorities across participating countries.

The project further reflected key normative principles related to freedom of association, collective representation, equality and non-discrimination, and violence and harassment in the world of work. Evidence suggests that the ACTRAV–GEDI collaboration strengthened coherence between workers' rights programming and workplace equality agendas by embedding equality considerations within broader representation and organizational processes.

Rather than positioning Equality@Work as a parallel thematic stream, the intervention integrated equality-related engagement within ongoing labour governance and social dialogue structures, thereby strengthening contextual relevance and organizational uptake.

Overall, the evaluation concludes that the project demonstrated strong strategic and normative alignment with ILO priorities, relevant DWCP frameworks, and the Organization's international labour standards mandate.

Validity of the Project Design and Theory of Change (EQ R3)

The evaluation finds that the project design and Theory of Change remained broadly valid and appropriate for addressing workers' rights and workplace equality challenges across participating countries.

The intervention appropriately recognized that progress on workplace equality and labour rights depends not only on awareness-raising, but also on sustained organizational engagement, institutional capacity, dialogue mechanisms, and workplace-level operational application. Evidence triangulated across KIIs, implementation records, and country documentation broadly supports the intervention logic linking capacity development,

organizational strengthening, Equality@Work engagement, and participation in labour governance processes.

The evaluation identified stronger evidence of changes in awareness, dialogue practices, and operational engagement than of deeper institutionalization. In several contexts, stakeholders reported increased willingness among workers' organizations to engage on violence and harassment, women's participation, and gender-responsive labour practices. Evidence from Ethiopia and Ghana suggests comparatively stronger operational uptake of workplace equality discussions within organizational engagement processes and training activities.

At the same time, the transition from operational uptake to longer-term institutional embedding remained uneven. Leadership turnover, resource constraints, varying levels of social dialogue maturity, and uneven follow-up mechanisms affected continuity and procedural integration. Evidence from Malawi and Mozambique suggests that although awareness and engagement improved, organizational systems and institutional consolidation remained comparatively less developed.

The evaluation further finds that the project appropriately integrated labour rights and Equality@Work approaches rather than treating them as separate intervention streams, thereby strengthening operational legitimacy and organizational ownership.

However, the project's monitoring framework proved more effective in tracking activities and outputs than in systematically capturing behavioural adaptation, organizational follow-through, or institutionalization trajectories. More explicit articulation of intermediate outcome indicators, governance-level uptake markers, and sustainability assumptions would likely have strengthened evaluability and institutional change tracking.

Overall, the evaluation concludes that the project design and Theory of Change remained valid and operationally appropriate, while implementation experience highlighted the importance of stronger sustainability pathways and institutional follow-up mechanisms.

Continuity and Coherence Between Phase I and Phase II (EQ R4)

The evaluation finds that Phase II built effectively on institutional relationships, implementation experience, and thematic foundations established during Phase I, contributing to overall programme continuity and coherence.

Stakeholders familiar with both phases consistently reported that Phase II benefited from established trust with workers' organizations, accumulated operational experience, and prior engagement on labour rights and workplace equality agendas. This continuity contributed to smoother implementation processes and reduced the need for extensive re-engagement with core institutional stakeholders.

Evidence further indicates that Phase II demonstrated stronger operational integration between labour rights and Equality@Work dimensions compared with earlier programming approaches. Stakeholders frequently highlighted that the ACTRAV–GEDI collaboration became more visible and operationally coherent through joint activities, integrated dialogue processes, and combined engagement on workplace equality and labour governance issues. As noted during stakeholder consultations:

"They need to do integrated things... We had a very good experience, which was a joint activity in Ethiopia."
– ILO technical stakeholder consultation

Interview evidence further suggested that linking Equality@Work interventions to practical labour governance concerns, supervisory engagement, and collective bargaining processes increased organizational ownership and operational relevance of gender equality agendas within workers' organizations.

Evidence further suggests that several recommendations emerging from the final evaluation of Phase I were reflected in the design and implementation approach of Phase II. In particular, Phase II placed stronger emphasis on operationalization and workplace-level application of Equality@Work approaches, expanded care economy and childcare interventions, deeper integration between labour rights and gender equality dimensions, and increased attention to institutionalization and tripartite engagement mechanisms. The project also demonstrated greater emphasis on practical follow-up, workplace experimentation, and operational accompaniment compared with the more pilot-oriented character of the preceding phase.

Country-level evidence also suggests that Phase II moved beyond predominantly awareness-oriented engagement toward more practice-oriented operational application. In several contexts, the intervention expanded engagement on workplace violence and harassment, care responsibilities, women's participation in labour governance structures, and gender-responsive dialogue practices.

At the same time, continuity trajectories varied according to institutional stability, organizational capacity, and leadership continuity. In some contexts, turnover within workers' organizations and shifting institutional priorities affected organizational follow-through and consolidation of earlier gains.

While Phase II strengthened operational engagement and visibility of workplace equality agendas, deeper procedural integration and long-term organizational sustainability remained uneven across contexts. Stronger evidence emerged for operational uptake than for full institutionalization.

Overall, the evaluation concludes that Phase II successfully built upon the institutional and thematic foundations established during Phase I and demonstrated improved integration across core intervention areas, while also revealing continuing challenges related to sustainability, organizational consolidation, and long-term governance embedding.

4.2 COHERENCE

4.2.1 Overall Coherence Assessment

F9. The project demonstrated strong internal coherence through the integration of ACTRAV and GEDI technical approaches, reducing fragmentation between labour governance and workplace equality programming.

F10. The integrated ACTRAV–GEDI implementation model strengthened strategic consistency between normative labour rights agendas and practical workplace-level interventions.

F11. The intervention remained broadly coherent with ILO country-level and regional programming frameworks, while complementing ongoing labour governance and social dialogue initiatives in participating countries.

F12. Operational synergies between Outcomes 1 and 2 contributed positively to implementation coherence, particularly where workplace-level operationalization reinforced broader advocacy and governance engagement.

F13. Cross-country institutional learning, comparative reflection, and regional peer exchange mechanisms remained comparatively underdeveloped relative to the project's regional architecture and learning potential.

F14. The project demonstrated stronger operational coherence where implementation benefited from active coordination between ACTRAV, GEDI, ILO Country Offices, and national constituents.

The evaluation finds that the project demonstrated a strong overall level of coherence across its strategic positioning, thematic architecture, and implementation approach. Evidence from project documentation, stakeholder consultations, and implementation records indicates that the intervention aligned well with broader ILO programming, national labour governance priorities, and ongoing efforts to strengthen workers' rights, gender equality, and social dialogue systems across participating countries.

A central coherence feature of the project was the integration between ACTRAV and GEDI, which strengthened alignment between labour rights agendas and Equality@Work programming. Stakeholders consistently emphasized that this integrated approach increased the operational legitimacy of gender equality interventions by positioning them within broader labour governance and workers' representation processes rather than as stand-alone thematic activities. Evidence further suggests that interaction between Outcome 1 and Outcome 2 reinforced internal coherence by linking engagement on International Labour Standards with workplace-level interventions and dialogue processes.

The evaluation also finds that the project generally complemented rather than duplicated other ILO and partner initiatives. In several countries, project-supported activities operated alongside broader ILO work on social dialogue, labour rights, gender equality, and decent work priorities, creating operational synergies and reinforcing existing institutional engagement. Stakeholders viewed the intervention as filling important gaps related to workers' organizations' engagement on Equality@Work issues, gender-responsive labour governance, and workplace dialogue mechanisms.

At the same time, operational coherence varied across implementation contexts. Differences in institutional capacity, social dialogue maturity, country office engagement, and organizational systems affected the degree to which strategic coherence translated into operational integration. In some contexts, implementation benefited from stronger coordination structures and institutional anchoring; in others, continuity depended more heavily on active facilitation and project-driven coordination arrangements.

The evaluation additionally notes that although the project generated substantial implementation experience across countries, mechanisms for structured cross-country learning and peer exchange remained comparatively limited. Stakeholders in several countries indicated that more systematic exchange of operational practices, implementation lessons, and institutional learning could have strengthened regional learning and replication potential.

Overall, the evaluation concludes that the project demonstrated strong strategic and thematic coherence, particularly through the integrated ACTRAV–GEDI approach and the mutually reinforcing nature of the two outcomes. However, the depth of operational coherence and institutional integration remained uneven across contexts and influenced by broader labour governance conditions and organizational capacity constraints.

4.2.2 Responses to Specific Questions in the Evaluation Matrix Relating to Coherence

Coherence with Other ILO Interventions and National Initiatives (EQ C1)

The evaluation finds that the project was broadly coherent with other ILO interventions and relevant national initiatives related to workers' rights, social dialogue, workplace equality, and gender-responsive labour governance.

Evidence triangulated across project documentation, KIs, and implementation records indicates that the intervention complemented ongoing ILO engagement on labour standards, social dialogue, Equality@Work, and workers' representation. In several countries, stakeholders highlighted that the project strengthened workers' organizations' operational participation within broader labour governance and workplace equality processes, thereby complementing existing ILO policy and technical support activities.

Country-level evidence further suggests alignment with national priorities related to workplace equality, violence and harassment prevention, women's participation, and labour rights awareness. For example, in Malawi, project-supported interventions related to Convention No. 190 operationalization, GBVH prevention, and labour inspection guidance complemented broader national efforts to strengthen workplace responses to violence and harassment. In Ethiopia, workplace childcare interventions, maternity protection engagement,

and care-responsive collective bargaining activities aligned with ongoing national dialogue on women's labour force participation, workplace equality, and care economy concerns. Government representatives and social partners frequently emphasized that the project addressed practical implementation gaps affecting labour governance systems and workers' organizations' operational engagement on Equality@Work issues.

The evaluation also finds that the intervention generally complemented rather than duplicated broader partner-supported initiatives. In most participating countries, the project occupied a relatively specific operational niche focused on strengthening workers' organizations' engagement with labour rights and workplace equality agendas, thereby contributing added value within wider labour governance environments.

Evidence from Ethiopia and Ghana suggests comparatively stronger operational complementarity with existing ILO engagement and national dialogue structures, partly due to stronger institutional anchoring and coordination mechanisms. In more constrained contexts, coherence remained evident strategically, although operational integration was sometimes less systematic and more dependent on facilitation and leadership engagement.

At the same time, formalized coordination mechanisms, joint implementation frameworks, and systematic mapping of complementarities with other initiatives remained comparatively limited within project monitoring systems. While coordination often occurred in practice, documentation of synergies and institutional linkages was not always systematically captured.

Overall, the evaluation concludes that the project demonstrated satisfactory to strong external coherence with broader ILO interventions and national initiatives and contributed positively to wider labour governance and workplace equality agendas across participating countries.

Synergies Between Outcome 1 and Outcome 2 (EQ C2)

The evaluation finds that interaction between Outcome 1 and Outcome 2 represented one of the project's strongest dimensions of internal coherence.

Evidence triangulated across KIs, implementation records, and country-level documentation consistently indicates that combining:

- engagement with International Labour Standards, labour rights mechanisms, and supervisory processes under Outcome 1; and
- Equality@Work interventions under Outcome 2, including workplace-level, institutional, labour inspection, and gender-responsive operational support dimensions

created mutually reinforcing implementation dynamics across several participating countries.

Outcome 1 strengthened the normative and institutional foundations for engagement on workplace equality, violence and harassment, women's participation, and gender-responsive labour practices. At the same time, Outcome 2 increased the operational relevance of broader labour rights and social dialogue agendas by linking them to concrete workplace-level concerns and organizational realities.

Evidence from **Ethiopia and Malawi** suggests that workplace-level engagement on childcare, violence and harassment, and gender-responsive collective bargaining created practical entry points for broader discussions on labour standards, representation, and workplace inclusion. In Uganda and Mozambique, engagement around Convention No. 190 and Equality@Work initiatives increased visibility of workplace equality issues within workers' organizations and labour dialogue processes.

Stakeholders consistently emphasized that integration between labour rights programming and workplace equality interventions strengthened the operational legitimacy and acceptance of Equality@Work agendas within workers' organizations. Rather than functioning as parallel thematic streams, the two outcomes were generally perceived as interconnected components of a broader labour governance and workers' representation approach.

The evaluation further finds that the ACTRAV–GEDI collaboration reduced fragmentation between normative labour rights engagement and workplace equality programming, thereby strengthening conceptual consistency and operational alignment between strategic and workplace-level interventions.

At the same time, the depth of cross-outcome integration varied across implementation contexts. In some countries, linkages between normative engagement and workplace application became increasingly operationalized and embedded within organizational practices. In others, synergies remained more activity-driven and dependent on project-supported facilitation rather than fully integrated into institutional systems and procedures.

Implementation continuity also frequently depended on active coordination, institutional leadership, and facilitation capacity. More formalized mechanisms for sustaining cross-outcome integration beyond the project cycle remained comparatively limited, particularly in contexts characterized by weaker organizational systems and resource constraints.

Overall, the evaluation concludes that the project achieved a substantial degree of internal coherence between Outcome 1 and Outcome 2. Integration between labour rights engagement and workplace-level Equality@Work operationalization strengthened the intervention's overall strategic consistency and enhanced its relevance within workers' representation and labour governance processes.

4.3 EFFECTIVENESS

4.3.1 Overall Effectiveness Assessment

- F15.** The project delivered the majority of planned outputs and generated meaningful operational engagement across participating countries despite contextual and institutional variability.
- F16.** The intervention generated stronger evidence of behavioural adaptation, operational uptake, and procedural experimentation than of durable institutional embedding or governance consolidation.
- F17.** Workers' organizations strengthened their engagement with labour governance processes, International Labour Standards mechanisms, workplace dialogue, and advocacy-related activities.
- F18.** Workplace-level Equality@Work interventions represented one of the project's strongest operational contribution pathways, particularly regarding GBVH prevention, maternity protection, care-responsive workplace measures, and workplace dialogue practices.
- F19.** The project contributed to increased awareness, legitimacy, and operational discussion of workplace equality agendas within labour governance and workers' rights frameworks.
- F20.** Evidence of procedural integration and institutional consolidation remained uneven across countries and organizations, reflecting differing levels of institutional maturity and organizational absorptive capacity.
- F21.** Post-training reinforcement, accompaniment, and follow-through mechanisms varied substantially across implementation contexts, affecting continuity and depth of operational uptake.
- F22.** Tripartite participation strengthened procedural dialogue and implementation legitimacy, although substantive redistribution of bargaining influence and accountability remained more uneven.
- F23.** Employer engagement demonstrated variable depth and continuity across contexts, with stronger procedural participation than evidence of sustained institutional commitment in several countries.
- F24.** The project functioned more credibly as a catalytic institutional strengthening and agenda-legitimization intervention than as a fully consolidated transformational reform programme.

The evaluation finds that the project achieved a satisfactory to strong level of effectiveness, particularly regarding delivery of planned outputs, strengthened engagement of workers' organizations with labour rights and Equality@Work agendas, and observable operational and behavioural changes across participating countries.

Evidence triangulated across KIIs, progress reports, implementation records, and country-level documentation indicates that the intervention moved beyond awareness-raising activities and contributed to practical application of acquired knowledge, increased engagement with labour governance processes, and emerging workplace-level adaptation of gender-responsive practices.

Implementation evidence confirms a substantial operational footprint across the region. Outcome 1 engaged trade union representatives from up to 15 African countries through regional and sub-regional initiatives related to ILS supervisory mechanisms, labour rights engagement, and workers' representation processes. Outcome 2 generated more direct national-, sectoral-, and workplace-level results in Ethiopia and Malawi through Equality@Work interventions linked to gender-related labour standards, labour inspection strengthening, gender-responsive collective bargaining, workplace assessments, GBVH prevention initiatives, childcare pilots, and care-responsive workplace measures.

Beyond awareness-raising, the evaluation identified evidence of operational normative engagement in several contexts, including support contributing to renewed CEACR-related reporting processes and the development of ratification-oriented advocacy and policy follow-up mechanisms.

Effectiveness was strongest where training, mentoring, operational follow-up, and workplace-level application were combined. Evidence from Ethiopia and Malawi suggests that interventions linking labour standards engagement with practical workplace concerns — including GBVH prevention, maternity protection, childcare, and collective bargaining — generated stronger operational ownership and behavioural adaptation than stand-alone awareness activities.

The evaluation further finds that the integrated ACTRAV–GEDI approach strengthened effectiveness by connecting labour rights engagement with operational Equality@Work interventions. Stakeholders consistently emphasized that this integration increased the practical relevance and legitimacy of gender equality agendas within workers' organizations and labour dialogue processes.

At the same time, effectiveness varied across institutional contexts. In countries with comparatively stronger institutional structures, project-supported approaches were more readily operationalized and integrated into ongoing organizational activities. In more resource-constrained or institutionally fragile environments, gains remained more dependent on active facilitation, committed individuals, and continued accompaniment support.

The evaluation finds substantially stronger evidence of:

- operational uptake;
- behavioural adaptation;
- increased labour governance engagement; and
- practical utilization of project-supported tools

than of:

- durable institutionalization;
- formal governance restructuring; or
- autonomous continuation beyond project-supported facilitation.

Overall, the evaluation concludes that the project functioned effectively as a catalytic institutional strengthening and operational demonstration intervention. It generated credible behavioural and operational changes across multiple contexts, although many gains remained at relatively early stages of institutional consolidation.

4.3.2 Outcome 1 Effectiveness: Workers' Rights, ILS Supervisory Mechanisms and Labour Governance Engagement

The evaluation finds that Outcome 1 achieved substantial progress in strengthening workers' organizations' engagement with workers' rights advocacy, International Labour Standards (ILS) supervisory mechanisms, labour governance processes, and social dialogue engagement across participating countries. Triangulated evidence from KIIs, implementation documentation, training records, and project monitoring data indicates that the project contributed to increased operational participation of workers' organizations in ILS-related advocacy, supervisory engagement, gender-responsive labour governance processes, and Equality@Work initiatives at regional, national, and organizational levels.

Implementation evidence confirms delivery of multiple regional, sub-regional, and national interventions focused on ILO supervisory mechanisms, CEACR reporting processes, women trade union leadership, gender-responsive collective bargaining, ratification advocacy, participatory gender assessments, and gender-related international labour standards. Project-supported activities engaged workers' representatives from more than 15 African countries and contributed to tangible operational outputs, including 11 CEACR submissions by trade unions and six ratification campaigns linked to Conventions Nos. 100, 111, 156, 183, 189 and 190. Evidence further indicates that project-supported interventions extended beyond awareness-raising toward more practical engagement with labour governance and supervisory processes.

Evidence from Ethiopia demonstrates particularly strong operational uptake linked to supervisory engagement and gender-responsive labour governance processes. Following project-supported mentoring and technical accompaniment on ILS supervisory mechanisms and CEACR reporting procedures, CETU completed its first-ever CEACR submission, representing an important institutional step from capacity development toward practical engagement with ILO supervisory processes. Stakeholders consistently emphasized that the mentorship and accompaniment model played a critical role in enabling practical application. As noted by one trade union representative:

"The mentorship approach moved us from participating in trainings to actually preparing and contributing to supervisory reporting processes." — Trade union representative, Ethiopia

Illustrative Case Example — Ethiopia: Operationalization of ILS Supervisory Engagement

Project-supported mentoring and technical accompaniment contributed to practical operationalization of ILS supervisory engagement within CETU. Following training and mentorship activities on supervisory mechanisms and CEACR reporting processes, CETU completed its first-ever submission to the CEACR, representing a significant institutional step beyond awareness-raising toward practical engagement with ILO supervisory procedures.

Stakeholder evidence further suggests that supervisory engagement contributed to increased organizational confidence in using ILS mechanisms for labour rights advocacy, including issues affecting domestic workers, maternity protection, and gender-responsive labour governance. The intervention therefore demonstrated a concrete transition from capacity development toward operational application of supervisory mechanisms within workers' organizations.

The institutional significance of this experience lies less in the submission itself than in the strengthening of organizational familiarity, procedural confidence, and emerging normalization of supervisory engagement within workers' representation processes.

Project-supported advocacy linked to Convention No. 183 further contributed to development of an eight-point action plan integrating maternity protection and collective bargaining dimensions. Evidence suggests that linking supervisory engagement to concrete workplace and organizational priorities — including maternity protection, domestic workers' rights, workplace equality, and GBVH-related concerns — strengthened ownership and operational relevance among participating workers' organizations.

The evaluation further finds that Outcome 1 interventions contributed to strengthening women trade union leadership and advocacy capacities across several participating contexts. KIIs consistently indicated that women participants gained increased confidence, technical understanding, and practical tools for engaging in labour rights advocacy, collective bargaining discussions, and workplace equality initiatives. In several cases, participants subsequently cascaded acquired knowledge within their organizations, thereby contributing to broader organizational diffusion of project-supported approaches and reinforcing institutional reach beyond direct training beneficiaries.

Evidence suggests that effectiveness under Outcome 1 was strongest where training activities were combined with mentoring, technical accompaniment, and opportunities for operational application. The intervention appears to have been particularly effective in contexts where workers' organizations were able to connect labour standards engagement to immediate organizational and workplace priorities. This contributed to stronger uptake of supervisory mechanisms and labour governance engagement processes than would likely have been achieved through stand-alone awareness-raising interventions alone.

At the same time, evidence of deeper institutionalization remained uneven across contexts. While several organizations demonstrated increased operational engagement with labour governance and supervisory mechanisms, continuation frequently depended on committed individuals, leadership continuity, and continued technical accompaniment. In some contexts, organizational absorptive capacity, resource limitations, and broader institutional constraints affected the extent to which project-supported approaches became fully embedded within formal organizational systems and procedures.

Overall, the evaluation concludes that Outcome 1 functioned effectively as a catalytic institutional strengthening and labour rights engagement pathway. The intervention generated credible evidence of increased participation in ILS supervisory mechanisms, strengthened workers' rights advocacy, enhanced labour governance engagement, and emerging organizational integration of gender-responsive labour standards approaches across participating countries. The evidence further suggests that the project was most effective where capacity development was linked to practical operational application, organizational accompaniment, and concrete labour governance processes, thereby facilitating transition from knowledge acquisition toward institutional and operational use of supervisory and advocacy mechanisms.

4.3.3 Outcome 2 Effectiveness: Equality@Work, GBVH Prevention, Care Systems and Workplace-Level Operationalization

The evaluation finds that Outcome 2 generated the strongest evidence of operational uptake, workplace-level application, and behavioural adaptation across the project portfolio, particularly in Ethiopia and Malawi, where interventions evolved beyond awareness-raising toward more operationalized Equality@Work practices and emerging forms of institutional experimentation. Compared to more normative and advocacy-oriented dimensions of the project, Outcome 2 interventions demonstrated comparatively clearer evidence of procedural integration, workplace adaptation, and practical application within labour governance and organizational systems.

Implementation evidence confirms that Outcome 2 combined national-, sectoral-, and workplace-level interventions related to:

- GBVH prevention;
- maternity protection;
- care-responsive workplace measures;
- workplace childcare solutions;
- labour inspection strengthening;
- gender-responsive collective bargaining;
- workplace equality assessments; and
- institutional support mechanisms linked to Equality@Work operationalization.

The evaluation finds that the effectiveness of these interventions was strongest where practical workplace-level measures became connected to broader institutional dialogue structures, collective bargaining mechanisms, labour inspection processes, and organizational leadership engagement, thereby increasing prospects for organizational uptake and procedural continuity beyond stand-alone sensitization activities.

Evidence from Ethiopia demonstrates comparatively strong operational uptake across several intervention areas. The project supported establishment of workplace childcare facilities within agro-processing and domestic work sectors, including childcare centres at CEREALIA and Hilina Foods, as well as establishment of a public childcare facility in Gulele Sub-City supported through formalized sustainability arrangements involving local institutional actors. Quantitative evidence further indicates that the interventions reached multiple workplaces and workers' organizations through cascading awareness-raising, workplace dialogue activities, and care-responsive training initiatives implemented jointly with CETU, CEEA, BetterWork Ethiopia, and sectoral actors.

The intervention also contributed to the re-establishment and operational expansion of the Gender Technical Advisory Committee (GTAC), thereby strengthening tripartite coordination, institutional oversight, and stakeholder engagement related to workplace equality interventions and gender-responsive labour governance discussions. The evaluation finds that this contributed to increasing institutional visibility and legitimacy of Equality@Work concerns within broader labour governance processes.

The evaluation further finds evidence of operational progress related to care-responsive collective bargaining and workplace equality assessments in Ethiopia. Project-supported trainings and cascading activities contributed to increased awareness and operational engagement around maternity protection, care systems, workplace equality concerns, and Convention No. 190-related discussions among workers' organizations and workplace actors. Stakeholders consistently reported that these interventions created more practical and operational entry points for integrating gender equality concerns into workplace dialogue and bargaining processes.

As noted during stakeholder consultations:

"The childcare intervention made Equality@Work tangible because workers and employers could immediately see the practical value." — Stakeholder consultation, Ethiopia

The evaluation considers this particularly significant from a contribution-analysis perspective because it illustrates how operationally visible and workplace-relevant interventions generated stronger organizational engagement and practical ownership than more abstract normative discussions alone. In several KIIs, stakeholders emphasized that practical interventions linked to care systems, GBVH prevention, and maternity protection increased organizational receptiveness to broader gender equality agendas within trade union structures.

In Malawi, Outcome 2 generated several concrete operational and procedural results linked to GBVH prevention and Equality@Work operationalization. Quantitative evidence confirms that six collective bargaining agreements integrated GBVH and gender equality provisions covering approximately 36,742 workers across participating sectors. The evaluation finds this particularly relevant because it demonstrates movement beyond sensitization toward formal procedural integration of Equality@Work principles within labour governance instruments and collective bargaining systems.

The project also supported development of draft Standard Operating Procedures (SOPs) for handling violence and harassment cases within the justice sector and contributed to strengthening labour inspection tools and operational guidance linked to Convention No. 190 implementation. Additional interventions included establishment and training of Gender Champions within the tea sector and strengthening women trade unionists' advocacy capacities related to Conventions Nos. 190, 183, and 156, as well as gender-responsive collective bargaining approaches.

Illustrative Case Example — Malawi: GBVH Integration into Collective Bargaining and Labour Governance Processes

In Malawi, project-supported interventions contributed to movement beyond awareness-raising toward operational and procedural integration of GBVH prevention and Equality@Work approaches within labour governance structures. Evidence confirms that six collective bargaining agreements incorporated GBVH and gender equality provisions covering approximately 36,742 workers across participating sectors.

The intervention further supported development of draft Standard Operating Procedures for handling violence and harassment cases within the justice sector and strengthened labour inspection guidance linked to Convention No. 190 operationalization. Additional implementation mechanisms included establishment of Gender Champions within the tea sector and strengthening women trade unionists' advocacy capacities related to Conventions Nos. 190, 183, and 156.

The case illustrates how linking Equality@Work interventions to collective bargaining systems, labour inspection functions, and sectoral dialogue structures strengthened operational uptake and increased prospects for procedural continuity beyond stand-alone sensitization activities.

In Malawi, project-supported interventions contributed to movement beyond awareness-raising toward operational and procedural integration of GBVH prevention and Equality@Work approaches within labour governance structures. Evidence confirms that six collective bargaining agreements incorporated GBVH and gender equality provisions covering approximately 36,742 workers across participating sectors.

The intervention further supported development of draft Standard Operating Procedures for handling violence and harassment cases within the justice sector and strengthened labour inspection guidance linked to Convention No. 190 operationalization. Additional implementation mechanisms included establishment of Gender Champions within the tea sector and strengthening women trade unionists' advocacy capacities related to Conventions Nos. 190, 183, and 156.

The evaluation finds that this combination of collective bargaining integration, labour inspection strengthening, sectoral dialogue engagement, and workplace advocacy mechanisms strengthened operational uptake and increased prospects for procedural continuity beyond stand-alone sensitization activities. The case illustrates how practical workplace-level interventions became linked to institutional labour governance mechanisms, thereby increasing organizational ownership and strengthening possibilities for longer-term procedural embedding.

Across both Ethiopia and Malawi, KIIs consistently suggested that interventions addressing visible workplace concerns — including GBVH prevention, childcare, maternity protection, workplace dialogue, and care-responsive measures — generated comparatively stronger engagement and organizational ownership than more abstract normative discussions alone. Stakeholders frequently associated these interventions with clearer practical value, stronger worker engagement, and greater institutional receptiveness within participating workers' organizations.

Regional learning and exchange processes further strengthened operational visibility and cross-country learning around care-responsive workplace approaches. Participation in the South-4-Care Learning Hub contributed to regional exchange on childcare systems, care-responsive workplace measures, and Equality@Work operationalization, while also increasing exposure of participating workers' organizations to comparative institutional practices and operational models emerging across participating countries.

As noted by one stakeholder:

“Some of the practices introduced through the project are now being discussed internally as part of regular organizational processes rather than standalone project activities.” — National workers' organization representative

The evaluation considers this indicative of emerging procedural and organizational integration of selected Equality@Work approaches within participating workers' organizations, although the depth and durability of institutional embedding remained uneven across contexts. In several cases, operational gains continued to depend heavily on active facilitation, committed leadership individuals, and project-supported accompaniment rather than fully consolidated institutional systems and internally financed operational structures.

Sustainability prospects therefore varied significantly according to organizational absorptive capacity, leadership continuity, institutional commitment, and availability of follow-up support and resources. While several interventions demonstrated credible evidence of behavioural adaptation, procedural strengthening, and operational uptake, many remained at relatively early stages of institutional consolidation.

Overall, the evaluation concludes that Outcome 2 functioned effectively as an operational demonstration and institutional experimentation pathway for Equality@Work approaches. The intervention generated credible evidence of workplace-level operational uptake, behavioural adaptation, procedural strengthening, and increased legitimacy of workplace equality agendas within workers' organizations and labour governance systems. At the same time, the evaluation finds that long-term institutional sustainability will depend on the extent to which participating organizations continue embedding these approaches within routine organizational systems, collective bargaining structures, labour governance mechanisms, and internally resourced operational processes beyond the project cycle.

4.3.4 Delivery of Planned Outputs and Operational Results

The evaluation finds that the project largely delivered planned outputs within the implementation period and remained broadly consistent with approved workplans, intervention areas, and planned country coverage. A consolidated overview of indicators and operational results is provided in Annex VII.

Documentary evidence, implementation records, and stakeholder consultations confirm delivery of major activities across both outcomes, including:

- regional and national capacity-building workshops;
- technical training sessions;

- Equality@Work interventions;
- workplace pilots;
- policy dialogue activities;
- advocacy support;
- labour inspection strengthening; and
- technical exchanges related to labour rights and gender equality.

The evaluation finds that implementation performance was strongest in areas where interventions combined normative labour rights agendas with practical workplace-level operationalization mechanisms, thereby increasing organizational ownership, institutional relevance, and operational uptake across participating workers' organizations and labour governance actors.

Under Outcome 1, the project delivered multiple regional and sub-regional trainings covering::

- ILO supervisory mechanisms;
- gender-related ILS;
- women's trade union leadership;
- ratification advocacy;
- participatory gender assessments; and
- gender-responsive collective bargaining.

Implementation evidence further confirms:

- 11 CEACR submissions by trade unions;
- 6 ratification campaigns linked to Conventions Nos. 100, 111, 156, 183, 189 and 190; and
- 7 compliance and policy development measures aligned with gender-related ILS.

The evaluation considers these outputs analytically significant because they demonstrate that the project moved beyond generalized sensitization activities toward supporting more structured engagement of workers' organizations with supervisory mechanisms, labour standards advocacy processes, and gender-related labour governance agendas. In several contexts, KIIs suggested that workers' organizations became more operationally confident in engaging with supervisory procedures, advocacy mechanisms, and labour governance dialogue processes than prior to project implementation.

At the same time, the evaluation finds that operational uptake and institutionalization under Outcome 1 varied considerably across countries depending on pre-existing organizational capacity, leadership engagement, absorptive capacity, and continuity of accompaniment mechanisms. In several contexts, institutional progress remained stronger at the level of awareness, engagement, and procedural participation than at the level of fully institutionalized organizational systems or sustained independent follow-up mechanisms.

Country-level evidence from Ethiopia and Malawi demonstrates that Outcome 2 generated the most visible operational results across national-, sectoral-, and workplace-level dimensions. Interventions combined Equality@Work operationalization with labour inspection support, gender-responsive collective bargaining, GBVH prevention, care-responsive workplace initiatives, and institutional strengthening mechanisms.

In Ethiopia, interventions contributed to the re-establishment of the Gender Technical Advisory Committee (GTAC), workplace childcare solutions, Equality@Work sectoral assessments, and care-responsive collective bargaining processes linked to maternity protection and workplace equality agendas. The project supported establishment of three childcare solutions across agriculture and domestic work sectors, including workplace childcare centres at CEREALIA and Hilina Foods, as well as a public childcare facility in Gulele Sub-City supported through formal sustainability and governance arrangements.

The evaluation finds that these interventions generated comparatively strong operational visibility because they translated Equality@Work principles into tangible workplace-level measures that workers, employers, and organizational leadership could directly observe and engage with operationally. This strengthened organizational ownership and increased the practical legitimacy of broader workplace equality agendas within participating institutions.

In Malawi, interventions contributed to integration of GBVH provisions into collective bargaining agreements covering more than 36,700 workers, development of procedural tools and SOPs related to violence and harassment responses, strengthened labour inspection approaches, and establishment of Gender Champion structures within sectoral unions. Additional interventions strengthened advocacy capacities of women trade unionists on Conventions Nos. 190, 183, and 156 and gender-responsive collective bargaining processes.

The evaluation considers these interventions particularly significant because they demonstrate movement beyond awareness-raising toward procedural integration of Equality@Work approaches within labour governance instruments, workplace dialogue systems, and collective bargaining frameworks. Stakeholder consultations consistently indicated that interventions linked to visible workplace concerns — including GBVH prevention, childcare, maternity protection, labour inspection support processes, and workplace dialogue — generated comparatively stronger engagement and organizational ownership than purely normative activities.

At the same time, implementation depth varied considerably across countries and organizations. Evidence from Tanzania and Mozambique suggests that operational follow-up and continuity were more vulnerable to turnover, resource limitations, coordination challenges, and uneven absorptive capacity. In several contexts, continuation remained highly dependent on project accompaniment, active leadership engagement, and availability of follow-up institutional support.

Given the multi-country nature of the intervention, implementation trajectories and institutionalization patterns varied significantly across participating contexts. The evaluation therefore applied a comparative analytical lens to assess differences in operational uptake, behavioural adaptation, organizational engagement, and sustainability prospects across countries and implementation settings.

Table 5 summarizes comparative implementation patterns and emerging sustainability signals observed across participating countries. The overview does not seek to rank country performance, but rather to illustrate differentiated implementation trajectories and institutionalization conditions identified through triangulated evidence.

The evaluation finds that these comparative patterns illustrate the importance of institutional absorptive capacity, leadership continuity, operational accompaniment, and practical workplace relevance in shaping implementation effectiveness and sustainability prospects across participating countries.

Overall, the evaluation concludes that the project achieved satisfactory implementation performance at output level and generated meaningful operational engagement across participating countries. While implementation depth and institutionalization varied significantly across contexts, the project demonstrated credible evidence of behavioural adaptation, procedural strengthening, organizational engagement, and emerging operational integration of labour governance and Equality@Work approaches within participating workers' organizations and labour governance systems.

To illustrate the diversity of operational results and institutional engagement across contexts, Table 6 presents selected examples of project-supported Equality@Work and labour governance outcomes. The examples demonstrate varying levels of change, ranging from operational uptake and behavioural adaptation to procedural integration and emerging governance embedding.

Table 5. Comparative Assessment of Outcome-Level Progress, Engagement Modalities, and Sustainability Signals Across Participating Countries

Country	Outcome 1 Progress	Outcome 2 Progress	Sustainability Signals
Ethiopia	Strong engagement on labour rights, social dialogue, and workers' representation mechanisms. Evidence of active operational uptake of ILS-related advocacy and organizational engagement.	Strong engagement across national-, sectoral-, and workplace-level Equality@Work interventions, including GBVH prevention, institutional support mechanisms, labour inspection-related tools, and workplace dialogue processes. Evidence of operational and institutional uptake observed in several areas.	Comparatively stronger sustainability prospects linked to active trade union engagement, organizational ownership, and integration into ongoing dialogue structures, though continued accompaniment remains important.
Malawi	Moderate progress in strengthening workers' organizations' engagement on labour governance and Equality@Work agendas. Awareness and operational participation improved.	Moderate to strong progress across national-, sectoral-, and workplace-level Equality@Work interventions, including operational guidance, labour inspection support tools, workplace dialogue processes, and sector-level equality initiatives. Evidence of operationalization emerged, though implementation depth remained uneven across dimensions.	Sustainability remains moderate and dependent on continued institutional reinforcement, organizational capacity, and leadership continuity.
Ghana	Strong relevance and engagement on labour rights, workplace equality, and advocacy processes. Increased visibility of Equality@Work concerns within labour dialogue.	No direct Outcome 2 implementation identified at national level. Engagement with Equality@Work themes occurred primarily through regional exchanges, cross-country learning processes, and integrated ACTRAV–GEDI accompaniment mechanisms.	Sustainability prospects primarily relate to continued labour rights and advocacy engagement under Outcome 1, while Equality@Work-related continuity remains dependent on future programming and regional follow-up mechanisms.
Tanzania	Strong operational engagement with labour governance and workers' rights processes. Evidence of integration into organizational and bargaining discussions.	No direct Outcome 2 implementation identified at national level. Exposure to Equality@Work and workplace inclusion themes occurred primarily through regional learning, social dialogue, and cross-country exchange processes.	Sustainability signals were stronger in relation to labour governance and organizational dialogue mechanisms under Outcome 1 than in relation to Equality@Work operationalization.
Uganda	Moderate strengthening of workers' organizations' engagement in labour governance and social dialogue processes.	No direct Outcome 2 implementation identified at national level, although selected regional and cross-country exchanges contributed to awareness and dialogue around Equality@Work themes.	Sustainability prospects remain primarily linked to organizational ownership of labour governance and social dialogue activities under Outcome 1.
Mozambique	More uneven implementation progress due to institutional and coordination constraints, although relevance remained high.	No direct Outcome 2 implementation identified at national level. Engagement with workplace equality and inclusion themes remained limited and primarily linked to broader regional learning processes.	Sustainability prospects remain comparatively fragile due to broader institutional and coordination constraints and limited direct operational embedding of Equality@Work interventions.
Regional / Global Level	ACTRAV–GEDI integration strengthened normative coherence and operational	Regional exchanges, integrated ACTRAV–GEDI accompaniment, and South-4-Care-related learning	Sustainability strongest where interventions became linked to existing organizational

	legitimacy across countries. Regional accompaniment supported convergence around labour rights and Equality@Work agendas.	processes supported cross-country operational learning and increased visibility of Equality@Work themes within labour governance discussions.	systems, workplace dialogue structures, and collective bargaining processes rather than stand-alone project activities.
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Note: Note: Direct Outcome 2 implementation activities were concentrated primarily in Ethiopia and Malawi. In other participating countries, engagement with Equality@Work themes occurred mainly through regional exchanges, integrated ACTRAV–GEDI accompaniment, and cross-country learning processes..

Table 6. Illustrative Gender Equality and Equality@Work Results by Country

Country	Gender Equality / Equality@Work Focus	Reported Operational Result	Level of Change
Ethiopia	Care economy and maternity protection	Three childcare solutions established across agriculture and domestic work sectors, including workplace childcare centres and a public childcare facility supported through formal sustainability and governance arrangements	Operational uptake / early institutionalization
Ethiopia	Maternity protection and social dialogue	CETU adopted an eight-point action plan supporting advocacy for Convention No. 183 ratification, integration of maternity protection into collective bargaining processes, and strengthening of tripartite dialogue mechanisms	Policy advocacy / governance embedding
Ethiopia	Gender-responsive collective bargaining	Commitments by CETU and CEEA to support integration of care-responsive clauses into collective bargaining processes strengthened operational engagement with gender-responsive workplace practices	Operational integration / behavioural adaptation
Ethiopia	Equality@Work governance mechanisms	Re-establishment and expansion of the Gender Technical Advisory Committee (GTAC) strengthened tripartite oversight and coordination of workplace equality interventions	Institutional coordination strengthening
Ethiopia	Evidence-based workplace reform	Gender equality, maternity protection and care economy assessments conducted across agro-processing factories and the domestic work sector informed targeted interventions and tripartite dialogue processes	Evidence generation / systems strengthening
Malawi	GBVH and Convention No. 190	Collective bargaining agreements integrated GBVH and gender equality provisions covering more than 36,700 workers across sectors	Institutional and bargaining integration
Malawi	Labour inspection and GBVH response	Labour inspection support mechanisms and practical guidance tools strengthened operational capacity to address violence and harassment in the world of work	Systems strengthening / procedural integration
Malawi	Justice sector response to GBVH	Draft procedural mechanisms and SOPs supported institutional responses to violence and harassment cases aligned with Convention No. 190	Institutional procedural strengthening
Malawi	Women's trade union	Women trade unionists strengthened advocacy capacities on Conventions Nos. 190,	Behavioural adaptation /

	leadership	183 and 156, and on gender-responsive collective bargaining	leadership strengthening
Malawi	Sector-level GBVH prevention	Gender Champion structures within the tea sector strengthened complaint handling, prevention measures, and collective bargaining responses related to GBVH	Operational uptake
Mozambique	Gender-related ILS advocacy	Independent submissions to the ILO supervisory system and continued ratification advocacy on gender-related conventions reported during implementation	Institutional engagement / sustainability signals
Uganda	Convention No. 190 ratification engagement	Continued advocacy and national engagement contributed to Convention No. 190 ratification trajectory	Policy influence
Regional (15+ countries)	Gender-transformative trade union leadership	Regional and sub-regional trainings strengthened capacities of women and youth trade unionists on gender-related ILS and Equality@Work agendas	Regional capacity strengthening
Cross-country (Ethiopia & Malawi)	Care economy and peer learning	Participation in the South-4-Care Learning Hub informed regional action planning and strengthened exchange of care-responsive workplace approaches	Knowledge transfer / cross-country learning

Source: Project final reporting, implementation records, stakeholder consultations, and evaluator synthesis.

4.3.5 Practical Application and Behavioural Change (EQ E2)

The evaluation finds credible and well-triangulated evidence that project-supported capacities, tools, and approaches were applied in practice across multiple contexts. Evidence from KIIs, implementation records, progress reports, and country documentation indicates increased operational engagement of workers' organizations in:

- labour rights advocacy;
- social dialogue;
- Equality@Work initiatives;
- workplace-level GBVH discussions; and
- engagement with ILO supervisory mechanisms.

The evaluation finds that practical application was most visible where project-supported interventions moved beyond normative awareness-raising and became linked to operational workplace realities, institutional mandates, or ongoing organizational processes. Across several contexts, stakeholders described a shift from conceptual familiarity with labour rights and gender equality frameworks toward greater confidence in applying these agendas within workplace dialogue, collective bargaining, labour governance engagement, and advocacy processes.

Country-level evidence confirms practical application of acquired capacities. In Ethiopia, CETU submitted comments to the CEACR for the first time, while stakeholders reported increased engagement on maternity protection, childcare, and care-responsive collective bargaining processes. Project-supported interventions also contributed to operational uptake of workplace equality approaches through the establishment of three childcare solutions across agriculture and domestic work sectors, including workplace childcare centres and a public childcare facility supported through governance and sustainability arrangements.

The evaluation considers these interventions analytically significant because they demonstrate that Equality@Work approaches became operationally visible within workplace settings rather than remaining confined to policy discourse. Evidence from KIIs suggests that practical workplace relevance strengthened organizational ownership and increased willingness among both workers' organizations and sectoral stakeholders to engage with care-responsive labour governance agendas.

Illustrative Case Example — Ethiopia: Care-Responsive Workplace Governance

Context: Workplace discussions on childcare, maternity protection, and care responsibilities historically remained weakly integrated into labour governance and collective bargaining processes within participating sectors.

Intervention Support: The project supported workplace childcare interventions, care-responsive workplace dialogue, and collective bargaining-related engagement through collaboration with BetterWork Ethiopia, CETU, employers, and workplace actors, including interventions at CEREALIA, Hilina Foods, and Gulele Sub-City.

Observed Change / Evidence: Evidence from KIIs and implementation records suggests increased operational engagement on maternity protection, workplace childcare, and care-responsive labour dialogue. Childcare centres established through the project were accompanied by operational management arrangements, sustainability planning, and coordination involving workers' organizations, employers, and local authorities.

Illustrative Stakeholder Reflection: "The childcare discussion changed from being seen as a private issue to something linked to workplace participation and productivity." — Stakeholder consultation, Ethiopia

Evaluation Insight: The example illustrates how practical workplace interventions strengthened operational uptake of Equality@Work principles and contributed to gradual normalization of care-responsive labour governance within workplace and social dialogue processes.

In Malawi, project-supported interventions contributed to integration of GBVH provisions into six collective bargaining agreements covering more than 36,700 workers and strengthened operational use of Convention No. 190 within collective bargaining and workplace dialogue processes. Additional interventions supported development of labour inspection guidance tools, procedural mechanisms, and SOPs related to violence and harassment responses, while Gender Champion structures within the tea sector strengthened complaint handling and workplace-level GBVH prevention mechanisms.

The evaluation finds that these interventions demonstrate evidence of procedural and operational utilization beyond training participation alone. In several cases, project-supported capacities translated into practical application within institutional mandates, workplace dialogue systems, bargaining processes, and sectoral operational practices.

The evaluation also finds evidence of behavioural adaptation among participating stakeholders. Interview data and implementation records reflect increased willingness among workers' organizations, workplace actors, and sectoral stakeholders to engage with Equality@Work and gender-responsive labour governance agendas. Stakeholders across several countries emphasized greater organizational confidence to discuss violence and harassment, care responsibilities, maternity protection, and women's participation in leadership structures.

As noted during stakeholder consultations:

"They feel belonging. I am part of the supervisory machinery." — Stakeholder consultation, regional level

The evaluation considers this shift particularly important from a contribution-analysis perspective because it suggests increased ownership and perceived legitimacy of engagement with supervisory mechanisms and labour governance processes among participating workers' organizations. Across multiple KIIs, stakeholders emphasized that project-supported accompaniment helped reduce perceptions that supervisory engagement and Equality@Work agendas were exclusively technical or externally driven processes.

Practical application was strongest where interventions combined:

- technical knowledge;
- mentoring and follow-up;
- workplace-level relevance; and
- integration into ongoing organizational processes.

Evidence from Ethiopia indicates that childcare pilots and care-responsive interventions generated comparatively strong operational ownership because they addressed immediate workplace realities affecting both workers and employers. Similarly, Malawi's labour inspection and GBVH interventions benefited from direct application within existing institutional mandates and operational systems, thereby strengthening the likelihood of continued procedural use beyond the immediate implementation cycle.

The evaluation also identified evidence that selected capacity-development efforts translated into workplace-level application through incorporation of care-responsive considerations into collective bargaining discussions and related workplace dialogue processes. In both Ethiopia and Malawi, KIIs indicated that project-supported interventions contributed to expanding organizational discourse around maternity protection, care responsibilities, GBVH prevention, and women's workplace participation beyond previously narrower labour rights discussions.

At the same time, institutionalization remained uneven. In several contexts, application of project-supported approaches depended heavily on motivated individuals, facilitation support, or active leadership engagement rather than embedded institutional systems. Evidence from Tanzania, Uganda, and Mozambique suggests that while awareness, engagement, and behavioural openness improved, operational continuity and autonomous follow-up remained more fragile where institutional systems, dedicated resources, or sustained accompaniment mechanisms were limited.

The evaluation therefore finds stronger evidence of:

- behavioural adaptation;
- operational utilization; and
- emerging procedural integration

than of:

- durable institutionalization;
- formal governance embedding; or
- autonomous continuation independent of project support.

This distinction is analytically important. While the project generated credible evidence of practical application across multiple contexts, the depth of institutional embedding varied significantly depending on organizational maturity, absorptive capacity, leadership continuity, and the extent to which interventions became integrated into existing governance structures, bargaining systems, workplace procedures, or organizational mandates.

Overall, evidence of operational application and behavioural change is strong across multiple contexts. The evaluation finds particularly credible evidence of increased practical engagement with labour governance, workplace equality, GBVH prevention, supervisory mechanisms, and care-responsive labour dialogue processes. However, the depth and sustainability of institutional embedding remained uneven and highly context-dependent across participating countries and organizations.

4.3.6 Early Outcome-Level Changes and Emerging Institutional Effects (EQ E3)

The evaluation identifies credible and well-triangulated evidence of early outcome-level changes, particularly regarding:

- increased operational engagement;
- strengthened workplace dialogue;
- greater visibility of Equality@Work agendas;
- enhanced engagement with labour standards mechanisms; and
- emerging procedural adaptation within participating organizations.

Documentary evidence, quantitative implementation data, and stakeholder consultations consistently indicate that the project contributed to expanding the legitimacy and operational visibility of discussions around:

- gender equality;
- workplace inclusion;
- violence and harassment;
- maternity protection;
- care responsibilities; and
- women's representation

within labour governance processes and workers' organizations' operational agendas.

The evaluation finds that these changes were most visible where project-supported interventions moved beyond stand-alone awareness raising and became linked to workplace realities, institutional mandates, collective bargaining processes, or supervisory engagement mechanisms. Across multiple countries, stakeholders described a gradual shift in organizational willingness and confidence to engage with previously sensitive or under-addressed Equality@Work issues within operational and governance processes.

Evidence from multiple countries suggests gradual but meaningful shifts in organizational attitudes and operational practices. In Ethiopia, reactivation of the Gender Technical Advisory Committee (GTAC) and implementation of childcare pilot initiatives strengthened tripartite engagement around workplace equality and care-responsive workplace solutions. The establishment of workplace and community-based childcare mechanisms contributed to operationalizing care-related discussions within labour governance and workplace dialogue structures rather than treating them solely as policy concepts.

The evaluation considers these developments analytically significant because they demonstrate early movement from normative awareness toward practical experimentation and operational uptake. Stakeholder consultations further suggest that the visibility of tangible workplace interventions strengthened organizational ownership and helped increase legitimacy of Equality@Work discussions among both workers' and employers' representatives.

In Malawi, labour inspection guidance tools, GBVH-related collective bargaining provisions covering more than 36,700 workers, and draft SOPs for justice-sector actors indicate emerging procedural adaptation linked to Convention No. 190 operationalization. The evaluation also identified evidence of increased coordination between labour governance actors, workplace stakeholders, and institutional mechanisms responsible for violence and harassment prevention and response.

Importantly, the evaluation finds that several project-supported approaches moved beyond isolated training activities toward early forms of procedural and institutional embedding. This included development of:

- operational guidance materials;
- workplace-related SOPs;
- labour inspection-oriented reference tools; and
- collective bargaining provisions

intended to support continuity and institutional uptake beyond the immediate implementation cycle.

From a contribution-analysis perspective, these developments are important because they indicate emerging incorporation of Equality@Work and labour rights considerations into operational processes that are more likely to outlast one-off project activities. In several contexts, KIIs suggested that project-supported interventions helped normalize discussion of violence and harassment, care responsibilities, maternity protection, and women's participation within organizational and workplace dialogue environments where such issues previously received limited operational attention.

The evaluation also finds emerging evidence of strengthened participation of workers' organizations in labour governance and ILS-related advocacy processes. Evidence from CEACR submissions, ratification roadmaps, advocacy initiatives, and supervisory engagement activities suggests increased operational engagement with labour standards mechanisms across several countries. In Ethiopia, CETU's first CEACR submission was repeatedly referenced by stakeholders as an important symbolic and operational milestone that strengthened perceptions of inclusion within supervisory machinery processes.

At the same time, observable changes remained substantially stronger at behavioural and operational levels than at the level of deeper institutional transformation.

While evidence demonstrates:

- increased awareness;
- improved dialogue;
- stronger operational engagement;
- procedural experimentation; and
- emerging organizational adaptation,

evidence of:

- formal policy integration;
- dedicated institutional resource allocation;
- durable governance restructuring; or
- fully institutionalized systems change

remained comparatively limited at the time of evaluation.

The evaluation finds that this reflects broader structural realities affecting participating organizations and labour governance systems, including uneven institutional capacity, leadership turnover, financial constraints, varying levels of social dialogue maturity, and continued dependence on external facilitation support in several contexts.

Importantly, institutional progress was uneven across countries and thematic areas. Evidence suggests that interventions linked to existing operational mandates, workplace systems, or sectoral governance structures demonstrated comparatively stronger prospects for continuity and procedural uptake than interventions relying primarily on individual champions or project-driven momentum.

Overall, the evaluation concludes that the project plausibly contributed to meaningful early institutional and behavioural change processes across several contexts. The strongest evidence relates to increased operational engagement, strengthened workplace dialogue, greater procedural attention to Equality@Work agendas, and emerging integration of gender-responsive labour governance considerations within organizational practices. However, many gains remained at relatively early stages of consolidation, and the depth of institutional embedding varied significantly across countries and participating organizations.

4.3.7 Enabling and Constraining Factors (EQ E5)

The evaluation identifies several important enabling factors positively influencing implementation effectiveness across participating countries.

Evidence from KIIs, implementation records, and country documentation indicates that effectiveness benefited from:

- strong stakeholder demand for support on workers' rights and Equality@Work;
- the operational credibility of ACTRAV and GEDI;
- existing relationships with workers' organizations and tripartite actors;
- practical workplace-focused interventions; and
- adaptive implementation approaches.

The evaluation finds that implementation effectiveness was strongest where project-supported interventions addressed visible and operational workplace concerns rather than remaining primarily normative or advocacy-oriented. Stakeholders consistently emphasized that interventions related to childcare, GBVH prevention, maternity protection, care-responsive collective bargaining, and workplace dialogue generated comparatively stronger engagement because they connected labour standards agendas with immediate workplace realities affecting workers, employers, and sectoral actors alike.

From an evaluative perspective, this operational relevance appears to have strengthened both participation and ownership. Across multiple stakeholder consultations, respondents noted that practical workplace-focused interventions helped reduce perceptions that Equality@Work agendas were externally driven or disconnected from day-to-day labour realities. This was particularly evident in contexts where interventions produced tangible workplace-level outputs or procedural adaptations.

The evaluation further finds that institutional partnerships strengthened implementation effectiveness in several contexts. Evidence from Ethiopia suggests that collaboration with Better Work Ethiopia, ProAgro Ethiopia, Partnership for Change (PfC), and sectoral actors contributed to stronger technical quality, broader operational reach, improved stakeholder coordination, and resource-sharing arrangements that enhanced implementation feasibility. These partnerships also appear to have increased the practical credibility of interventions among workplace actors and participating institutions.

Cross-country and peer-learning activities similarly contributed positively to implementation effectiveness. Stakeholders in Ethiopia and Malawi highlighted the value of South–South exchanges and comparative learning processes related to care-responsive workplace approaches, Convention No. 190 operationalization, and gender-responsive collective bargaining practices. The evaluation finds that these exchanges strengthened peer legitimacy, facilitated contextual learning, and supported adaptation of approaches across different institutional and labour governance environments.

The evaluation also finds that implementation effectiveness benefited from adaptive and context-responsive delivery approaches. In several countries, project-supported interventions evolved in response to institutional realities, stakeholder readiness, sectoral dynamics, and emerging operational opportunities. This flexibility appears to have strengthened relevance and stakeholder engagement, particularly where implementing actors adjusted intervention modalities to align with existing organizational structures and operational mandates.

At the same time, the evaluation identifies several important constraints affecting implementation depth, continuity, and sustainability, including:

- uneven absorptive capacity;
- limited financial and human resources;
- weak labour governance systems in some contexts;
- leadership dependency;
- institutional turnover; and
- broader political and economic pressures affecting social dialogue environments.

The evaluation finds that these constraints significantly influenced the extent to which project-supported gains could progress from behavioural and operational improvements toward deeper institutional consolidation. In several contexts, KIIs and documentary evidence suggested that continuation prospects remained vulnerable where organizational ownership, procedural embedding, and resource allocation mechanisms were weak or underdeveloped.

Country-level evidence further suggests that operational continuity frequently depended on project-

supported facilitation, technical accompaniment, and motivated individuals rather than institutionalized systems or formally embedded governance mechanisms. While several interventions demonstrated promising procedural uptake, many participating organizations continued to face structural limitations affecting their ability to sustain implementation momentum independently.

The compressed implementation timeframe also limited the extent to which behavioural and operational gains could realistically evolve into deeper institutional consolidation during the project cycle. The evaluation considers this particularly relevant given the project's emphasis on labour governance change, workplace practice adaptation, and organizational behavioural shifts, all of which typically require longer-term institutional reinforcement processes to become fully embedded.

Importantly, the evaluation finds that constraints were not solely project-related, but reflected broader structural realities within participating labour governance ecosystems. Across several countries, workers' organizations and social dialogue institutions operated within environments characterized by resource scarcity, uneven institutional maturity, fragile governance systems, and competing political or economic pressures affecting organizational continuity and reform capacity.

Overall, the evaluation concludes that the project operated effectively within complex institutional environments and generated meaningful operational and behavioural results despite significant contextual constraints. The strongest enabling factors related to operational relevance, stakeholder demand, institutional partnerships, and adaptive implementation approaches. However, the pace and depth of institutional consolidation remained constrained by broader structural, organizational, and governance realities across participating countries, limiting the extent to which early gains had fully transitioned into durable institutional embedding at the time of evaluation.

4.4 EFFICIENCY

4.4.1 Overall Efficiency Assessment

- F25.** The project leveraged existing ACTRAV, GEDI, tripartite, and ILO coordination structures effectively to support comparatively efficient operational delivery across multiple implementation contexts.
- F26.** Implementation efficiency benefited from strong technical collaboration and facilitation between ACTRAV, GEDI, regional structures, and country-level actors.
- F27.** Operational coordination and implementation continuity frequently depended on active facilitation, interpersonal relationships, and institutional champions rather than fully embedded organizational systems.
- F28.** Adaptive operational adjustments occurred throughout implementation, although adaptive management systems remained more facilitation-driven than institutionally formalized.
- F29.** Monitoring and Results-Based Management systems remained comparatively activity-oriented and insufficiently configured to systematically capture institutionalization trajectories, behavioural change, governance embedding, and sustainability dynamics.
- F30.** Cross-country implementation monitoring and operational learning systems remained unevenly harmonized, limiting comparability and adaptive management potential across countries.

The evaluation finds that the project achieved a generally satisfactory level of efficiency relative to its regional scope, institutional complexity, and operational ambition. Evidence triangulated across financial records, implementation plans, KIIs, and project reporting suggests that the intervention was implemented through comparatively lean operational arrangements while maintaining broad geographical and thematic coverage.

The project operated across Ethiopia, Malawi, Mozambique, Tanzania, Uganda, and Ghana while also supporting regional activities reaching up to 15 African countries through ACTRAV and GEDI structures. Interventions combined:

- regional and sub-regional capacity-building;
- national advocacy support;
- workplace-level Equality@Work interventions;
- labour inspection strengthening;
- collective bargaining support; and
- engagement with ILS supervisory mechanisms.

Financial evidence indicates high implementation rates. According to the ILO Development Cooperation Dashboard, expenditure reached approximately USD 876,801 against a total allocation of USD 901,539, representing roughly 97 per cent budget utilization by April 2026. This suggests that planned resources were largely translated into operational activities and outputs during the project cycle.

Efficiency gains were facilitated through strategic use of existing ILO structures and technical networks rather than parallel implementation systems. ACTRAV regional structures, GEDI expertise, existing tripartite relationships, and established engagement channels with workers' organizations reduced transaction costs and supported continuity across multiple countries.

Implementation efficiency was strongest where interventions aligned with existing organizational mandates and labour governance processes. In Malawi, Equality@Work interventions linked to labour inspection systems, GBVH prevention, and collective bargaining generated comparatively strong operational engagement because they connected directly to existing institutional functions. In Ethiopia, integration with tripartite structures and sectoral stakeholders facilitated implementation of workplace childcare and care-responsive workplace initiatives.

At the same time, efficiency should be interpreted within the context of a labour governance and institutional strengthening intervention rather than a transactional service-delivery project. Many intended changes — particularly behavioural adaptation, organizational uptake, and institutionalization — require iterative engagement and longer consolidation periods than the project timeframe realistically allowed.

The evaluation therefore distinguishes between:

- operational delivery efficiency; and
- institutional transformation efficiency.

While the project demonstrated comparatively strong operational efficiency in delivering outputs and mobilizing stakeholders, the compressed implementation cycle was less conducive to deeper institutional consolidation and sustainability-oriented follow-through.

Efficiency outcomes also varied according to:

- absorptive capacity;
- labour governance maturity;
- social dialogue functionality; and
- national coordination conditions.

Overall, implementation efficiency was shaped not only by project management quality, but also by broader institutional ecosystem realities across participating countries.

4.4.2 Use of Financial, Human and Institutional Resources (EQ12/F1)

The evaluation finds that financial, human, and institutional resources were generally utilized efficiently and

proportionately relative to the scale and complexity of the intervention.

Evidence from financial and implementation records confirms delivery of a broad portfolio of activities through relatively limited operational structures, including:

- regional trainings on ILS supervisory mechanisms;
- women's leadership programmes;
- Equality@Work workplace pilots;
- labour inspection strengthening;
- collective bargaining trainings;
- participatory gender assessments; and
- ratification advocacy support.

Implementation evidence suggests that the project leveraged existing institutional infrastructure effectively. ACTRAV regional and field networks, GEDI technical specialists, workers' organizations, and tripartite coordination platforms were extensively used to organize activities, mobilize participants, and operationalize interventions. This reduced reliance on stand-alone project management arrangements and strengthened operational feasibility across contexts.

The evaluation further finds that human resource deployment was broadly proportionate to the project model. Stakeholders consistently acknowledged the quality and responsiveness of technical guidance provided by ACTRAV, GEDI, ILO specialists, and country focal points. Technical support from labour standards, labour inspection, GBVH, and Equality@Work specialists facilitated interventions combining normative labour standards engagement with workplace-level application.

Several interventions also demonstrated comparatively strong utilization efficiency because they addressed visible operational workplace concerns. In Malawi, labour inspection training reached inspectors and OSH officers from all 28 districts, while tea-sector interventions targeted GBVH, care needs, and workplace inclusion through direct engagement with unions, employers, and labour administration actors. In Ethiopia, workplace Equality@Work activities targeted agro-processing factories and domestic workers through needs assessments, workplace training, and childcare-related interventions involving employers, workers, and tripartite stakeholders.

At the same time, the evaluation identifies several efficiency limitations.

First, implementation continuity frequently depended on active facilitation by ACTRAV focal points, project coordinators, and committed organizational leaders. In several countries, operational momentum remained strongly associated with motivated individuals rather than institutionalized implementation systems.

Second, monitoring and reporting systems remained fragmented across thematic and country components. While substantial implementation evidence existed, information was often dispersed across narrative reports, workshop records, spreadsheets, and country-level tracking tools rather than consolidated through harmonized portfolio-wide monitoring systems. This constrained:

- comparative implementation analysis;
- institutionalization tracking;
- portfolio-level learning; and
- systematic value-for-money assessment.

Third, the compressed implementation period limited efficiency in relation to longer-term institutionalization processes. Behavioural adaptation and operational uptake progressed more rapidly than:

- procedural embedding;
- organizational integration; or
- sustainability-oriented consolidation.

The evaluation additionally finds that monitoring systems remained more strongly oriented toward activity and output tracking than toward systematic assessment of:

- organizational absorption;
- behavioural sustainability;
- institutional integration; or
- comparative country performance.

Overall, the evaluation concludes that:

- operational resource utilization was generally efficient and proportionate;
- existing institutional and technical resources were strategically leveraged; and
- planned outputs were delivered with comparatively high implementation rates.

However, longer-term institutional efficiency remained constrained by:

- compressed implementation timeframes;
- uneven absorptive capacity;
- fragmented monitoring systems; and
- limited mechanisms for systematically tracking institutionalization pathways across countries.

4.4.3 Project Management, Coordination Mechanisms and Partnerships (EQ13/F2)

The evaluation finds that project management and coordination arrangements functioned generally effectively and contributed positively to implementation continuity across participating countries.

Evidence triangulated across KIIs, implementation records, and country-level documentation indicates that the ACTRAV–GEDI partnership constituted a major operational strength. The collaboration facilitated integration between:

- labour rights engagement;
- gender equality and Equality@Work programming;
- workplace-level operational interventions; and
- social dialogue processes.

Stakeholders consistently viewed this integrated approach as strategically coherent and operationally relevant because it connected normative labour standards agendas with practical workplace realities.

Coordination across ACTRAV, GEDI, ILO country offices, workers' organizations, labour administration actors, and tripartite stakeholders generally supported timely implementation. Existing institutional relationships and operational familiarity facilitated:

- participant mobilization;
- workplace access;
- tripartite engagement; and
- implementation responsiveness.

The evaluation further finds that partnerships with workers' organizations represented one of the project's strongest operational assets. Participating unions and workers' organizations played active roles in:

- organizing activities;
- mobilizing participants;
- facilitating workplace interventions;
- supporting ratification advocacy; and
- operationalizing Equality@Work initiatives.

Country-level evidence confirms differentiated coordination dynamics. In Ethiopia, implementation benefited from collaboration among ACTRAV, GEDI, CETU, employers' organizations, government entities, and technical partners involved in workplace Equality@Work interventions and care-responsive initiatives. In Malawi, coordination among MCTU, PAWU, labour inspection authorities, employers' organizations, and sectoral actors supported GBVH-related workplace activities and labour inspection strengthening.

At the same time, the evaluation identifies several coordination and management limitations.

First, coordination systems often relied heavily on facilitation-driven communication and interpersonal engagement rather than fully formalized governance structures. In multiple contexts, implementation continuity depended substantially on the initiative and commitment of coordinators and focal points.

Second, cross-country learning and regional peer exchange mechanisms remained comparatively underdeveloped relative to the project's regional architecture. Although the project supported some South–South and cross-country learning activities — including Ethiopia–Malawi exchanges linked to Equality@Work interventions — stakeholders across several countries indicated that opportunities for systematic comparative reflection and structured peer learning remained limited.

Third, implementation continuity varied according to:

- country office engagement;
- national coordination capacity;
- institutional ecosystem maturity; and
- functionality of social dialogue systems.

Countries with comparatively stronger institutional environments and more active tripartite structures generally demonstrated smoother coordination and stronger operational follow-through than more fragmented contexts. For example, in Ethiopia, coordination among ACTRAV, GEDI, CETU, employers' organizations, and public actors supported relatively strong implementation continuity across workplace childcare, collective bargaining, and Equality@Work interventions. In contrast, evidence from some more institutionally constrained contexts suggested that implementation continuity depended more heavily on individual focal points, facilitation support, and ad hoc coordination arrangements.

The evaluation also finds that adaptive management practices were present but operated more informally than systematically. Project teams demonstrated flexibility in adjusting implementation approaches in response to contextual realities and operational constraints; however, these adaptations were typically driven through facilitation-based coordination rather than formalized institutional learning systems.

Overall, the evaluation concludes that project management, coordination mechanisms, and partnerships were sufficiently effective to support:

- delivery of planned outputs;

- stakeholder mobilization; and
- operational uptake across participating countries.

However:

- several coordination gains remained dependent on active facilitation rather than institutionalized systems;
- cross-country learning structures remained relatively limited; and
- implementation continuity varied according to broader institutional ecosystem functionality.

The evaluation therefore assesses project coordination and management arrangements as operationally effective overall, while noting that deeper institutionalization of coordination systems and regional learning mechanisms remained comparatively limited during the project cycle.

4.5 IMPACT PROSPECTS

4.5.1 Overall Assessment of Emerging Impact

F31. The project contributed credibly to increased normalization and legitimacy of Equality@Work agendas within labour governance and workers' rights discourse.

F32. Evidence of behavioural openness, operational experimentation, and procedural adaptation was stronger than evidence of durable governance restructuring or institutional transformation.

F33. Workplace-level operational interventions generated visible practical contributions to workplace dialogue, awareness, and operational engagement around workplace equality themes.

F34. The project contributed to strengthening institutional confidence, advocacy engagement, and operational participation among workers' organizations and selected stakeholders.

F35. Emerging impact trajectories remained operationally visible but institutionally fragile, particularly where continuation depended on ongoing facilitation, donor support, or individual leadership.

As a final internal evaluation conducted during the latter stage of implementation, the assessment of impact focused on identifying early signs of higher-level change and assessing the plausibility of the project's contribution to emerging institutional, organizational, and workplace-level developments.

Evidence triangulated across KIIs, implementation records, monitoring data, workshop assessments, and project reporting indicates credible emerging impact prospects across several intervention areas. Observable changes were particularly evident in:

- increased legitimacy of Equality@Work agendas within labour governance discussions;
- strengthened engagement of workers' organizations in ILS and social dialogue processes;
- greater operational attention to GBVH; and
- gradual adaptation of workplace and organizational practices related to gender equality, care responsibilities, and inclusion.

By March 2026, the project reported:

- more than 37,500 direct beneficiaries reached;
- 11 trade union submissions to ILO supervisory mechanisms;
- 6 ratification campaigns linked to gender-related conventions;
- 15 workplace-level gender equality measures; and
- 7 compliance or policy-related measures aligned with gender-related ILS.

The strongest emerging changes occurred at the intersection of:

- organizational behaviour;
- workplace dialogue;
- advocacy engagement; and
- operational labour governance practices.

Stakeholder consultations and documentary evidence consistently indicate that the project contributed to shifting engagement from largely awareness-oriented discussions toward more operational consideration of:

- workplace implementation challenges;
- gender-responsive collective bargaining;
- maternity protection;
- workplace childcare;
- care economy issues; and
- violence and harassment prevention.

Country-level evidence demonstrates differentiated implementation trajectories. In Ethiopia, interventions generated visible operational momentum around workplace childcare systems, maternity protection advocacy, and tripartite Equality@Work coordination mechanisms. In Malawi, GBVH prevention, labour inspection strengthening, and gender-responsive collective bargaining interventions demonstrated comparatively strong workplace-level operational uptake, including integration of GBVH and gender equality provisions into six CBAs covering more than 36,700 workers.

At the same time, evidence of deeper systemic or institutionalized impact remained uneven. While behavioural adaptation and operational uptake were observable across multiple contexts, formal integration into organizational procedures, resource frameworks, and permanent institutional systems remained less consistently demonstrated.

The evaluation therefore finds that emerging impact prospects are credible and plausible, but remain at different stages of consolidation depending on:

- institutional maturity;
- absorptive capacity;
- leadership continuity;
- social dialogue functionality; and
- broader labour governance conditions.

4.5.2 Early Signs of Higher-Level Change (EQ I1)

Improvements in Workplace Practices

The evaluation finds credible evidence of emerging workplace-level changes linked to Equality@Work interventions and gender-responsive labour practices.

Interview data and implementation records reflect increased engagement among workers' organizations, employers, and labour administration actors on:

- violence and harassment in the world of work;
- maternity protection;
- workplace childcare;

- gender-responsive collective bargaining;
- women's participation in labour governance structures; and
- care-related workplace responsibilities.

In Ethiopia, workplace assessments conducted across six agro-processing factories and the domestic work sector generated operational evidence on:

- maternity protection;
- care needs;
- SRHR;
- working conditions;
- absenteeism; and
- women's participation in decision-making structures.

These assessments informed subsequent workplace interventions and strengthened the evidence base for tripartite dialogue on care-responsive workplace policies.

The evaluation identified particularly strong operational uptake around workplace childcare solutions in Ethiopia. Three childcare initiatives were established or operationalized, including:

- workplace childcare centres at CEREALIA and Hilina Foods; and
- a public childcare facility in Gulele Sub-City supporting domestic workers.

Evidence suggests that these interventions moved beyond awareness-raising toward practical workplace adaptation. The centres incorporated:

- operational childcare services;
- trained care workers employed under decent work conditions;
- sustainability and business planning mechanisms; and
- formalized coordination arrangements through Memoranda of Understanding involving government, unions, and local authorities.

Workplace-level capacity-building interventions also demonstrated measurable learning gains. In Ethiopia, training delivered to workers, employers, supervisors, and domestic workers generated average post-training knowledge increases of 24 per cent in agro-business settings and 19 per cent among domestic workers.

In Malawi, labour inspection and GBVH-related interventions strengthened operational workplace engagement on Convention No. 190 and gender-responsive labour practices. Labour inspectors and OSH officers enhanced practical capacities related to:

- GBVH case handling;
- gender-responsive inspection methodologies;
- confidentiality procedures; and
- workplace investigation processes.

The evaluation also notes emerging behavioural shifts in reporting practices and institutional trust. MCTU recorded nearly 350 GBVH-related cases following sensitization interventions, compared to estimated annual averages of 100–150 cases prior to Convention No. 190-related engagement. While increased reporting does not itself demonstrate reduced prevalence, evidence suggests improved awareness, reporting confidence, and institutional responsiveness.

At the same time, workplace-level change remained uneven across countries and organizations. In stronger institutional environments and organizations with active leadership engagement, operational practices appeared more likely to continue beyond project activities. In more constrained contexts, progress remained more dependent on project facilitation and motivated focal points.

Strengthened Advocacy and Policy Engagement

The evaluation finds strong evidence that the project contributed to strengthening advocacy engagement and participation of workers' organizations within labour governance and workplace equality discussions.

Evidence triangulated across KIIs, workshop documentation, CEACR submission records, and project reporting indicates increased operational engagement of workers' organizations in:

- ILS supervisory processes;
- ratification advocacy;
- gender-responsive collective bargaining;
- social dialogue; and
- Equality@Work discussions.

Project-supported interventions strengthened trade union engagement with ILO supervisory mechanisms across 15 African countries. During implementation, trade unions from at least 11 countries submitted comments to the CEACR, including first-ever submissions from Ethiopia, Guinea-Bissau, Malawi, Mozambique, Tunisia, and South Africa.

The evaluation finds that these developments represented more than technical reporting improvements. In several contexts, they reflected broader shifts in:

- organizational confidence;
- advocacy coordination;
- engagement with labour standards mechanisms; and
- legitimacy of gender equality concerns within labour governance processes.

Country-level evidence confirms differentiated advocacy trajectories. In Ethiopia, CEACR report-writing training contributed to preparation of four draft CEACR reports and two national roadmaps linked to Conventions Nos. 183 and 190, while facilitating CETU's first-ever CEACR submission.

In Malawi, project-supported collective bargaining interventions strengthened integration of GBVH and gender equality provisions into six CBAs at sectoral and enterprise levels. Evidence suggests that these interventions strengthened the operational relevance of Convention No. 190 and gender-responsive labour governance approaches within bargaining processes.

The evaluation also identified emerging institutional advocacy commitments. In Ethiopia, CETU adopted an eight-point action plan supporting:

- advocacy for Convention No. 183 ratification;
- integration of maternity protection into CBAs; and
- establishment of permanent tripartite dialogue platforms.

Overall, evidence suggests that workplace equality concerns increasingly became viewed not solely as social or welfare issues, but as legitimate labour governance and workers' representation concerns requiring engagement through social dialogue and labour standards mechanisms.

Changes in Institutional Behaviour and Practices

The evaluation identified early evidence of institutional and organizational behavioural adaptation across several contexts.

Stakeholders reported:

- stronger organizational discussion of gender equality concerns;
- increased openness toward Equality@Work programming;
- integration of workplace equality issues into trade union activities;
- more regular discussion of GBVH and maternity protection; and
- greater engagement with care-responsive workplace approaches.

These changes were most visible where interventions combined:

- technical training;
- practical workplace application;
- tripartite engagement; and
- operational follow-up.

The ACTRAV–GEDI implementation model appears to have strengthened this process by connecting normative labour standards engagement with workplace-level operational interventions rather than relying solely on awareness-raising activities.

Evidence from Ethiopia demonstrates emerging institutional coordination dynamics through the re-establishment of the Gender Technical Advisory Committee (GTAC), which brought together ministries, workers' organizations, employers, and sectoral actors to guide Equality@Work implementation and workplace childcare initiatives. The Committee supported:

- pilot company selection;
- technical oversight;
- childcare planning; and
- coordination around workplace interventions.

In Malawi, draft Standard Operating Procedures for handling violence and harassment cases were developed through engagement with justice sector institutions, including the judiciary, human rights institutions, labour administration actors, and legal professionals. Although still undergoing validation, these processes suggest early movement toward procedural adaptation within institutional systems.

At the same time, evidence of deeper institutional consolidation remained comparatively limited. Most observed changes remained:

- operational;
- behavioural; and
- coordination-oriented

rather than fully proceduralized or structurally embedded within organizational systems.

Dedicated budgets, permanent institutional structures, and formalized long-term implementation mechanisms remained uneven across contexts.

Overall, the evaluation concludes that credible early higher-level changes are observable, particularly in relation to:

- organizational engagement;
- labour governance participation;
- workplace dialogue;
- operational practice adaptation; and
- behavioural change.

However, the depth and sustainability of these changes remain uneven and continue to depend significantly on:

- organizational leadership;
- institutional continuity;
- absorptive capacity; and
- broader governance conditions.

4.5.3 Plausibility of the Project's Contribution and Emerging Institutionalization (EQ I2)

The evaluation finds that the observed changes can plausibly be linked to project-supported interventions, particularly where stakeholders consistently identified direct connections between project activities and subsequent organizational or workplace-level developments.

Evidence supporting the project's contribution includes:

- consistency of stakeholder reporting across countries;
- alignment between interventions and observed behavioural changes;
- timing of developments following project activities; and
- triangulation between documentary evidence, workshop assessments, implementation records, and KIIs.

Stakeholders frequently linked increased engagement on Equality@Work and gender-related ILS issues to:

- ACTRAV–GEDI collaboration;
- mentoring and capacity-building interventions;
- CEACR training processes;
- workplace dialogue initiatives;
- peer-learning activities; and
- project-supported advocacy engagement.

The evaluation further finds that the integrated implementation model strengthened the plausibility of contribution because interventions combined:

- normative labour standards engagement;
- workplace-level operational application;
- practical follow-up; and
- social dialogue processes.

This appears particularly important in explaining why several interventions progressed beyond awareness-raising toward operational adaptation and procedural experimentation.

Evidence from Ethiopia and Malawi illustrates this dynamic. **In Ethiopia**, childcare pilots, collective bargaining training, and GTAC coordination structures linked standards-related engagement with workplace implementation measures. **In Malawi**, Convention No. 190-related interventions combined trade union capacity-building, labour inspection strengthening, justice-sector engagement, and workplace-level GBVH prevention efforts.

The evaluation also finds evidence of emerging institutionalization in several areas, including:

- continued engagement with ILS supervisory processes;
- incorporation of Equality@Work concerns into trade union activities;
- development of operational action plans and SOPs;
- establishment of childcare governance arrangements; and
- more regular organizational discussion of gender equality concerns.

However, evidence of deeper institutional consolidation remained mixed across countries. While some interventions demonstrated early signs of procedural embedding and operational continuity, evidence of:

- dedicated institutional financing;
- permanent organizational structures;
- formalized implementation systems; or
- fully embedded procedural integration

remained comparatively limited at the time of evaluation.

The evaluation additionally recognizes that labour governance and organizational change processes are influenced by multiple external factors, including:

- national political developments;
- broader gender equality movements;
- pre-existing ILO engagement;
- institutional leadership;
- donor-supported reforms; and
- labour market dynamics.

The evaluation therefore applies a contribution-oriented analytical approach and does not attribute observed changes solely to the project.

Overall, the evaluation concludes that the project plausibly contributed to meaningful early behavioural, organizational, and workplace-level changes across multiple implementation contexts. Evidence supporting contribution is particularly strong in relation to:

- strengthened engagement with ILS mechanisms;
- workplace-level Equality@Work adaptation;
- GBVH-related operational responses;
- collective bargaining integration; and
- labour governance participation.

However, sustainability and institutionalization prospects remain uneven and continue to depend on broader institutional, political, and organizational conditions across participating countries.

4.6 SUSTAINABILITY

4.6.1 Evaluative Framing

F36. Sustainability prospects varied substantially according to institutional maturity, labour governance functionality, organizational ownership, and absorptive capacity across countries and organizations.

F37. Operational continuation and behavioural adaptation were more evident than formal procedural integration or durable governance embedding in several implementation contexts.

F38. Institutionalization remained uneven where project-supported practices had not yet been integrated into formal organizational procedures, bargaining systems, or governance frameworks.

F39. Sustainability prospects appeared comparatively stronger where interventions aligned with existing organizational mandates, active leadership support, and functioning tripartite engagement structures.

F40. Continuation of implementation gains frequently remained dependent on accompaniment, donor support, interpersonal coordination, or institutional champions.

F41. Monitoring systems, adaptive learning mechanisms, and institutionalization tracking processes remained insufficiently developed to systematically support sustainability-oriented management and consolidation.

The evaluation finds that sustainability prospects are promising but uneven across countries, thematic areas, and institutional levels. Evidence triangulated across KIs, implementation records, project reporting, and monitoring documentation indicates that the project generated meaningful operational uptake, strengthened engagement of workers' organizations on Equality@Work and labour rights issues, and contributed to behavioural and procedural adaptation within participating institutions. However, the extent to which these gains translated into durable institutional embedding remained variable and highly context-dependent.

Project-supported interventions achieved a comparatively broad operational footprint within a relatively short implementation period, including:

- more than 37,500 direct beneficiaries reached;
- 11 trade union submissions to ILO supervisory mechanisms;
- 6 ratification campaigns linked to gender-related conventions;
- 15 operational workplace-level gender equality measures; and
- 7 compliance or policy-related measures aligned with gender-related ILS.

The evaluation considers these achievements analytically significant not primarily because of their numerical scale alone, but because several interventions progressed beyond awareness-raising toward operational utilization and early procedural uptake within labour governance and workplace systems. Evidence across multiple countries suggests that sustainability prospects were comparatively stronger where project-supported approaches became linked to:

- existing organizational mandates;
- collective bargaining structures;
- workplace dialogue processes;
- labour inspection functions; or
- ongoing labour governance mechanisms.

In such contexts, interventions moved beyond stand-alone project activities and became at least partially integrated within organizational routines, representational practices, or operational procedures.

Country-level evidence illustrates differentiated sustainability trajectories. In Ethiopia, sustainability prospects appeared comparatively stronger where interventions were anchored within tripartite coordination mechanisms and formal institutional arrangements. The re-established GTAC provided an institutional

platform for continued coordination and technical oversight of Equality@Work interventions, while workplace and community childcare facilities were accompanied by Memoranda of Understanding, operational sustainability plans, and participation of local authorities and social partners. The evaluation finds that these arrangements strengthened prospects for operational continuity by distributing ownership across multiple institutional actors rather than relying exclusively on project facilitation.

Similarly, evidence from Ethiopia suggests that interventions linked to tangible workplace realities — particularly childcare and care-responsive workplace measures — generated comparatively stronger organizational ownership because stakeholders perceived direct operational value and relevance for both workers and employers. From a sustainability perspective, this practical relevance appears to have strengthened the likelihood of continued engagement beyond the immediate implementation cycle.

In Malawi, sustainability prospects appeared stronger where interventions became linked to collective bargaining processes, labour inspection functions, and trade union advocacy structures. GBVH-related interventions progressed beyond sensitization activities toward emerging operational integration within labour administration and trade union practices, including development of draft SOPs, inspection guidance tools, and incorporation of GBVH provisions into six collective bargaining agreements covering more than 36,700 workers.

The evaluation considers these developments important because they demonstrate movement toward procedural integration within existing labour governance mechanisms rather than continuation as isolated project activities. KIIs further suggested that interventions linked to institutional mandates and operational functions demonstrated comparatively stronger prospects for continuity than interventions dependent primarily on individual participation or stand-alone training processes.

In other participating countries, sustainability trajectories appeared comparatively more limited and were linked primarily to continued engagement in labour rights advocacy, social dialogue, supervisory mechanisms, and regional learning processes rather than deeper workplace-level operationalization. In countries such as Ghana, Tanzania, and Uganda, evidence suggested that project-supported awareness, advocacy engagement, and participation in regional exchanges contributed to increased visibility of Equality@Work concerns and labour governance issues; however, evidence of formal procedural embedding or institutional integration remained comparatively limited at the time of evaluation. In Mozambique, broader institutional and coordination constraints further affected prospects for sustained operational follow-through.

At the same time, many observed gains remained dependent on:

- continued technical accompaniment;
- leadership commitment;
- motivated institutional focal points; and
- ACTRAV facilitation support.

The evaluation finds that continuity frequently appeared more closely associated with active organizational champions and project-supported coordination mechanisms than with fully institutionalized governance systems. While this does not diminish the relevance of observed behavioural and operational gains, it does indicate that many sustainability trajectories remained vulnerable to leadership turnover, resource limitations, or reduced technical accompaniment.

As noted during stakeholder consultations:

“The main challenge now is how to maintain momentum and continue technical engagement once dedicated project support is no longer available.” — Stakeholder consultation, regional level

This reinforces broader evaluation evidence suggesting that continuation prospects remained closely linked to organizational absorptive capacity, institutional continuity, and availability of follow-up accompaniment and coordination mechanisms.

Documentary evidence and stakeholder consultations further indicate that sustainability remained more fragile where interventions were primarily training-based or where organizational systems for retaining, disseminating, and operationalizing acquired capacities remained weak. This was particularly relevant in contexts characterized by:

- leadership turnover;
- limited institutional resources;
- weaker labour governance systems; or
- constrained social dialogue environments.

The evaluation also finds that monitoring systems, adaptive learning mechanisms, and institutionalization tracking processes remained insufficiently developed to systematically support sustainability-oriented management and consolidation. While implementation monitoring captured substantial activity-level information, less evidence was available regarding long-term procedural uptake, organizational retention of capacities, or sustained institutional application beyond the immediate implementation period.

Importantly, the compressed implementation timeframe constrained the extent to which behavioural and operational gains could realistically mature into deeper institutional consolidation during the project cycle. The evaluation considers this particularly relevant given the project's emphasis on labour governance transformation, workplace practice adaptation, and organizational behavioural change processes, all of which typically require longer-term reinforcement and institutional stabilization.

Overall, the evaluation concludes that the project demonstrated stronger evidence of:

- operational continuity;
- behavioural adaptation; and
- procedural experimentation

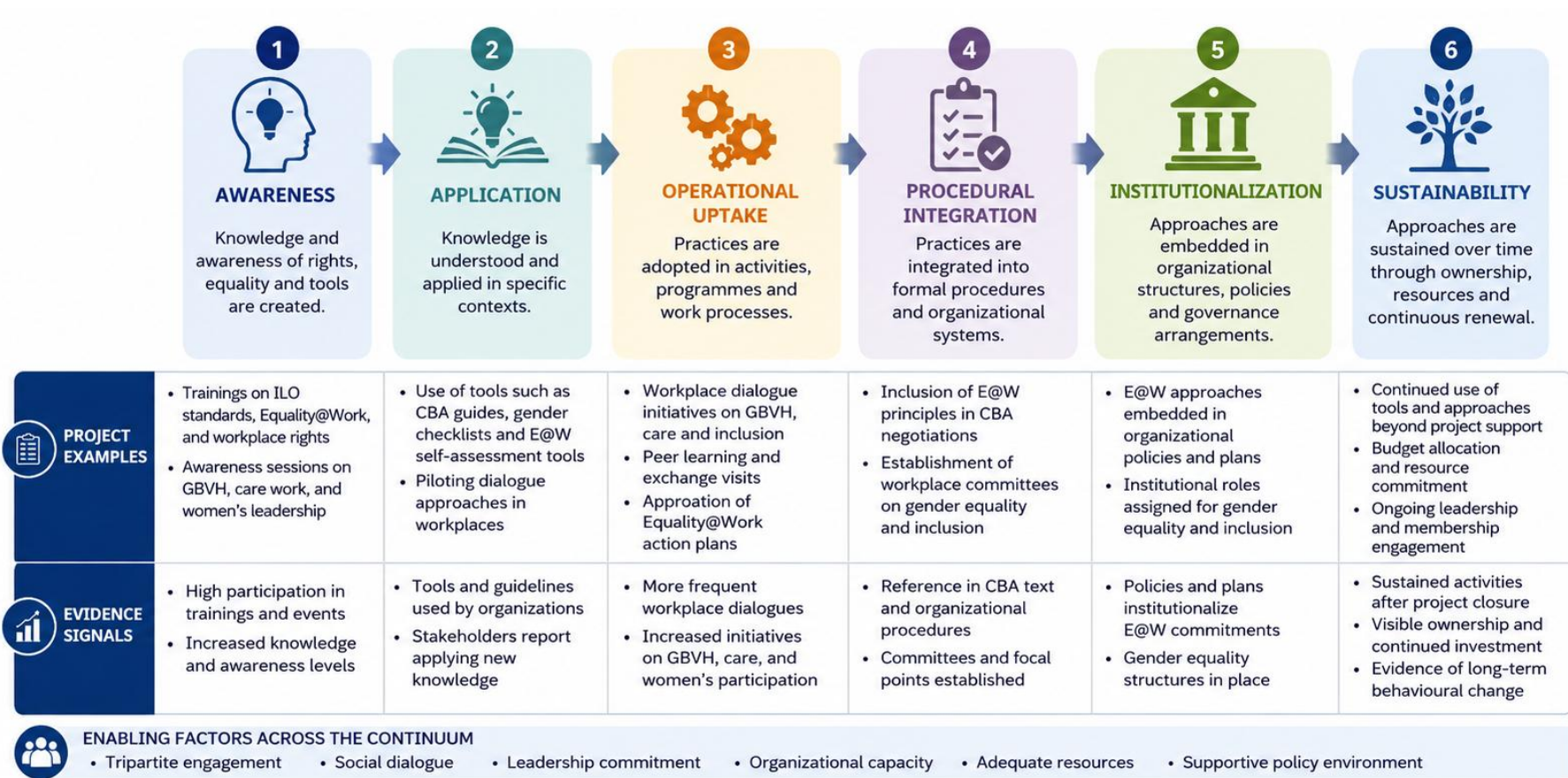
than of fully consolidated institutionalization.

Sustainability trajectories therefore remain emerging rather than fully secured and continue to be shaped by broader labour governance conditions, organizational absorptive capacity, political economy realities, and institutional continuity across participating countries.

To support interpretation of observed sustainability and institutionalization dynamics, the evaluation applied an institutionalization continuum framework distinguishing progressive stages of organizational and governance integration identified across participating contexts.

As illustrated in Figure 4, project-supported changes generally demonstrated stronger evidence of operational uptake and behavioural adaptation than of fully consolidated institutional embedding or systemic transformation.

Figure 4. Institutionalization Continuum



Note: Progress across the continuum is not always linear. Organizations may move forward, plateau, or revisit earlier stages based on context and capacity

4.6.2 Institutional Ownership and Continued Application by Stakeholders (EQ16/S1)

The evaluation finds credible evidence of growing institutional ownership among participating workers' organizations and labour governance stakeholders, particularly in relation to:

- Equality@Work engagement;
- workplace dialogue;
- gender-responsive collective bargaining; and
- operational use of project-supported methodologies and tools.

Evidence triangulated across KIs, workshop documentation, implementation records, and project reporting indicates continued application of project-supported approaches within:

- labour rights advocacy;
- social dialogue processes;
- workplace engagement activities;
- organizational awareness initiatives; and
- collective bargaining discussions.

Across several contexts, workers' organizations demonstrated increased confidence and willingness to engage on:

- violence and harassment in the world of work;
- care responsibilities;
- maternity protection;
- workplace inclusion; and
- gender-responsive labour governance practices.

The evaluation finds that ownership prospects were strongest where Equality@Work concerns became integrated into ongoing organizational priorities, workplace representation functions, and operational mandates rather than remaining project-specific activities. As one stakeholder explained:

"When you move from the project ownership to the trade union needs-based ownership, then they will try to seek solutions." — Stakeholder consultation, regional level

This observation reflects a broader pattern identified across participating countries: institutional ownership and operational continuation were more likely where participating organizations perceived Equality@Work and labour rights interventions as directly connected to their representational responsibilities, workplace realities, and strategic organizational priorities.

Evidence from Ethiopia illustrates this dynamic. CETU adopted an eight-point action plan supporting:

- advocacy for Convention No. 183 ratification;
- integration of maternity protection into collective bargaining processes; and
- establishment of permanent tripartite dialogue mechanisms.

The evaluation considers these developments analytically significant because they demonstrate movement from project-supported sensitization toward emerging organizational positioning and agenda integration within trade union structures. In addition, cascading collective bargaining training approaches implemented through CETU and CEEA suggest early efforts toward internalization, replication, and diffusion of project-supported knowledge beyond direct project participants.

Evidence from Ethiopia further indicates that ownership prospects strengthened where interventions generated visible operational relevance. Childcare and care-responsive workplace interventions were repeatedly identified by stakeholders as areas where organizations demonstrated comparatively stronger willingness to sustain engagement because the interventions addressed concrete workplace and productivity concerns affecting both workers and employers. The evaluation finds that such practical workplace relevance strengthened incentives for continued stakeholder application and organizational follow-through.

Similarly, in Malawi, trade union engagement on Convention No. 190-related issues demonstrated signs of continued operational application through:

- revision of collective bargaining agreements;
- GBVH prevention activities;
- utilization of gender policies; and
- continued use of supervisory mechanisms.

Importantly, several interventions in Malawi progressed beyond awareness-raising toward procedural and workplace-level operationalization. GBVH-related provisions were integrated into six collective bargaining agreements covering approximately 36,700 workers, while labour inspection guidance and draft SOPs for justice-sector actors reflected emerging operational uptake within labour governance and enforcement-related functions. The evaluation finds that these developments strengthened prospects for continued application because project-supported approaches became linked to existing institutional functions and representational processes.

The evaluation also identified evidence of continued application of workplace-level interventions. In Ethiopia, childcare centres established through the project remained linked to operational management arrangements, sustainability planning, and institutional partnerships involving workers' organizations, local authorities, employers, and community actors. The presence of Memoranda of Understanding and multi-stakeholder implementation arrangements suggests early efforts toward shared operational responsibility and localized continuation mechanisms.

At the same time, operational continuation did not consistently translate into formal institutional embedding. Across several contexts:

- organizational procedures had not yet fully integrated project-supported approaches;
- dedicated budget allocations remained limited;
- continuity mechanisms were insufficiently systematized; and
- institutional retention systems for trained personnel remained weak.

The evaluation further finds that many continuation dynamics remained highly dependent on:

- leadership commitment;
- motivated institutional focal points;
- interpersonal coordination;
- external technical accompaniment; and
- ongoing facilitation support.

Evidence from KIIs and implementation documentation further suggests that sustainability gains remain vulnerable to:

- leadership turnover;
- changing institutional priorities;

- resource constraints; and
- declining external facilitation support.

Countries characterized by comparatively stronger labour governance systems, more active social dialogue environments, and stronger trade union structures generally demonstrated more credible institutionalization trajectories than more fragile implementation settings. Conversely, in contexts where organizational systems remained weaker or labour governance environments more constrained, project-supported gains appeared more vulnerable to discontinuity or stagnation following the end of direct project accompaniment.

The evaluation also finds that institutional ownership remained substantially stronger at behavioural and operational levels than at the level of formal organizational restructuring or durable governance integration. Evidence demonstrates growing normalization of Equality@Work discussions, increased willingness to engage with GBVH and care-related issues, and continued operational use of selected project-supported approaches. However, evidence of:

- formalized institutional policies;
- embedded accountability systems;
- dedicated resource commitments; or
- fully institutionalized governance reforms

remained comparatively limited at the time of evaluation.

Overall, the evaluation concludes that the project generated important foundations for:

- continued stakeholder application;
- operational ownership; and
- emerging institutional absorption.

However, the depth, consistency, and durability of institutional consolidation remain uneven across contexts and continue to depend substantially on broader labour governance conditions, organizational absorptive capacity, leadership continuity, and availability of follow-up institutional support.

4.6.3 Integration into Policies, Systems and Organizational Practices

The evaluation finds emerging evidence that project-supported approaches have begun influencing organizational practices, workplace dialogue mechanisms, and labour governance engagement processes within participating institutions.

Interview data, implementation records, workshop documentation, and country-level evidence reflect increased visibility of Equality@Work considerations within:

- labour rights advocacy;
- workplace dialogue;
- collective bargaining processes;
- labour inspection engagement; and
- organizational discussions related to workers' representation and inclusion.

The project also strengthened the operational relevance of International Labour Standards within organizational and workplace contexts. Workers' organizations increasingly referenced ILS frameworks, Convention No. 190, maternity protection standards, and gender-responsive labour governance approaches within advocacy, bargaining, and workplace dialogue processes. The evaluation finds this particularly

significant because, in several contexts, Equality@Work themes shifted from peripheral awareness topics toward more operationally recognized labour governance concerns linked to representation functions, workplace participation, and collective bargaining agendas.

Evidence from Malawi demonstrates emerging procedural integration in several areas. Project-supported interventions contributed to:

- development of draft SOPs for handling violence and harassment cases;
- operational guidance for labour inspectors; and
- integration of GBVH provisions into six collective bargaining agreements covering more than 36,700 workers.

The evaluation considers these developments analytically important because they demonstrate movement beyond stand-alone awareness-raising toward early procedural adaptation within labour governance and workplace systems. In particular, integration of GBVH-related provisions into collective bargaining agreements indicates practical operational uptake within existing industrial relations mechanisms rather than isolated project-supported sensitization activities.

Similarly, labour inspection-related guidance and draft SOPs for justice-sector actors suggest early efforts to translate Convention No. 190-related principles into operational reference tools capable of supporting continuity within institutional processes beyond the immediate project cycle. Although many of these mechanisms remained at relatively early stages of consolidation, the evaluation finds credible evidence that the project contributed to expanding the procedural legitimacy of Equality@Work and GBVH-related governance issues within participating institutions.

In Ethiopia, the evaluation identified early evidence of systems-oriented integration through:

- GTAC coordination mechanisms;
- childcare governance arrangements; and
- incorporation of care-responsive approaches into collective bargaining training and workplace engagement processes.

The childcare interventions were accompanied by:

- business and sustainability plans;
- operational management arrangements; and
- formal coordination structures involving employers, unions, and public authorities, strengthening prospects for continuity beyond the immediate project cycle.

Illustrative Case Example — Ethiopia: Childcare Systems and Care-Responsive Workplace Integration

The Ethiopia childcare interventions represented one of the project's strongest examples of practical Equality@Work operationalization linked to institutional coordination mechanisms and sustainability planning. The project supported establishment of childcare facilities within agro-processing workplaces and domestic worker contexts, including facilities at CEREALIA, Hilina Foods, and Gulele Sub-City.

Unlike stand-alone workplace sensitization activities, the childcare interventions incorporated:

- operational management arrangements;
- Memoranda of Understanding;
- sustainability planning mechanisms; and
- coordination involving workers' organizations, employers, and local authorities.

Stakeholder evidence further suggested that the interventions strengthened visibility of care responsibilities as a labour governance and workplace participation issue rather than solely a private household concern. The interventions therefore demonstrated how practical workplace-level Equality@Work measures can contribute simultaneously to operational uptake, tripartite engagement, and emerging institutional integration.

The evaluation further finds that childcare-related interventions generated comparatively stronger ownership incentives because they addressed visible operational workplace concerns affecting productivity, worker retention, women's participation, and working conditions. In this respect, the interventions helped demonstrate the practical applicability of Equality@Work concepts within workplace systems and social dialogue environments.

At the same time, evidence of deeper systems-level integration remained uneven. Across several contexts, observed changes remained:

- operational rather than fully proceduralized;
- personality-driven rather than systematized; and
- project-supported rather than fully institutionalized.

The evaluation identified comparatively limited evidence of:

- formal policy reform;
- organizational restructuring;
- dedicated institutional financing;
- long-term accountability systems; or
- comprehensive integration into formal governance frameworks.

Similarly, while workplace-level behavioural adaptation was frequently observed, evidence of fully embedded institutional systems for monitoring, financing, coordinating, and sustaining Equality@Work interventions remained limited at the time of evaluation.

Evidence from KIIs further suggests that many integration gains continued to depend heavily on:

- motivated leadership;
- active institutional focal points;
- external facilitation support;
- project-driven coordination mechanisms; and
- sustained technical accompaniment.

This was particularly visible in contexts where labour governance systems remained comparatively fragile or where workers' organizations operated under significant resource and staffing constraints. Under such conditions, operational uptake frequently outpaced formal institutional consolidation.

The evaluation therefore concludes that the project contributed meaningfully to:

- operational adaptation;
- procedural experimentation; and
- increased normative integration within participating institutions.

The project also plausibly strengthened the operational legitimacy of Equality@Work and Convention No. 190-related issues within labour governance and workplace dialogue processes across multiple contexts. However,

deeper institutional integration into formal policies, organizational systems, financing structures, and governance arrangements remains an ongoing process rather than a fully consolidated outcome at the time of evaluation.

4.6.4 Measures to Strengthen Institutionalization, Sustainability and Scalability (EQ17/S2)

The evaluation finds that several factors are likely to influence the future sustainability, institutionalization, and scalability of project-supported approaches.

First, evidence consistently suggests that sustainability prospects improve where interventions are linked to:

- existing institutional mandates;
- collective bargaining systems;
- labour inspection functions; or
- formal social dialogue structures.

Interventions demonstrated comparatively stronger continuity prospects where Equality@Work concerns became connected to core representational, workplace governance, and labour administration functions rather than remaining stand-alone training initiatives. The evaluation finds that interventions linked to operational workplace realities — including GBVH prevention, childcare, maternity protection, labour inspection engagement, and care-responsive collective bargaining — generated stronger incentives for continued organizational engagement because stakeholders perceived them as directly relevant to institutional mandates and workplace needs.

Evidence across multiple countries further indicates that operational uptake strengthened where project-supported approaches became integrated into existing institutional processes. In Malawi, for example, integration of GBVH provisions into six collective bargaining agreements covering more than 36,700 workers demonstrated how Convention No. 190-related principles were operationalized within established industrial relations mechanisms rather than remaining isolated sensitization efforts. Similarly, labour inspection guidance and draft SOPs for justice actors represented early attempts to anchor Equality@Work concerns within institutional enforcement and governance functions.

Second, the evaluation finds that operational momentum generated through the project will require continued organizational reinforcement to translate into deeper institutional consolidation. Across several contexts, stakeholders emphasized that behavioural adaptation and operational uptake had progressed more rapidly than:

- procedural embedding;
- internal resource allocation; or
- institutional continuity planning.

The evaluation finds that many observed gains remained dependent on:

- motivated institutional leadership;
- active focal points;
- continued technical accompaniment;
- interpersonal coordination; and
- external facilitation support.

As a result, while operational utilization and behavioural adaptation were frequently evident, institutional consolidation remained comparatively uneven and vulnerable to organizational turnover and shifting

institutional priorities.

Evidence further suggests that training effectiveness was strongest where interventions combined:

- mentoring;
- systematic follow-up;
- peer exchange; and
- operational application opportunities.

This appears particularly relevant in explaining why some interventions progressed beyond awareness-raising toward more durable organizational engagement. Stakeholder consultations consistently indicated that interventions generated stronger retention and application where participants were able to connect newly acquired knowledge directly to workplace dialogue processes, collective bargaining responsibilities, labour governance engagement, or practical workplace problem-solving.

Third, the evaluation identified important opportunities linked to peer learning and cross-country exchange. The project generated substantial implementation experience across diverse labour governance contexts, including:

- workplace childcare models;
- gender-responsive collective bargaining approaches;
- Convention No. 190 implementation practices; and
- ILS supervisory engagement mechanisms.

Evidence from the South-4-Care Learning Hub and regional ACTRAV-supported exchanges suggests that cross-country learning contributed to adaptation of practices and strengthened regional ownership of care economy and Equality@Work agendas. The evaluation finds that these peer-learning mechanisms helped reinforce implementation legitimacy by allowing participating stakeholders to contextualize approaches through comparative regional experience rather than relying exclusively on externally driven normative framing.

Illustrative Case Example — Regional Learning and Peer Exchange as a Catalyst for Broader Uptake

Context: Participating countries demonstrated varying levels of institutional capacity and operational experience related to Equality@Work and care-responsive labour governance approaches.

Intervention Support: The project facilitated regional exchanges, peer-learning opportunities, and South–South engagement through ACTRAV-supported regional activities and the South-4-Care Learning Hub.

Observed Change / Evidence: Stakeholders emphasized that comparative exchange strengthened institutional confidence, generated practical ideas for adaptation, and reinforced operational engagement on childcare, maternity protection, gender-responsive collective bargaining, and Convention No. 190 implementation.

Illustrative Stakeholder Reflection: “Hearing what unions in other countries were already doing made the objectives feel achievable and concrete.” — Regional participant

Evaluation Insight: The example highlights the project’s added value as a regional learning platform and demonstrates how peer exchange contributed to capacity reinforcement, adaptation of practice, and emerging sustainability pathways across participating contexts.

In several contexts, stakeholders highlighted the practical value of observing how comparable labour

governance actors operationalized:

- childcare systems;
- GBVH prevention mechanisms;
- care-responsive bargaining agendas; and
- supervisory engagement practices

within institutional environments facing similar structural constraints. This contributed positively to adaptation, contextualization, and operational confidence among participating organizations.

At the same time, sustainability and scalability prospects remain constrained by broader structural conditions identified across KIIs and implementation records, including:

- uneven institutional capacity;
- leadership turnover;
- limited organizational resources;
- weak coordination mechanisms; and
- political or economic instability in some implementation contexts.

The evaluation further finds that absorptive capacity varied significantly across participating countries and institutions. Countries characterized by comparatively stronger labour governance systems, more active social dialogue environments, and stronger workers' organizations generally demonstrated more credible institutionalization trajectories than more fragile implementation settings.

Future sustainability trajectories will therefore depend significantly on:

- continued institutional accompaniment;
- absorptive capacity of participating organizations; and
- realistic calibration of interventions to country-specific governance conditions.

The evaluation further finds that formalized exit and transition planning mechanisms remained comparatively limited at the overall project level, although selected interventions incorporated sustainability-oriented arrangements. In Ethiopia, for example, childcare interventions were accompanied by Memoranda of Understanding, operational sustainability plans, and involvement of local authorities and social partners, strengthening prospects for continuity beyond the immediate project cycle.

The childcare interventions represented one of the clearest examples within the project of efforts to combine:

- operational implementation;
- institutional coordination;
- shared stakeholder responsibility; and
- sustainability-oriented planning mechanisms.

These features strengthened prospects for medium-term continuation because operational responsibility did not remain solely project-dependent but was linked to broader workplace and governance actors.

However, across several other intervention areas and country contexts, sustainability pathways relied more heavily on continued organizational commitment, informal continuation assumptions, and ongoing institutional engagement than on systematically articulated exit or transition strategies. As a result, prospects for long-term continuity remained uneven and closely linked to broader institutional absorptive capacity,

leadership continuity, and availability of follow-up support.

The evaluation also finds that labour governance transformation processes inherently require:

- extended implementation horizons;
- sustained organizational reinforcement; and
- differentiated implementation approaches adapted to institutional realities.

This was particularly evident in relation to Equality@Work operationalization, where behavioural adaptation and workplace-level experimentation often advanced more quickly than formal organizational restructuring or systems-level embedding. Evidence across countries suggests that meaningful institutionalization of:

- GBVH prevention mechanisms;
- care-responsive workplace approaches;
- gender-responsive collective bargaining; and
- supervisory engagement processes

requires longer-term reinforcement cycles extending beyond the project implementation period.

The evaluation therefore concludes that future consolidation efforts would benefit from stronger emphasis on:

- procedural embedding;
- organizational absorption;
- continuity systems; and
- long-term institutional reinforcement pathways,

particularly in contexts where operational gains have not yet translated into durable institutional integration. The evaluation further finds that sustainability prospects are likely to remain strongest where future interventions continue linking Equality@Work agendas to practical workplace realities, institutional mandates, and existing labour governance mechanisms capable of supporting long-term operational continuity.

4.7 CROSS-CUTTING ISSUES

F42. Gender equality and Equality@Work dimensions were substantively integrated throughout implementation and contributed to increased operational visibility of workplace equality agendas.

F43. Disability inclusion and broader intersectional inclusion dimensions remained comparatively less operationalized and less systematically integrated across implementation contexts.

F44. Tripartite engagement strengthened procedural legitimacy, stakeholder participation, and operational dialogue processes across several implementation contexts.

F45. The quality and depth of tripartite participation varied across countries and organizations according to labour governance maturity, institutional relationships, and organizational capacities.

F46. Cross-country implementation trajectories diverged substantially according to ecosystem maturity, governance functionality, organizational readiness, and contextual labour governance dynamics.

F47. Cross-country peer exchange, institutional learning, and comparative reflection opportunities remained comparatively underdeveloped despite the project's regional structure and learning potential.

F48. Operational experimentation and procedural engagement advanced more rapidly than durable institutional normalization or governance continuity across most implementation contexts.

The evaluation finds that cross-cutting dimensions — particularly gender equality, Equality@Work, tripartite engagement, and social dialogue — were integrated throughout the project’s design and implementation architecture, although the depth of operationalization varied across thematic areas, institutional settings, and country contexts.

Gender equality and Equality@Work considerations were the most consistently visible and operationally embedded dimensions. Evidence triangulated across KIIs, implementation records, activity documentation, and progress reporting indicates that the integrated ACTRAV–GEDI implementation model helped position workplace equality concerns within broader labour governance, workers’ rights, and representational processes rather than as stand-alone thematic issues.

The project achieved a comparatively broad operational footprint within a relatively short implementation period, including:

- over 37,500 direct beneficiaries reached;
- engagement across 15–16 African countries through regional and sub-regional interventions;
- 11 submissions to ILO supervisory mechanisms;
- 6 ratification campaigns linked to gender-related ILS; and
- 15 workplace-level gender equality measures.

Tripartite engagement and social dialogue also constituted important enabling dimensions of implementation. Across participating countries, interventions strengthened engagement among:

- workers’ organizations;
- employers’ organizations;
- labour administrations;
- justice-sector actors;
- labour inspection institutions; and
- workplace stakeholders.

Country-level evidence illustrates differentiated trajectories of cross-cutting integration. **In Ethiopia**, Equality@Work interventions became linked to formal tripartite coordination and workplace governance mechanisms, including the GTAC, collective bargaining engagement, and childcare governance arrangements.

In Malawi, cross-cutting integration was particularly visible through operational linkage between:

- GBVH prevention;
- Convention No. 190 implementation;
- labour inspection;
- collective bargaining; and
- justice-sector engagement mechanisms.

Illustrative Case Example — Malawi: Operationalization of Convention No. 190 within Labour Governance Systems

Context: Prior to the intervention, engagement on violence and harassment issues remained fragmented across workplace, labour inspection, and justice-sector actors.

Intervention Support: The project supported Convention No. 190-related training, labour inspection engagement, development of draft SOPs for justice actors, and integration of GBVH considerations into

collective bargaining and workplace dialogue processes.

Observed Change / Evidence: Implementation records and stakeholder consultations indicate emerging procedural adaptation within labour governance systems, including integration of GBVH provisions into six collective bargaining agreements covering more than 36,700 workers, alongside strengthened operational engagement among labour inspectors and workplace actors.

Illustrative Stakeholder Reflection: “Previously these issues were discussed separately. The project helped different institutions start engaging around common procedures and responsibilities.” — Stakeholder consultation, Malawi

Evaluation Insight: The example demonstrates movement beyond awareness-raising toward operational and procedural integration of violence and harassment prevention within labour governance and workplace systems.

At the same time, broader inclusion dimensions — particularly disability inclusion and systematic engagement with intersectional vulnerabilities — remained comparatively less visible within implementation and monitoring systems. Evidence of:

- systematic disability-responsive programming;
- accessibility adaptation;
- disaggregated inclusion monitoring; or
- structured intersectional targeting approaches

remained limited across implementation areas.

Overall, the evaluation concludes that the project demonstrated meaningful integration of:

- gender equality;
- Equality@Work; and
- tripartite engagement principles,

while broader inclusion dimensions remained less systematically operationalized across participating contexts.

4.7.1 Gender Equality and Inclusion (EQ X1)

The evaluation finds that gender equality was effectively integrated into the project’s strategic orientation, implementation approach, and operational activities across participating countries.

Evidence triangulated across stakeholder consultations, activity records, monitoring documentation, and implementation reporting indicates that the intervention contributed to increasing both the visibility and operational legitimacy of workplace equality concerns within labour governance and workers’ representation processes.

Across several countries, project-supported interventions strengthened engagement on:

- violence and harassment in the world of work;
- women’s participation and leadership;
- maternity protection;
- care responsibilities;
- workplace inclusion; and

- gender-responsive labour dialogue.

The integrated ACTRAV–GEDI implementation model represented a major enabling factor underpinning these results. By linking labour rights and workplace equality agendas, the intervention increased the operational relevance and institutional acceptability of gender equality engagement within workers’ organizations, collective bargaining structures, and social dialogue processes.

Documentary evidence and stakeholder consultations consistently indicate that Equality@Work concerns increasingly came to be viewed as legitimate labour governance and representational issues rather than solely advocacy-oriented topics.

Operational evidence supporting this finding includes:

- six ratification campaigns linked to Conventions Nos. 100, 111, 156, 183, 189 and 190;
- six collective bargaining agreements in Malawi integrating GBVH and gender equality provisions covering more than 36,700 workers;
- regional and national trainings reaching trade union leaders, labour inspectors, justice-sector actors, and women trade unionists; and
- workplace Equality@Work pilots in Ethiopia linked to childcare, maternity protection, and care-responsive collective bargaining.

Country-level evidence demonstrates differentiated forms of operationalization.

In Ethiopia, the intervention supported integration of maternity protection, childcare, and care-responsive collective bargaining into workplace and institutional discussions. Workplace assessments across six agro-processing factories and the domestic work sector informed targeted interventions and strengthened tripartite dialogue on care responsibilities, SRHR, and working conditions.

The establishment of three childcare solutions — including workplace childcare centres and a public childcare facility for domestic workers — represented one of the project’s strongest operational demonstrations. These interventions combined:

- workplace-level service delivery;
- tripartite engagement;
- women workers’ support; and
- creation of decent care jobs.

In Malawi, operationalization appeared strongest in relation to:

- GBVH prevention;
- Convention No. 190 awareness;
- women’s trade union leadership; and
- gender-responsive collective bargaining.

Evidence suggests that interventions progressed beyond awareness-raising toward procedural adaptation, including:

- development of draft SOPs;
- practical labour inspection guidance; and
- integration of gender provisions into CBAs.

The evaluation also finds that women's leadership and participation received sustained operational attention throughout implementation. Dedicated sub-regional and national trainings reached women trade unionists across multiple countries, while participatory gender assessments identified institutional barriers affecting women's leadership and representation within unions.

At the same time, broader inclusion dimensions — particularly disability inclusion and accessibility considerations — remained comparatively less operationalized across project activities and monitoring systems. Documentary evidence and stakeholder consultations contained only limited evidence of:

- systematic disability-responsive programming;
- structured accessibility measures;
- disability-disaggregated participation tracking; or
- targeted interventions addressing barriers faced by persons with disabilities.

As one stakeholder candidly observed:

“None of the unions sent representatives with disabilities.” — Stakeholder consultation, regional level

While isolated references to inclusion were identified, the evaluation finds that disability-responsive operationalization remained comparatively limited relative to the project's stronger integration of gender equality and Equality@Work dimensions.

Similarly, although stakeholders referenced vulnerabilities affecting informal and marginalized workers, intersectional inclusion approaches were not consistently articulated within implementation frameworks or monitoring systems.

The evaluation additionally notes that gender-responsive monitoring systems remained less developed than the operational interventions themselves. While participation data were frequently sex-disaggregated and gender equality concerns visibly integrated into activities, systematic tracking of:

- longer-term behavioural change;
- organizational transformation;
- workplace outcomes; or
- gender-related institutional absorption

remained comparatively limited.

Overall, the evaluation concludes that the project integrated gender equality considerations credibly across implementation areas and contributed positively to strengthening workplace equality engagement within labour governance systems. However, broader inclusion dimensions — particularly disability inclusion and systematic intersectional monitoring — remained less consistently operationalized.

4.7.2 Tripartism and Social Dialogue (EQ X2)

The evaluation finds that tripartite engagement and social dialogue represented important strengths of the intervention and contributed positively to:

- implementation relevance;
- institutional legitimacy;
- stakeholder ownership; and
- sustainability prospects.

Evidence triangulated across KIIs, implementation records, activity documentation, and project reporting indicates that the intervention reflected the ILO's tripartite mandate through sustained engagement among:

- workers' organizations;
- employers' organizations;
- government institutions;
- labour administrations;
- labour inspection systems; and
- broader labour governance actors

on issues related to workers' rights, Equality@Work, workplace inclusion, and gender-responsive labour governance.

Workers' organizations played a particularly central role in operational implementation and institutional engagement. Across participating countries, workers' representatives actively participated in:

- CEACR engagement;
- workplace dialogue;
- Equality@Work pilots;
- collective bargaining discussions;
- advocacy activities;
- labour governance engagement; and
- training and mentoring processes.

Implementation documentation confirms substantial trade union participation across regional and national interventions, including:

- supervisory system trainings involving participants from up to 15 countries;
- women trade unionist leadership initiatives;
- collective bargaining training activities; and
- Convention No. 190-related workplace engagement processes.

Country-level evidence demonstrates differentiated forms of tripartite operationalization.

In Ethiopia, tripartite engagement appeared comparatively institutionalized through:

- the GTAC coordination structure;
- childcare governance arrangements;
- CEACR reporting engagement; and
- collective bargaining-related capacity-building involving government, employers, and workers' organizations.

The GTAC mechanism strengthened national ownership and technical coordination by bringing together ministries, employers' organizations, trade unions, and sectoral actors to guide Equality@Work implementation and workplace intervention selection.

In Malawi, tripartite and multi-stakeholder engagement was particularly visible in:

- GBVH prevention efforts;
- labour inspection strengthening;
- Convention No. 190 engagement; and

- justice-sector coordination processes.

Interventions engaged labour inspectors, judiciary actors, human rights institutions, trade unions, ministries, and sector stakeholders in workplace violence and harassment prevention processes.

The evaluation finds that tripartite engagement strengthened both the credibility and operational relevance of project-supported activities by ensuring that workplace equality and labour rights discussions remained connected to:

- workplace realities;
- institutional mandates; and
- ongoing labour governance processes.

At the same time, the depth and consistency of participation varied across contexts. In countries characterized by comparatively stronger labour governance systems and more established social dialogue traditions, tripartite participation tended to be broader and more institutionalized. In more constrained environments, participation remained more activity-based and facilitation-dependent.

The evaluation additionally finds that employers' organization engagement appeared comparatively uneven in some implementation areas, particularly those primarily focused on workers' organizational strengthening or trade union awareness activities.

Nevertheless, stakeholders consistently viewed the participatory and dialogue-oriented implementation approach positively. Evidence suggests that engagement of labour market actors strengthened:

- stakeholder ownership;
- implementation legitimacy;
- operational uptake; and
- sustainability prospects.

Sustainability trajectories also appeared comparatively stronger where project-supported activities became integrated into ongoing dialogue mechanisms and institutional engagement processes rather than remaining isolated project events.

Overall, the evaluation concludes that tripartism and social dialogue represented important enabling dimensions of the intervention and contributed positively to implementation relevance, ownership, and sustainability prospects, although the depth and durability of engagement remained shaped by broader institutional and labour governance realities.

4.7.3. Strategic Findings

While the preceding sections presented findings organized under the OECD/DAC evaluation criteria, the evaluation also identified recurring institutional, operational, and governance-level patterns cutting across countries, stakeholder groups, and implementation streams.

To strengthen analytical synthesis and traceability between findings, conclusions, lessons learned, emerging good practices, and recommendations, the evaluation consolidated the most significant cross-cutting evaluative patterns into twelve Strategic Findings (SFs). These synthesize higher-order institutional dynamics emerging from triangulated evidence and provide the principal analytical bridge between criterion-based findings and the broader evaluative conclusions and recommendations presented in subsequent sections of the report.

Table 7 presents the consolidated Strategic Findings synthesis. To further strengthen analytical traceability, Annex XI presents the evaluation logic chain linking findings, conclusions, and recommendations.

Table 7. Strategic Findings Synthesis

SF No.	Strategic Finding	Main Related Findings	Institutional Significance
SF1	The intervention maintained strong strategic relevance by responding to persistent labour governance, workers' rights, and workplace equality gaps across participating countries.	F1–F4	The project demonstrated strong strategic alignment with labour governance and Equality@Work priorities across participating contexts.
SF2	The integrated ACTRAV–GEDI implementation model strengthened strategic coherence, operational legitimacy, and alignment between labour governance and Equality@Work agendas.	F3, F9–F14, F42	The integrated normative–operational model constituted a major comparative advantage of the intervention.
SF3	The project generated stronger evidence of operational uptake, behavioural adaptation, and procedural experimentation than of durable institutional embedding and governance consolidation.	F16, F20–F21, F32, F37–F38, F48	Operational utilization consistently exceeded deeper institutionalization across contexts.
SF4	Workplace-level Equality@Work interventions constituted one of the project's strongest operational contribution pathways.	F18, F33	Workplace operationalization functioned as a practical entry point for broader labour governance engagement.
SF5	Institutionalization and sustainability trajectories varied substantially according to institutional maturity, absorptive capacity, leadership continuity, and labour governance ecosystem conditions.	F5–F6, F20, F36–F40, F45–F46	Sustainability prospects remained uneven and highly context-dependent.
SF6	Tripartite participation strengthened procedural engagement and implementation legitimacy more consistently than substantive accountability redistribution or bargaining transformation.	F22–F23, F44–F45	Procedural tripartism advanced more rapidly than structural bargaining transformation.
SF7	The project strengthened workers' organizations' engagement with labour governance advocacy, workplace dialogue, and International Labour Standards processes.	F17, F34	The intervention contributed credibly to strengthening labour governance participation and advocacy engagement.
SF8	Implementation efficiency benefited from leveraging existing ACTRAV, GEDI, and tripartite structures, although operational continuity remained facilitation-dependent.	F25–F28	Operational efficiency gains remained partially dependent on active coordination and institutional champions.
SF9	Monitoring, Results-Based Management, adaptive management, and institutionalization tracking systems remained more activity-oriented than sustainability- and governance-oriented.	F29–F30, F41	Operational systems maturity lagged behind the project's transformational ambitions.

SF10	Cross-country peer learning, comparative institutional reflection, and regional knowledge-sharing mechanisms remained comparatively underdeveloped.	F13, F30, F47	Regional learning potential and comparative adaptation pathways were insufficiently consolidated.
SF11	Gender equality and Equality@Work dimensions were substantively integrated, while disability inclusion and broader intersectional inclusion remained comparatively less operationalized.	F42–F43	Inclusion integration depth remained uneven across themes and implementation contexts.
SF12	The project functioned most credibly as a catalytic institutional strengthening and agenda-legitimization intervention rather than as a fully consolidated transformational reform programme.	F24, F31–F32, F35, F48	The intervention generated stronger enabling conditions for transformation than mature institutional transformation itself.

5. CONCLUSIONS

5.1 Criterion-Level Conclusions

Relevance

The intervention remained highly relevant across participating countries and institutional contexts by addressing persistent gaps between formal labour rights commitments and their operational application within labour governance systems, social dialogue structures, and workplace practices. Its dual focus on International Labour Standards (ILS) engagement and Equality@Work implementation responded simultaneously to normative and practical dimensions of workers' rights promotion while aligning closely with national labour and gender priorities, ILO strategic frameworks, and the Decent Work Agenda.

Relevance was strongest where stakeholders perceived the intervention not as a stand-alone project, but as an enabling mechanism supporting ongoing institutional and policy processes. This was particularly evident where workers' organizations were already seeking stronger engagement in labour governance, gender equality, workplace inclusion, and collective bargaining processes, and where project support addressed concrete operational and institutional gaps.

The project design demonstrated a coherent understanding of the relationship between normative engagement, organizational capacity development, and workplace-level application. Across multiple contexts, the intervention successfully linked awareness and technical understanding of ILS and Equality@Work principles with practical workplace concerns, including GBVH prevention, maternity protection, childcare, care responsibilities, and gender-responsive collective bargaining. This strengthened the operational relevance of labour standards frameworks for participating workers' organizations and workplace actors.

The evaluation further finds that relevance was reinforced by the project's ability to combine strategic labour governance objectives with interventions addressing visible workplace realities. Stakeholder consultations consistently indicated that interventions linked to practical workplace concerns generated stronger engagement and ownership because they connected workers' rights agendas with immediate institutional and operational needs.

At the same time, the evaluation suggests that the operational demands associated with translating awareness and technical capacity into deeper institutional consolidation exceeded what could realistically be achieved

within the project's relatively short implementation timeframe and uneven institutional environments.

Coherence

The intervention demonstrated strong internal and external coherence. The integration of ACTRAV's workers' rights mandate with GEDI's technical expertise on gender equality and inclusion created a complementary institutional model that strengthened both conceptual coherence and operational credibility.

The interaction between Outcome 1 and Outcome 2 constituted one of the project's most coherent strategic features. The project functioned most effectively where strengthened understanding of ILS and supervisory mechanisms was linked to practical Equality@Work interventions, enabling stakeholders to connect normative commitments with operational application at organizational, sectoral, and workplace levels.

This interaction was particularly visible in interventions related to:

- Convention No. 190 operationalization;
- gender-responsive collective bargaining;
- childcare and care-responsive workplace approaches;
- labour inspection engagement; and
- workplace dialogue on GBVH prevention.

The evaluation finds that coherence was strongest where stakeholders were able to connect labour standards engagement with operational workplace realities rather than treating normative and workplace-oriented activities as separate intervention streams.

External coherence was also strengthened where interventions aligned with ongoing national reforms, social dialogue processes, or existing institutional initiatives. In Ethiopia, collaboration with Better Work Ethiopia, ProAgro Ethiopia, Partnership for Change (PfC), employers, local authorities, and trade union structures strengthened operational alignment and facilitated workplace-level implementation. Similarly, in Malawi, Convention No. 190-related interventions aligned with existing labour governance and industrial relations processes, strengthening procedural uptake within labour inspection and collective bargaining systems.

However, coherence with broader labour governance systems remained partly dependent on institutional readiness and absorptive capacity, resulting in uneven integration across countries and stakeholder groups.

Effectiveness

The project credibly strengthened awareness, technical knowledge, and operational engagement among participating stakeholders, particularly workers' organizations and selected tripartite actors. Evidence supports a positive evaluative judgement regarding operational uptake of project-supported knowledge, tools, and approaches across both normative and workplace-level intervention areas.

The strongest observable results were situated at the levels of:

- behavioural adaptation;
- operational utilization; and
- strengthened participation in labour governance and Equality@Work processes.

These included:

increased engagement with ILS-related mechanisms;

- strengthened advocacy and dialogue capacities;
- integration of GBVH provisions into collective bargaining processes;
- emerging labour inspection and SOP-related procedural adaptations; and
- implementation of selected workplace-level childcare and care-responsive measures.

Evidence from Malawi illustrates this progression from awareness to operational uptake. GBVH-related provisions were integrated into six collective bargaining agreements covering approximately 36,700 workers, while labour inspection guidance and draft SOPs for justice-sector actors reflected emerging procedural adaptation associated with Convention No. 190 operationalization.

Similarly, in Ethiopia, childcare pilots and care-responsive interventions generated visible operational engagement through establishment of childcare facilities at CEREALIA, Hilina Foods, and Gulele Sub-City, accompanied by operational management arrangements, sustainability planning, and tripartite coordination mechanisms.

The evaluation concludes that the project demonstrated stronger effectiveness where capacity-development efforts were linked to:

- operational application opportunities;
- mentoring and follow-up support;
- workplace-level relevance; and
- institutional uptake pathways.

This was reinforced during stakeholder consultations. As one stakeholder noted:

“Short trainings alone would probably not have produced the same level of application without the follow-up mentoring and technical accompaniment.” — Stakeholder consultation, multi-country level

The evaluation finds that interventions achieved stronger operational traction where awareness-raising was combined with practical implementation opportunities, procedural experimentation, or organizational follow-through mechanisms.

However, operational uptake exceeded deeper institutional consolidation. While evidence of application was observed across multiple countries and stakeholder groups, the maturity of institutional embedding remained uneven and was strongest where interventions aligned with:

- pre-existing institutional priorities;
- leadership commitment; or
- ongoing organizational processes.

The evaluation further indicates that the project’s contribution was strongest as a catalytic and enabling intervention rather than as a fully transformative reform mechanism. The project strengthened enabling conditions for institutional and behavioural change, while durable consolidation remained dependent on broader institutional, political, and organizational factors extending beyond the project itself.

Efficiency

The project was implemented with generally appropriate use of available financial, technical, and institutional resources within the constraints of a compressed implementation period and geographically dispersed multi-country design.

Implementation efficiency benefited from:

- strong technical collaboration between ACTRAV and GEDI;
- use of existing ILO institutional structures;
- adaptive coordination mechanisms across headquarters, regional, and country levels; and
- strategic leveraging of existing partnerships and labour governance networks.

The project also demonstrated operational flexibility in adapting interventions to differing national contexts and labour governance realities.

Efficiency was strengthened where interventions built on existing institutional platforms and coordination mechanisms rather than creating parallel implementation systems. Partnerships with workers' organizations, labour governance actors, Better Work Ethiopia, sectoral stakeholders, and local institutional structures contributed positively to implementation reach, technical quality, and operational continuity.

At the same time, the evaluation indicates that implementation complexity and institutional ambition exceeded what could realistically be consolidated within the available timeframe and resources. The compressed implementation cycle constrained opportunities for:

- iterative accompaniment;
- deeper institutional follow-up;
- systematic reinforcement; and
- consolidation of emerging results,

particularly in contexts characterized by slower administrative processes, weaker absorptive capacity, or fragile labour governance environments.

Efficiency therefore appeared strongest at the level of technical delivery and operational engagement, while longer-term institutional consolidation remained constrained by time-dependent governance and organizational processes.

Sustainability

Sustainability prospects appear credible but conditional, with stronger evidence of operational continuation than of fully consolidated institutional embedding.

The evaluation identified encouraging indications of:

- ownership;
- continued utilization of project-supported knowledge and tools; and
- integration of selected practices into organizational routines, dialogue processes, and workplace-level interventions.

Sustainability prospects appeared strongest where interventions aligned with:

- existing institutional mandates;
- ongoing organizational processes;
- workplace realities; or
- active leadership commitment.

The evaluation finds that interventions linked to collective bargaining systems, labour inspection functions, social dialogue processes, or workplace governance concerns demonstrated comparatively stronger prospects for continuation because they became associated with ongoing institutional responsibilities rather than stand-alone project activities.

In Ethiopia, childcare interventions represented one of the strongest examples of sustainability-oriented design within the project. Childcare facilities were accompanied by:

- operational management arrangements;
- business and sustainability plans;
- Memoranda of Understanding; and
- involvement of employers, workers' organizations, and local authorities.

These features strengthened prospects for continuity beyond the immediate project cycle and demonstrated early movement toward shared operational ownership.

At the same time, the depth of institutionalization varied considerably across contexts and intervention areas. In several cases, operational uptake remained dependent on:

- continued facilitation;
- technical accompaniment;
- leadership continuity; or
- motivated institutional focal points,

suggesting that institutional continuation had not yet fully transitioned into self-sustaining organizational practice.

The evaluation therefore concludes that the project contributed to establishing enabling conditions and institutional pathways for longer-term sustainability, although the maturity and durability of institutional consolidation remained uneven and context-dependent. Sustainability prospects were generally stronger for:

- behavioural adaptation;
- operational utilization; and
- emerging procedural integration

than for broader systems-level transformation.

Cross-Cutting Themes

Gender equality, inclusion, tripartism, and social dialogue were substantively integrated throughout the intervention and functioned as operational rather than purely rhetorical dimensions of implementation.

The integration of Equality@Work themes strengthened the project's practical relevance and contributed to expanding discussion of gender equality beyond awareness-raising toward workplace-level application. Evidence also suggests that the project supported more inclusive engagement of workers' organizations in labour governance and policy dialogue processes.

Cross-cutting integration was strongest where:

- labour rights;
- Equality@Work;

- GBVH prevention;
- childcare and care responsibilities; and
- social dialogue

were incorporated into ongoing institutional and organizational processes rather than treated as stand-alone thematic activities.

Tripartite engagement and social dialogue functioned both as implementation modalities and intended institutional outcomes. Their effectiveness, however, remained influenced by broader contextual conditions, including:

- maturity of national social dialogue systems;
- institutional trust;
- governance conditions; and
- operational capacity of participating actors.

The evaluation further finds that practical workplace interventions — particularly childcare initiatives, GBVH-related bargaining measures, and care-responsive workplace dialogue — helped strengthen the operational legitimacy of gender equality agendas within labour governance environments by demonstrating their relevance to representation, productivity, participation, and workplace well-being.

Cross-cutting results were therefore strongest where gender equality, labour rights, and social dialogue were integrated into existing institutional and organizational processes rather than treated as parallel implementation streams.

5.2 Cross-Cutting Strategic Conclusions

The project functioned primarily as a catalytic institutional strengthening intervention operating at the intersection of labour governance, social dialogue, and gender-responsive workplace transformation.

Across countries and intervention areas, the evaluation identified a consistent pattern in which the project strengthened:

- awareness;
- technical understanding;
- operational engagement; and
- practical utilization of Equality@Work and labour governance approaches

among participating stakeholders.

However, the transition from operational uptake to deeper institutional consolidation remained uneven and highly dependent on contextual and organizational conditions.

Observable changes were strongest at the levels of:

- behavioural adaptation;
- procedural experimentation; and
- operational utilization of project-supported approaches.

Deeper institutionalization — understood as formal embedding within policies, systems, organizational routines, resource allocations, and durable governance processes — remained less consistent across countries and institutions.

As one stakeholder noted:

“Short trainings alone would probably not have produced the same level of application without the follow-up mentoring and technical accompaniment.” — Stakeholder consultation, multi-country level

This reinforces broader evaluation evidence suggesting that movement from awareness-raising toward behavioural adaptation and operational utilization depended significantly on:

- continued accompaniment;
- iterative reinforcement;
- workplace-level relevance; and
- organizational follow-through mechanisms.

Institutional consolidation appeared strongest where three enabling conditions converged:

- pre-existing institutional readiness;
- active organizational ownership; and
- alignment between project interventions and ongoing labour governance or policy processes.

The evaluation further suggests that absorptive capacity constituted a major differentiating factor across implementation contexts. Countries and institutions with:

- stronger organizational infrastructure;
- leadership engagement; and
- more mature social dialogue systems

demonstrated greater capacity to translate project-supported activities into sustained operational and procedural integration.

By contrast, in more capacity-constrained or fragmented environments, project-supported changes often remained concentrated at the level of:

- awareness;
- individual behavioural adaptation; or
- short-term operational application.

The ACTRAV–GEDI partnership represented an important institutional added value of the intervention. Integration of workers’ rights, ILS, gender equality, and Equality@Work approaches enabled a multidimensional intervention model linking normative labour governance processes with workplace-level application, thereby strengthening both strategic coherence and operational legitimacy.

The evaluation also finds that practical workplace-oriented interventions strengthened the project’s institutional credibility by demonstrating how labour rights and Equality@Work agendas could be operationalized within concrete organizational and workplace realities. Childcare systems, care-responsive collective bargaining, GBVH prevention mechanisms, and workplace dialogue interventions functioned as important bridging mechanisms between normative frameworks and practical application.

At the same time, the evaluation indicates that the project’s institutional ambition exceeded the realistic consolidation horizon associated with a short implementation cycle. Many targeted governance and

organizational processes — including behavioural normalization, procedural integration, and institutional embedding — require:

- sustained accompaniment;
- iterative reinforcement; and
- longer-term institutional incentives

extending beyond the project timeframe.

The evaluation therefore concludes that the intervention established important institutional foundations and operational pathways for longer-term change, while also illustrating the limitations of expecting rapid institutional consolidation within uneven governance environments and compressed implementation conditions.

5.3 Validity and Reliability of Conclusions

The conclusions are supported by systematic triangulation across documentary review, project monitoring information, stakeholder consultations, and comparative analysis across participating countries and stakeholder groups. Convergence across multiple evidence sources provided strong confidence regarding conclusions related to:

- relevance;
- coherence;
- operational uptake;
- behavioural adaptation; and
- practical utilization of project-supported approaches.

Evaluator confidence is strongest where findings were corroborated across:

- multiple countries;
- stakeholder categories;
- documentary evidence; and
- observable examples of operational application or procedural integration.

This included triangulated evidence related to:

- Convention No. 190 operationalization;
- GBVH-related collective bargaining integration;
- childcare and care-responsive workplace interventions;
- labour governance engagement;
- supervisory mechanism participation; and
- workplace-level Equality@Work application.

Confidence is comparatively lower regarding the depth and durability of longer-term institutionalization and sustainability outcomes. In these areas, the evidence base relied more heavily on:

- stakeholder perceptions;
- early operational signals; and
- emerging procedural changes

rather than long-term institutional performance evidence.

The evaluation also acknowledges limitations associated with:

- uneven outcome-level monitoring data;
- variability in country-level documentation;
- the relatively short implementation cycle; and
- the timing of the evaluation near project completion.

In several contexts, institutionalization processes remained at relatively early stages of consolidation, limiting the ability to assess longer-term durability of organizational and governance-related change processes.

Accordingly, the evaluation does not claim direct attribution of observed institutional or behavioural changes to the project alone. Conclusions regarding contribution and sustainability are therefore presented cautiously and proportionately, recognizing the influence of broader institutional, political, and contextual dynamics.

Overall, the consistency of evidence across multiple sources and contexts supports a credible level of confidence in the central evaluative judgement that the project contributed meaningfully to strengthening:

- operational engagement;
- labour governance participation;
- workplace-level Equality@Work application; and
- emerging institutional pathways related to workers' rights and gender equality,

while deeper institutional consolidation remained uneven, context-dependent, and still evolving.

6. LESSONS LEARNED

Lesson 1. Institutional uptake requires deliberate transition mechanisms beyond capacity development

Context: The project combined normative capacity-building on International Labour Standards (ILS) with Equality@Work interventions implemented through workers' organizations, tripartite actors, and workplace-level initiatives across multiple African contexts.

Lesson: The evaluation found that capacity development alone does not automatically generate sustained institutional or workplace-level change. Practical uptake was strongest where training and awareness activities were accompanied by:

- follow-up application opportunities;
- structured engagement mechanisms; and
- institutional anchoring within organizational processes, collective bargaining structures, or social dialogue platforms.

Where post-training application pathways remained weak or dependent on continued external facilitation, results generally remained at awareness or behavioural intention level rather than progressing toward institutionalization.

Capacity-development initiatives demonstrated greater sustainability potential when accompanied by institutional embedding measures such as procedural tools, operational guidance, and structured policy follow-up mechanisms.

Implications for Reuse: This lesson is particularly relevant for ACTRAV, GEDI, ILO Country Offices, and programme designers implementing rights-based or gender equality interventions in institutionally diverse environments. Future interventions relying on capacity-building approaches are more likely to achieve durable results when implementation designs explicitly incorporate operational application, organizational embedding, and iterative follow-up mechanisms beyond initial knowledge transfer.

Lesson 2. Integration of normative and practical intervention pathways strengthens operational relevance and stakeholder ownership

Context: The project combined support to workers' organizations' engagement with ILS mechanisms (Outcome 1) with workplace and sectoral Equality@Work interventions (Outcome 2), creating linkages between normative frameworks and operational realities.

Lesson: The evaluation indicates that combining normative labour rights engagement with practical workplace-level interventions increased the perceived relevance, usability, and legitimacy of project support among stakeholders. Normative standards became more operationally meaningful when linked to concrete workplace concerns such as care, violence and harassment, and inclusive labour practices. Conversely, workplace interventions gained stronger legitimacy and sustainability prospects when anchored in established labour standards and tripartite dialogue mechanisms.

Implications for Reuse: This lesson is transferable to future labour governance and gender equality programmes seeking to bridge policy commitments with operational implementation realities. ACTRAV, GEDI, technical specialists, and donors may particularly benefit from integrated programming approaches connecting international standards, advocacy processes, and workplace-level implementation rather than treating them as separate intervention streams.

Lesson 3. Sustainability prospects are strongly shaped by institutional absorptive capacity and implementation time horizons

Context: The project operated within a relatively short implementation timeframe while pursuing behavioural, institutional, and workplace-level change across contexts characterized by varying institutional capacities and administrative complexity.

Lesson: The evaluation suggests that sustainability prospects depended less on the quantity of activities delivered than on the extent to which participating institutions possessed sufficient absorptive capacity, ownership, and operational space to integrate project-supported approaches into existing systems and practices. Short implementation cycles were generally sufficient for initiating awareness, piloting interventions, and strengthening engagement, but less adequate for achieving deeper institutional consolidation or systems-level embedding, particularly where prolonged coordination, negotiation, or policy adaptation processes were required.

Implications for Reuse: This lesson is particularly relevant for donors, programme designers, ACTRAV, GEDI, and ILO Country Offices designing governance-oriented or institutional strengthening programmes. Interventions targeting institutionalization and systems-level change are more likely to achieve sustainable outcomes when implementation horizons, sequencing, and expectations are calibrated to the pace of organizational and governance transformation processes.

Lesson 4. Tripartite engagement contributes most effectively to sustainability when participation extends beyond consultation toward operational ownership

Context: The project relied on tripartite engagement mechanisms involving workers' organizations, employers' organizations, government actors, and ILO technical units across both normative and workplace-level intervention areas.

Lesson: The evaluation found that tripartite engagement generated stronger ownership and continuity prospects where stakeholders were actively involved in implementation, adaptation, and operational decision-making rather than consulted primarily through information-sharing or event-based participation. The depth and quality of engagement therefore mattered more than the breadth of stakeholder participation alone.

Implications for Reuse: This lesson is transferable to future ILO interventions relying on social dialogue and tripartite implementation modalities. ACTRAV, ILO Country Offices, and programme managers may derive greater sustainability value from participatory approaches that create operational co-ownership and institutional responsibility rather than primarily consultative engagement structures.

Lesson 5. Catalytic pilot interventions can generate strategic value even where transformational change remains premature

Context: Several Equality@Work interventions operated as pilot or demonstration initiatives within constrained implementation periods and resource environments.

Lesson: The evaluation indicates that pilot interventions can generate important catalytic effects — including increased visibility of workplace issues, strengthened stakeholder dialogue, testing of operational models, and institutional learning — even where broader structural transformation has not yet occurred. In complex labour governance environments, the strategic value of pilot interventions may therefore lie less in immediate scale or systemic transformation and more in their ability to create proof-of-concept, stakeholder alignment, and institutional entry points for future consolidation.

Implications for Reuse: This lesson is relevant for donors, programme designers, ACTRAV, GEDI, and technical specialists supporting innovation-oriented or demonstration-based programming. Evaluative expectations for pilot interventions may need to distinguish more clearly between catalytic contribution, operational experimentation, and longer-term transformative change trajectories.

Consolidated lessons learned emerging from the evaluation are presented in Annex VIII

7. EMERGING GOOD PRACTICES

The evaluation identified several emerging good and promising practices demonstrating operational relevance, institutional utility, and potential transferability for future ACTRAV, GEDI, and broader ILO labour governance programming. The practices below are derived from triangulated evidence including stakeholder consultations, project documentation, implementation records, and comparative institutional analysis.

Consistent with ILO EVAL guidance, these practices are presented as evidence-informed implementation approaches that demonstrated operational or institutional value under specific implementation conditions rather than as “success stories.”

Emerging Good Practice 1. Integrated ACTRAV–GEDI Labour Governance Model Linking Normative Engagement with Workplace-Level Operationalization

Practice Type: Good Practice

Strategic Theme: Integrated labour governance and Equality@Work programming

Context: The practice emerged within multi-country interventions addressing violence and harassment, care responsibilities, workplace inclusion, and gender-responsive workplace dialogue where Equality@Work agendas required stronger operational integration within labour governance systems and workers' organizations.

Emerging Good Practice: The project applied an integrated implementation model combining:

- ACTRAV's labour governance and workers' rights mandate;
- International Labour Standards engagement;
- social dialogue strengthening; and
- GEDI-supported Equality@Work interventions.

Rather than treating labour rights and workplace equality as separate streams, the intervention created operational linkages between normative engagement and workplace-level implementation. ACTRAV-led engagement strengthened institutional legitimacy and access pathways, while GEDI-supported interventions translated normative commitments into visible workplace concerns embedded within representational, bargaining, and workplace governance structures.

Combining Equality@Work capacity development with sector-based social dialogue processes increased the likelihood of workplace-level operationalization and contextual ownership of gender-responsive practices.

Evidence suggests that this approach reduced fragmentation between labour rights discourse and workplace equality programming while strengthening organizational ownership among labour governance actors.

Operational or Institutional Value

- Stronger legitimacy of Equality@Work programming within labour governance discussions;
- improved receptivity among workers' organizations toward workplace equality concerns;
- greater integration between labour rights advocacy and workplace governance processes; and
- improved operational usability of Equality@Work approaches.

Replicability and Potential Users: The practice demonstrates transferability potential for ACTRAV, GEDI, labour governance programmes, workplace dialogue initiatives, and institutional strengthening interventions operating within tripartite systems.

Replication conditions include:

- minimum institutional engagement capacity among workers' organizations;
- collaboration between normative and technical workstreams; and
- organizational openness to workplace-level dialogue on Equality@Work concerns.

The model may be less effective in highly fragmented industrial relations environments or where representative legitimacy and organizational continuity remain weak.

Emerging Good Practice 2. Workplace-Level Equality@Work Demonstration Interventions as Operational Entry Points for Labour Governance Engagement

Practice Type: Good Practice

Strategic Theme: Workplace governance operationalization

Context: The practice emerged in environments where rights-based discourse alone did not consistently generate broad institutional engagement and where practical workplace concerns provided more feasible entry points for labour dialogue.

Emerging Good Practice: The project utilized workplace-level Equality@Work interventions as operational demonstration mechanisms linking normative agendas with practical workplace governance concerns.

Rather than introducing equality concerns primarily through abstract rights discourse, the intervention framed Equality@Work themes through concrete workplace governance challenges affecting workers, organizational functioning, and workplace relations. This enabled labour market actors to engage through operational realities directly observable within workplace environments.

Evidence suggests that this approach reduced resistance in some contexts by shifting discussions from ideological positioning toward practical workplace management and representational concerns while making Equality@Work concepts operationally visible through concrete workplace practices and dialogue processes.

Operational or Institutional Value

- Increased workplace-level discussion of Equality@Work concerns;
- stronger worker–employer engagement on workplace governance issues;
- improved usability of Equality@Work approaches within labour governance processes; and
- greater operational integration of equality concerns into workplace dialogue mechanisms.

Replicability and Potential Users: The practice demonstrates transferability potential for Equality@Work interventions, labour governance programmes, workplace dialogue initiatives, and social dialogue programming operating in contexts where resistance to rights-based discourse may exist.

Replication conditions include:

- identifiable workplace-level operational concerns;
- willingness among labour market actors to engage in workplace dialogue; and
- facilitation capacity capable of translating normative concerns into operational discussions.

The model may be more difficult to replicate where workplace governance systems remain highly informal or labour dialogue structures are weak.

Emerging Good Practice 3. Institutionally Embedded Delivery Through Existing Labour Governance and Tripartite Structures

Practice Type: Good Practice

Strategic Theme: Institutional embeddedness and governance integration

Context: The practice emerged across countries characterized by varying institutional capacities, labour governance ecosystems, and implementation realities.

Emerging Good Practice: Rather than establishing parallel delivery arrangements, the project prioritized

implementation through:

- existing workers' organizations;
- tripartite mechanisms;
- ILO Country Office structures; and
- established labour governance networks.

This embedded implementation model leveraged existing legitimacy, organizational access pathways, and functioning governance relationships already recognized by labour market actors.

Evidence suggests that the approach reduced operational friction, strengthened coordination, and facilitated implementation continuity by aligning project activities with existing labour governance systems and institutional processes.

Operational or Institutional Value

- Improved institutional access and stakeholder legitimacy;
- reduced duplication of coordination structures;
- stronger implementation continuity; and
- greater alignment between project activities and existing labour governance processes.

Countries with stronger institutional ecosystems generally demonstrated stronger operational follow-through and continuity under this model.

Replicability and Potential Users: The practice demonstrates broad relevance for labour governance programming, institutional strengthening initiatives, social dialogue interventions, and tripartite governance programmes.

Replication conditions include:

- minimum baseline institutional functionality;
- recognized representative structures; and
- existing governance coordination mechanisms capable of supporting implementation.

Effectiveness may be lower in contexts characterized by weak institutional legitimacy, fragmented industrial relations systems, or highly constrained governance environments.

Emerging Good Practice 4. Operational Mainstreaming of Equality@Work Themes within Workers' Representation Systems

Practice Type: Promising Practice

Strategic Theme: Institutional mainstreaming within representational systems

Context: The practice emerged in contexts where Equality@Work concerns had historically been treated as stand-alone social or advocacy issues rather than integrated labour governance concerns.

Emerging Good Practice: The project supported workers' organizations in progressively integrating:

- gender equality;
- care responsibilities;

- violence and harassment concerns; and
- workplace inclusion issues

into broader representational and workplace governance agendas.

Rather than positioning Equality@Work concerns as separate activities, the intervention linked them to workplace representation, bargaining relevance, grievance discussions, and organizational legitimacy. Evidence suggests that integration was strongest where leadership support existed and where workplace implications of Equality@Work concerns were operationally visible to workers' organizations and their constituencies.

Operational or Institutional Value

- Increased willingness among workers' organizations to engage on Equality@Work concerns;
- stronger integration of equality-related themes into labour governance discussions; and
- emerging incorporation of Equality@Work considerations within workplace dialogue and representational processes.

The approach appeared to support gradual movement from awareness-oriented engagement toward more institutionally embedded representational integration.

Replicability and Potential Users: The practice demonstrates relevance for union strengthening initiatives, labour governance interventions, workplace dialogue programmes, and Equality@Work mainstreaming efforts.

Replication conditions include:

- organizational leadership engagement;
- operational relevance of workplace equality concerns; and
- institutional willingness to integrate Equality@Work themes within representational mandates.

Transferability may remain more limited where organizational priorities remain narrowly focused on traditional industrial relations agendas or where incentives for mainstreaming remain weak.

Emerging Good Practice 5. Accompaniment-Based Capacity Strengthening Linking Training with Operational Application

Practice Type: Promising Practice

Strategic Theme: Capacity operationalization and behavioural uptake

Context: The practice emerged in environments where stand-alone training approaches were insufficient to support sustained operational application of acquired knowledge and where institutional utilization required continued engagement.

Emerging Good Practice: The project applied an accompaniment-based capacity strengthening approach combining:

- technical training;
- operational mentoring;
- follow-up engagement;

- peer exchange; and
- contextualized practical application opportunities.

Rather than relying exclusively on one-off training delivery, the intervention created iterative engagement processes through which stakeholders could contextualize, test, discuss, and operationalize acquired knowledge within workplace and organizational settings.

Evidence suggests that stakeholders demonstrated stronger behavioural uptake where opportunities existed for continued facilitation, implementation dialogue, and operational application of acquired capacities. The approach appeared to reduce the common gap between training participation and practical utilization.

Operational or Institutional Value

- Stronger behavioural application of acquired capacities;
- improved operational utilization of training content;
- greater adaptation of learning to organizational realities; and
- stronger linkage between capacity development and workplace-level practice.

The approach also appeared to facilitate more gradual institutional embedding compared with stand-alone training models.

Replicability and Potential Users: The practice demonstrates relevance for institutional strengthening programmes, labour governance initiatives, workplace dialogue interventions, and behavioural change-oriented technical cooperation programming.

Replication conditions include:

- availability of sustained facilitation capacity;
- institutional willingness to support iterative engagement; and
- operational opportunities for participants to apply acquired capacities within real organizational settings.

At the same time, accompaniment approaches remain comparatively resource-intensive and may require transition planning to avoid prolonged dependency on external facilitation support. Emerging good practices identified through the evaluation are summarized in Annex IX.

8. RECOMMENDATIONS

The following recommendations derive directly from the evaluation findings, conclusions, lessons learned, emerging good practices, and institutionalization analysis. They are intended to strengthen sustainability, institutional consolidation, operational coherence, and long-term effectiveness of future ACTRAV and GEDI programming related to workers' rights, social dialogue, and Equality@Work interventions across Africa.

The recommendations are grounded in triangulated evidence collected through document review, stakeholder consultations, comparative country analysis, and assessment of operational uptake, procedural integration, and sustainability trajectories across participating countries. Logical traceability between findings, conclusions, and recommendations is summarized in Annex XI (Findings–Conclusions–Recommendations Matrix). Annex XII further consolidates the relationship between strategic findings, institutional conclusions, and operational recommendations emerging from the evaluation.

The recommendations are intentionally selective and strategically focused. They aim to support realistic institutional strengthening and sustainability pathways, while remaining proportionate to the level of evidence available and feasible within existing operational and governance constraints.

A. STRATEGIC AND INSTITUTIONAL RECOMMENDATIONS

Recommendation 1. Adopt Differentiated and Phased Institutionalization Pathways

Element	Description
Based on	Findings related to uneven institutionalization trajectories, absorptive capacity constraints, sustainability fragility, and operational uptake exceeding governance embedding
Recommendation	Future ACTRAV regional programming should adopt differentiated and phased institutionalization pathways that explicitly distinguish between: • awareness and capacity development; • operational uptake and behavioural adaptation; • procedural integration; • organizational embedding; • and longer-term sustainability. Future programme design and implementation should incorporate context-specific pacing, accompaniment approaches, sustainability planning, and monitoring frameworks aligned with varying levels of institutional readiness, labour governance maturity, and organizational absorptive capacity across countries.
Addressed to	ACTRAV HQ; GEDI; ILO Regional Offices; Donor Partners
Priority	High
Timeframe	Short- to Medium-Term
Resource Implication	Medium

Strategic Rationale

The evaluation found that operational uptake and behavioural adaptation frequently progressed faster than durable institutional consolidation. Institutionalization trajectories varied significantly across countries and were strongly influenced by broader governance conditions, leadership continuity, organizational capacity, and labour relations environments. More differentiated and phased implementation models would improve institutional realism, strengthen sustainability planning, and better align programme ambition with contextual readiness and absorptive capacity.

Recommendation 2. Strengthen Institutional Integration Between ACTRAV and GEDI Programming

Element	Description
Based on	Findings related to strong strategic coherence of the ACTRAV–GEDI model, coordination dependency risks, and uneven operational integration across contexts
Recommendation	ACTRAV and GEDI should further strengthen institutional integration of labour governance and Equality@Work programming through: • more structured inter-unit coordination mechanisms; • shared implementation and monitoring approaches;

	• clearer operational role definition across programme cycles; • and stronger integration of gender equality and disability inclusion considerations into planning, implementation, and follow-up systems. Particular attention should be given to reducing reliance on informal coordination arrangements and strengthening operational continuity across headquarters, regional, and country levels.
Addressed to	ACTRAV Headquarters; GEDI; ILO Regional Offices; ILO Country Offices
Priority	High
Timeframe	Medium-Term
Resource Implication	Medium

Strategic Rationale

The evaluation identified the integrated ACTRAV–GEDI model as one of the project’s strongest comparative advantages, particularly in strengthening coherence between labour governance and Equality@Work interventions. However, coordination frequently depended on active facilitation and interpersonal collaboration rather than sufficiently consolidated institutional systems. Strengthening operational integration would improve continuity, implementation consistency, and sustainability across future interventions.

Recommendation 3. Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms

Element	Description
Based on	Findings showing stronger behavioural adaptation than durable governance integration and limited procedural embedding mechanisms
Recommendation	Future interventions should place greater emphasis on supporting transition from operational uptake toward procedural integration and organizational embedding by strengthening: • integration of Equality@Work approaches into collective bargaining processes and workplace governance systems; • follow-up and post-training consolidation mechanisms; • institutional coaching and accompaniment approaches; • peer support and organizational learning mechanisms; • and procedural reinforcement within workers’ organizations and social dialogue structures. Implementation approaches should progressively move beyond awareness-oriented delivery toward stronger governance and institutional consolidation pathways.
Addressed to	ACTRAV; Workers’ Organizations; Employers’ Organizations; Social Dialogue Institutions
Priority	High
Timeframe	Medium- to Long-Term
Resource Implication	Medium to High

Strategic Rationale

The evaluation identified stronger evidence of behavioural adaptation and operational experimentation than of durable procedural integration or organizational embedding. Many observed gains remained vulnerable to

leadership turnover, declining accompaniment, and weak continuity systems. Strengthening governance embedding and post-intervention consolidation mechanisms would improve sustainability prospects and reduce dependence on project-supported facilitation.

Recommendation 4. Strengthen Incentive Structures and Accountability Mechanisms Supporting Substantive Tripartite Engagement

Element	Description
Based on	Findings related to uneven institutional maturity, absorptive capacity constraints, governance fragility, and context-dependent implementation trajectories
Recommendation	Future tripartite programming should strengthen mechanisms that support more substantive and operationally sustained engagement among governments, workers' organizations, and employers' organizations through: • clearer follow-up and accountability arrangements; • stronger integration of Equality@Work agendas into social dialogue processes; • more structured governance review mechanisms; • and greater attention to institutional incentives supporting sustained employer participation and operational follow-through. Future interventions should prioritize consolidation of practical dialogue and governance processes rather than primarily participation-oriented engagement models.
Addressed to	ACTRAV; Governments; Workers' Organizations; Employers' Organizations; Social Dialogue Institutions
Priority	Medium to High
Timeframe	Medium- to Long-Term
Resource Implication	Medium

Strategic Rationale

The evaluation found that tripartite engagement strengthened implementation legitimacy and operational dialogue processes across several contexts. However, evidence of sustained governance follow-through and durable accountability mechanisms remained more uneven. Strengthening institutional incentives and follow-up arrangements would improve sustainability and support more durable integration of Equality@Work priorities within broader labour governance systems.

B. OPERATIONAL GOVERNANCE AND RBM RECOMMENDATIONS

Recommendation 5. Strengthen Results-Based Management, Adaptive Management, and Institutionalization Monitoring Systems

Element	Description
Based on	Findings related to accompaniment dependency, fragile sustainability pathways, leadership dependency, and weak post-training embedding mechanisms
Recommendation	Future ACTRAV regional programming should strengthen operational governance and Results-Based Management systems through: • country-specific implementation pathways and sequencing frameworks;

	• more harmonized monitoring and reporting systems across countries; • institutionalization and sustainability indicators beyond activity delivery metrics; • adaptive management feedback loops and periodic implementation reviews; • and stronger documentation of operational uptake, procedural integration, and sustainability trajectories. Regional programmes should also strengthen structured cross-country learning and peer exchange mechanisms to support comparative reflection, replication of contextually relevant practices, and adaptive implementation management.
Addressed to	ACTRAV Headquarters; ILO Regional Offices; ILO Country Offices; Project Management Teams; Donor Partners
Priority	High
Timeframe	Immediate to Short-Term
Resource Implication	Medium to High

Strategic Rationale

The evaluation identified important limitations in monitoring architecture, implementation governance, institutionalization tracking, and adaptive management systems. Existing monitoring approaches remained heavily activity-oriented and provided weaker evidence on sustainability, procedural integration, and organizational embedding. Strengthening RBM and adaptive learning systems would improve implementation coherence, evidence quality, sustainability-oriented management, and operational follow-through across countries.

C. LEARNING AND INSTITUTIONAL KNOWLEDGE RECOMMENDATIONS

Recommendation 6. Consolidate and Selectively Expand Operationally Effective Workplace-Level Equality@Work Models

Element	Description
Based on	Findings related to sustainability fragility, leadership dependency, limited continuity systems, and uneven organizational embedding
Recommendation	ACTRAV and GEDI should consolidate and selectively expand operationally effective workplace-level Equality@Work approaches, particularly those related to: • violence and harassment prevention; • care-responsive workplace practices; • workplace dialogue mechanisms; • gender-responsive governance approaches; • and inclusive workplace participation systems. Future expansion efforts should prioritize gradual integration of successful operational models into broader labour governance, collective bargaining, and organizational systems, while adapting implementation approaches to varying country capacities and institutional contexts.
Addressed to	ACTRAV; GEDI; Workers' Organizations; Employers' Organizations
Priority	Medium to High
Timeframe	Medium-Term
Resource	Medium

Implication	
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Strategic Rationale

The evaluation identified workplace-level operationalization as one of the project's strongest contribution pathways, particularly in legitimizing Equality@Work agendas within labour governance discourse and generating practical application of project-supported approaches. However, sustainability and institutionalization remained uneven across contexts. Selective consolidation and gradual expansion of operationally effective models would support sustainability while remaining proportionate to varying institutional capacities and governance conditions.

Recommendation 7. Strengthen Regional Institutional Learning and Peer Exchange Mechanisms

Element	Description
Based on	Findings related to fragmented institutional learning systems, uneven implementation trajectories, and underutilized regional learning potential
Recommendation	ACTRAV should strengthen structured regional institutional learning and peer exchange mechanisms within future regional programming to support comparative reflection, contextual adaptation of promising practices, peer learning among workers' organizations, and stronger regional diffusion of Equality@Work implementation approaches and institutional experiences. Greater attention should also be given to systematic documentation and comparative analysis of institutionalization and sustainability trajectories across countries.
Addressed to	ACTRAV; GEDI; ILO Regional Offices; ILO Country Offices; Workers' Organizations
Priority	Medium
Timeframe	Medium-Term
Resource Implication	Medium

Strategic Rationale

The evaluation identified recurring stakeholder perceptions that opportunities for structured peer learning, comparative exchange, and cross-country reflection remained limited despite the regional nature of the intervention. Strengthening institutional learning mechanisms would improve adaptive implementation, replication of promising approaches, operational coherence, and ACTRAV's comparative advantage as a regional convening and knowledge-sharing actor.

ANNEX I – Terms of Reference



Terms Of Reference

Final Internal Evaluation

“Promoting Workers’ Rights and Gender Equality at Work in Africa-Phase II” (RAF/24/10/NOR)

1. Basic Information

Title of project being evaluated and Project DC Code	Promoting Workers’ Rights and Gender Equality at Work in Africa - Phase II (RAF/24/10/NOR)
Type of evaluation	Internal Evaluation
Timing of evaluation	Final Evaluation
Duration of the project	January 2025- March 2026
Development Partner	Government of Norway/NORAD
Administrative Unit in the ILO	ACTRAV
Countries covered	African region, with country level interventions in Ethiopia, Malawi, Mozambique, Tanzania, Uganda and Ghana
Technical Unit(s) in the ILO responsible for backstopping the project	ACTRAV, GEDI
P&B outcome (s) under evaluation	Outcome 3, Output 2.2: Increased institutional, technical, representational and policy impact capacities of workers’ organizations Outcome 5, Output 5.3: Increased capacity of constituents to prevent and address discrimination-based violence and harassment at work Outcome 5, Output 5.2: Increased capacity of constituents to promote investments and decent work in the care economy
SDG(s) under evaluation	SDG 05: Gender equality SDG 08: Decent work and economic growth SDG 10: Reduced inequalities SDG 16: Peace, justice and strong institutions
Budget of the project	USD 901,538.80
Dates for Evaluation	March 2026 – May 2026
Evaluation Manager	Project Manager

2. Background Information

The *Promoting Workers' Rights and Gender Equality at Work in Africa – Phase II* project builds on the achievements of the initial pilot phase (phase I), scaling up knowledge generation and capacity-building efforts for constituents across Africa. The project focuses primarily on six countries: Ethiopia, Malawi, Mozambique, Tanzania, Uganda, and Ghana. To support the consolidation, sustainability, and scaling up of results, nine additional countries are engaged through regional training activities: Liberia, Madagascar, Guinea-Bissau, Cameroon, Eswatini, Nigeria, South Africa, Kenya, and Tunisia.

The project aims to strengthen the capacities of constituents to promote workers' rights, gender equality, and non-discrimination, contributing to social justice and decent work for all. It achieves this by addressing gaps in constituents' participation in the ILO International Labour Standards (ILS) supervisory system, providing support and mentorships to constituents to meet reporting obligations in respect of ratified fundamental conventions and the annual review, as applicable, initiating ratification campaigns for key gender equality-related conventions and protocols, building constituents' capacities on Equality@Work topics, fundamental rights of freedom of association and collective bargaining, and piloting workplace initiatives in targeted sectors.

The project focuses on two main outcomes that work in tandem:

- Outcome 1: Workers' organisations are effectively enabled to advocate for national ratification and application of ILS and use the ILO supervisory mechanisms for full compliance with a focus in promoting gender equality; and
- Outcome 2: Constituents are fully equipped to create a conducive environment for gender equality in targeted sectors through the implementation of Equality@Work initiatives.

These Terms of Reference (TOR) outlines the framework for conducting the final internal evaluation of the project. In line with the ILO's Policy Guidelines for Results-Based Evaluation, the project is subject to a final internal evaluation. These evaluations serve accountability and learning purposes, ensuring that the ILO and its constituents can assess performance, results, and sustainability, while capturing key lessons and good practices to inform future programming.

Project strategy

The project strategy is anchored in two mutually reinforcing axes designed to enhance coordination, coherence and sustainable impact. The overall aspiration is to ensure that workers in the target countries - particularly women and youth - benefit from strengthened promotion and protection of their fundamental principles and rights at work, with a strong emphasis on gender equality and inclusion.

The first axis (Outcome 1) focuses on strengthening the capacity of workers' organizations to advocate for and support the ratification, application and supervision of International Labour Standards (ILS). This includes reinforcing their effective engagement with ILO supervisory mechanisms and supporting compliance with fundamental principles and rights at work, notably freedom of association and collective bargaining. Particular attention is given to

preventing and addressing violence and harassment in the world of work, promoting maternity protection and care policies, and advancing the rights of workers with family responsibilities.

To achieve this, the project delivers regional and sub-regional trainings and mentorship programmes to trade unions across 15 countries, aligned where possible with ILO reporting cycles to maximize relevance and impact. These activities are aimed to strengthen trade unions' technical knowledge of the ILS system and enhance their practical capacity to engage in reporting processes, including participation in the Committee of Experts on the Application of Conventions and Recommendations (CEACR).

A strong gender-transformative component underpins this axis. Targeted trainings build knowledge on key gender-related Conventions, including Conventions Nos. 100 (Equal Remuneration), 111 (Discrimination), 156 (Workers with Family Responsibilities), 183 (Maternity Protection), 189 (Domestic Workers), and 190 (Violence and Harassment). Women and young trade unionists are prioritized, including through women-only leadership trainings and a dedicated mentoring and leadership programme for young women trade unionists. Participatory gender assessments within trade unions support organizational learning and institutional reform, enabling unions to mainstream gender equality in their structures, policies and collective bargaining strategies. These efforts aim to increase women's membership, leadership and influence in decision-making processes, while fostering male engagement as allies in advancing gender equality.

The project also supports national ratification campaigns for key gender equality Conventions, particularly in the care economy. In Ethiopia, for example, efforts to promote the ratification and implementation of Convention No. 189 (Domestic Workers) are aligned with campaigns for Convention No. 183 (Maternity Protection), consistent with the ILO's broader agenda on decent work in the care economy. This integrated approach ensures coherence between normative advocacy and practical implementation.

The second axis (Outcome 2) focuses on equipping national constituents - governments, workers' and employers' organizations - to create enabling environments for gender equality through the implementation of Equality@Work initiatives, primarily in Ethiopia and Malawi. Capacity-building activities are designed to strengthen understanding and application of gender-related ILS among government officials, labour inspectors, and social

partners. Particular emphasis is placed on gender-responsive labour inspection, collective bargaining for gender equality, and institutionalizing good practices through training-of-trainers approaches to ensure sustainability.

At the sectoral and workplace levels, the project undertakes needs assessments to identify gender equality gaps and co-create context-specific Equality@Work interventions. These are implemented in selected sectors, including garment, agriculture, domestic work and other care-related sectors in Ethiopia, and agriculture in Malawi, with a strong focus on addressing violence and harassment.

Workplace interventions follow four integrated pillars:

- Care@Work, promoting maternity protection, childcare solutions, and support for workers with family responsibilities, including innovative and community-based care models;

- GBVH@Work, preventing and addressing gender-based violence and harassment through workplace policies, occupational safety and health measures, and dispute resolution mechanisms, aligned with Convention No. 190;
- Voice@Work, strengthening women's agency, leadership and participation in social dialogue and collective bargaining processes, while promoting unionization and positive masculinity;
- Inclusion@Work, addressing intersecting forms of discrimination and ensuring reasonable accommodation and meaningful participation of persons with disabilities and other marginalized groups.

Throughout both axes, the project adopts a gender-responsive, inclusive and integrated approach. It ensures accessibility and meaningful participation of persons with disabilities, including women with disabilities, and systematically addresses intersecting vulnerabilities. Cross-fertilization between normative engagement (Axis 1) and workplace-level implementation (Axis 2) promote learning and reinforce impact across countries and sectors.

By combining strengthened engagement with international labour standards and supervisory mechanisms with practical, sector-based Equality@Work interventions, the project aims to deliver sustainable, transformative improvements in workers' rights and gender equality in the world of work.

Stakeholders and target groups

The project primarily targets national constituents in the six target countries concerned with the protection of workers' rights and gender equality. The direct target groups include trade union leaders and members involved in preparing reports and comments within the ILO International Labour Standards (ILS) system and supervisory mechanisms; women and young trade unionists engaged in advocacy and action to prevent and address gender-based violence and harassment at work; and women workers of reproductive age.

The final beneficiaries are workers and their families - particularly women and young workers in the targeted countries - who benefit from strengthened protection of their rights, including the right to organize; improved prevention of and protection against violence and harassment; and enhanced equality, maternity protection, and support for childcare needs.

Beyond ILO worker constituents, the project involves key strategic stakeholders, including relevant government institutions (labour, social welfare, women's affairs, and justice), employers and private sector actors, and the media. These stakeholders are engaged at national and sectoral levels to ensure that the project forms part of a broader framework of ILO action contributing to the achievement of the 2030 Sustainable Development Agenda.

3. Purpose, objectives, evaluation criteria, and scope of the evaluation

The purpose of the internal final evaluation is twofold:

- Accountability: to assess the performance of the project to date against its stated development objective and outcomes, including progress achieved, resource use, and

relevance to constituent priorities. The evaluation will also examine how the project has drawn on the findings of Phase I evaluation, and the extent to which it has built on existing national programmes and policies to foster continuity and sustainability.

- Organizational and project learning: to generate insights and practical lessons that inform adjustments for Phase III project design and implementation and contribute to cross learning and innovation within the ILO and among constituents.

The internal final evaluation's objectives are closely derived from the Organisation for Economic Co-operation and Development Assistance Committee (OECD-DAC) evaluation criteria as detailed below. The evaluation will also include the UN Evaluation Standards and Norms and the Glossary of key terms in evaluation and Results-Based Management.

- ▶ Assess the relevance and strategic fit – the extent to which the objectives are in keeping with Regional and national priorities and needs, Constituents' priorities and needs, ILO policy results (P&B) and the donor's priorities for the Project countries, incl. the Sustainable Development Goals (SDGs) and the African Union Agenda 2063.
- ▶ Assess the project's coherence, that is the compatibility of the intervention with other interventions (e.g. ILO, UN, government, NGOs, etc.) in a country, sector or institution;
- ▶ Evaluate the validity of design – The extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- ▶ Evaluate Effectiveness - To assess progress toward achieving the project's two outcomes and their outputs, identifying enabling and hindering factors, as well as any unintended or unexpected results, positive or negative.
- ▶ Analyse Efficiency - To review the efficient use of resources, including the timeliness and cost-effectiveness of delivery mechanisms and project operations in each country and to assess value for money, incl. the use of financial, human and institutional resources, and the effectiveness of management and coordination arrangements.
- ▶ Assess Impact - To identify early/potential signs of systemic, behavioural, or institutional changes emerging and evaluate the likelihood of sustainability of project outcomes and the mechanisms in place to promote national ownership, institutional capacity and long-term impact.
- ▶ Analyse Sustainability – To assess whether the project is laying the foundation for sustainable change, including through institutional capacity-building, integration into national systems, and financing strategies; overall if the project has designed and implement a strong exit strategy from the start of it. To evaluate the ownership and commitment of tripartite constituents and private sector actors and to assess how a potential phase III of the project could leverage the current project to ensure sustainability of the ongoing interventions.

In applying the above evaluation criteria, the evaluation is to result in strategic and actionable recommendations to ILO constituents, the donor and relevant project stakeholders to reinforce project implementation in light of Africa's evolving development needs in the area of workers rights and gender equality, and to support the sustainability and scalability of results over time.

The evaluation will integrate gender equality and non-discrimination as cross-cutting concerns across all criteria, in line with ILO's commitment to promoting equality of opportunity and treatment in the world of work. The assessment will include the extent to which gender and non-

discrimination have been considered in both the design and implementation of the project, as well as their outcomes, in addition to social dialogue, tripartism and sustainable transition.

Users of the evaluation

Primary users of the evaluation findings include:

- ILO constituents in Ethiopia, Malawi, Mozambique, Tanzania, Uganda, and Ghana.
- The project's development partner (The Ministry of Foreign Affairs of Norway/NORAD).
- ILO Country Office for Ethiopia, Malawi, Mozambique, Tanzania, Uganda, and Ghana, DWCT in Cairo and Pretoria, the ILO Regional Office for Africa, and ILO Headquarters (ACTRAV, GEDI, EVAL, and PARTNERSHIPS).

Secondary users include:

- Other national and regional stakeholders and development partners;
- Researchers, academics, and think tanks working on workers' rights and gender equality in Africa.
- Other ILO projects;
- The general public.

Scope of evaluation

The scope of the evaluation covers the entire period of the implementation of the project from 1st January 2025 to 31st March 2026 and results focusing not only on what has been achieved but how and why.

The evaluation should be carried out in adherence to the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations and UNEG Principles. For all practical purposes, these ToRs and ILO Evaluation policies and guidelines define the overall scope of this evaluation. Recommendations emerging from the evaluation should be strongly linked to the findings and conclusions of the evaluation and should provide clear guidance to constituents and relevant stakeholders on how they can address them.

The geographic coverage of the evaluation will be Ethiopia, Malawi, Mozambique, Tanzania, Uganda and Ghana.

The evaluation will place specific emphasis on effectiveness, impact and sustainability components of the project vis-à-vis the Project's development objective.

The evaluation will integrate the ILO cross cutting themes throughout the evaluation (outputs, outcomes and impact). These themes include gender equality and non-discrimination as a crosscutting concern throughout its deliverables and process. It should be addressed in line with EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation. Furthermore, it covers also social dialogue, international labour standards and fair environmental transition.

4. Evaluation questions (including Cross-cutting issues/ issues of special interest to the ILO)

The evaluation questions are framed around the OECD-DAC evaluation criteria, with an emphasis on learning and accountability for the project. These questions are tailored to assess not only what the project has achieved so far, but also how and why progress has occurred or been constrained. In line with ILO policy and evaluation standards, the questions will also explore the integration of cross-cutting issues such as gender equality, non-discrimination, social dialogue, international labour standards, and environmental sustainability throughout the project's lifecycle.

The evaluation should address relevance to beneficiary needs, validity of the design, coherence, effectiveness, efficiency, potential for sustainability and impact as defined in the [ILO Policy Guidelines for results-based evaluation, Nov-2020](#). 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.

Relevance:

- To what extent do the project design and implementation respond to final and institutional beneficiaries (i.e. trade union leaders and members - particularly women and young workers in the targeted countries, as well as workers with family responsibilities and of reproductive age) and regional and national policies and priorities (including ILO and the donor), and continue to do so if circumstances changed (national development plans, UNSDCF, DWCPs, ILO P&B and the 2030 Sustainable Development Agenda)?
- Does the design of the project reflect adequate knowledge on the issue and background knowledge on the specificities (challenges and opportunities) of the region and/or country's context?
- To what extent are the project design and implementation and Theory of change logical? How well does the project's Theory of Change account for the complexity of workers' rights and gender equality at work in Africa?
- Does the project have an M&E framework that enhance learning among constituents at all levels. To what extent does the results framework enable measurement of change, learning, and accountability?

Coherence

- Are there synergies or overlaps with other ILO projects, UN agency programmes, national interventions, or private sector efforts addressing the workers' rights and gender equality at work priorities in Africa?

Effectiveness:

- To what extent has the project made progress toward achieving its intended outcomes at the country and regional levels?
- Are there unintended positive or negative effects on workers' rights and gender equality at work in Africa, or constituent practices?
- To what extent has gender equality and people with disabilities strategic and operational

needs mainstreaming in the implementation and outcomes of the project (i.e. strategic and operational needs?)

- Have activities been well targeted? Were the different target groups reached as intended?
- What enabling or limiting internal and external factors (e.g., capacity, partnerships, contextual risks) have influenced progress?

Efficiency:

- Have resources (funds, human resources, time, expertise, etc.) been allocated and spent strategically and efficiently to achieve expected results? Are project management, operational, and coordination arrangements (national and regional) effective in supporting implementation?
- How clear and functional are roles and responsibilities between implementing partners, ILO offices (project level, COs, DWTs, ROAF and HQ), and national constituents?
- How timely and effective are decision-making and reporting processes at different implementation levels for action, accountability and learning?
- Are partnerships (with governments, social partners, UN agencies, and civil society) contributing to or hindering efficient delivery?

Impact and sustainability:

- How effectively has it institutionalized interventions and partnerships to ensure sustainability?
- Are there early/potential signs of transformative or changes (e.g., institutional behaviour, social norms, labour practices) in which the project has an explicit contribution?
- To what extent are the planned results of the project likely to be durable and can be maintained or even scaled up and replicated by other partners after the Project has been completed?

Cross-cutting Themes

- What is the emerging contribution of the project toward more equitable gender relations, addressing people with disabilities and other vulnerable groups in targeted communities and sectors as well as social dialogue, respect for ILS and a fair transition to environment?
- Have the tri-partite partners contributed towards developing or strengthening systems and structures to promote social dialogue in their countries?

5. Methodology

The final internal evaluation of the Promoting Workers' Rights and Gender Equality at Work in Africa - Phase II Project should apply a mixed-method approach. The evaluation should capture preliminary results at outcome and output levels as well as any unexpected results.

Furthermore, it should consider the perspectives of tripartite constituents and relevant stakeholders at different levels from national level to actors at regional levels. The entire evaluation is to be undertaken virtually.

The methodology is expected to ensure a robust, credible, and participatory assessment of the project's achievements, challenges, and prospects for sustainability, including variations across countries. The evaluation will be conducted in accordance with ILO evaluation policies, UNEG norms and standards, and applicable ethical safeguards.

Based on these parameters the consultant will present its technical proposal (maximum 5 pages). The evaluation will be carried out through the following phases:

- ▶ Inception phase: During this phase, the evaluator will undertake a comprehensive desk review of all relevant project documentation. This includes progress reports, monitoring data, research, knowledge products, and publications at regional and country levels.

Initial consultations will be held with key stakeholders, including the ILO project team.

The Inception Phase will culminate in the development of an Inception Report, which must be approved by the Evaluation Manager and endorsed by the project's management team before the evaluation moves forward. This report will outline the refined evaluation framework and methodology, data collection tools, proposed country sampling strategy, and detailed workplan for the field phase.

- ▶ Data collection: will involve virtual consultation only. There will be no in-person field visits. A mix of qualitative and quantitative methods will be applied, including Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs). Where applicable, structured surveys may be deployed to gather quantitative feedback from project partners or beneficiaries.

In parallel, existing project monitoring data and relevant statistical indicators will be analysed to assess performance. Triangulation of data from various sources and methods will be used throughout this phase to strengthen the robustness and credibility of the evaluation findings.

- ▶ Presentation of preliminary findings and gathering comments: A stakeholder validation workshop will be organized virtually to present key emerging findings, conclusions and recommendations in English. This interactive session will serve to test the validity of initial findings, clarify any inconsistencies, and incorporate stakeholder insights before finalizing the report. This stage is critical for ensuring that the evaluation remains grounded in the lived experiences and perspectives of those most closely involved in or impacted by the project.
- ▶ Report writing: This phase will involve the drafting of the final internal evaluation report, integrating all evidence collected across countries, stakeholder groups, and methods. The draft report will present the evaluation's findings, conclusions, and actionable recommendations in a clear, evidence-based, and balanced manner. It will be circulated to stakeholders for review and feedback. Comments and inputs will be synthesized by the evaluation manager and addressed in the final version of the report, which will be prepared in line with ILO's formatting, style, and quality standards for evaluation products.
- ▶ Submission of the final report and executive summary version: The final report and executive summary will be submitted to the Evaluation Manager for formal approval, that is ultimately by EVAL, and dissemination.

Sources of information:

The evaluators will be granted access to all relevant project materials, including but not limited to:

- Project documents and logical frameworks

- Evaluability assessment
- Monitoring data and project progress reports
- Theories of Change
- Research reports, training materials, knowledge products, and communication tools
- Documentation from implementing partners
- National and regional policy documents and legal frameworks relevant to the project
- Financial information.

Stakeholders to be consulted

The evaluation will be participatory and engage a wide range of stakeholders, including:

- ILO staff: Project Manager and project team in ILO HQ and relevant field specialists and national project coordinators responsible for the project target countries.
- ILO Country Office Directors.
- Tripartite constituents: Ministries of Labour and other relevant national ministries, employers' organizations, and workers' organizations at national levels.
- Selected implementing partners and consultants.
- The donor- NORAD
- Project beneficiaries including trade union leaders and members involved in capacity building trainings
- Other organizations collaborating with the project.

Special attention will be paid to engaging women and youth groups in data collection to assess their specific experiences and the inclusiveness of interventions.

6. Evaluation implementation arrangements

The Project Manager will coordinate the evaluation as the Evaluation Manager. Oversight will be provided by the Regional Office for Africa and the ILO Evaluation Office (ILO/EVAL), ensuring compliance with ILO evaluation standards and independence of the process.

The evaluation will be carried out by the consultant who is responsible for conducting virtual interviews, data collection, and analysis. The consultant/evaluator will coordinate the overall evaluation process, synthesize inputs from various stakeholders, and ensure delivery of high-quality outputs.

In practice:

- The evaluator will guide methodology design, develop data collection tools, and consolidate findings into a unified analytical framework.
- The Evaluation Manager will ensure that deliverables meet ILO quality standards and timelines, while facilitating access to documentation and stakeholders.

7. Main deliverables

The following deliverables will be expected from the evaluation team, aligned with ILO quality standards and procedures:

Deliverable 1: Inception report:

This report, in English, will be submitted after the initial desk review and preliminary stakeholder consultations. It should include a refined evaluation framework, proposed evaluation questions, detailed methodology (including sampling strategy, data collection tools, and ethical safeguards), timeline, and any anticipated challenges or limitations. The report should include draft versions of all data collection instruments (interview guides, FGD protocols, survey questionnaires, etc.). These tools will reflect the agreed evaluation questions, align with the evaluation matrix, and be adapted to various stakeholder groups at regional, national, and community levels. The Inception Report must integrate comments by the Project management and be approved by the Evaluation Manager before proceeding to field data collection.

Deliverable 2: Stakeholder validation workshop

Ahead of the presentation of preliminary findings, the lead evaluator will develop brief PowerPoint presentations or slide deck summarizing key findings, emerging conclusions, and initial recommendations at the country level (in English). This will be used to guide the virtual validation sessions. Feedback gathered during the validation workshop must be documented and used to refine the final report.

Deliverable 3: Draft evaluation report

The draft report will present a comprehensive account of the evaluation's methodology, findings, conclusions, and recommendations. It will address each evaluation criterion and include evidence-based assessments of the project's performance. The draft will be circulated for comments to ILO stakeholders, including project teams, technical departments, constituents, and the donor. The format will follow the ILO's standard evaluation report structure. It will be available in English.

Deliverable 4: Final evaluation report, summary and annexes

The final report will integrate stakeholder feedback and respond to comments received on the draft report. It will clearly distinguish between findings, conclusions, lessons learned, and recommendations, and will be aligned with ILO's formatting and quality requirements.

- The Evaluation Report should include action-oriented, practical and specific recommendations assigning or designating audiences/implementers/users. The Evaluation Report should be prepared as per the ILO Checklist 4.2: Preparing the Evaluation Report which is annexed in this ToR.
- The evaluation questions should be presented in an integrated manner under each evaluation criteria and not be answered individually.
- The evaluation report should follow this outline:
 - Cover page with key project and evaluation data ([using ILO EVAL template](#))
 - Executive Summary
 - Acronyms
 - Description of the project
 - Purpose, scope and clients of the evaluation
 - Methodology and limitations
 - Clearly identified findings for each criterion
 - Conclusions
 - Recommendations
 - Lessons learned and good practices (briefly in the main report and using ILO EVAL template [4.1](#) and [4.2](#) , annexed to the report)
 - Annexes:

- a) ToR
- b) Evaluation questions matrix
- c) Data Table on Project Progress in achieving its targets by indicators with comments by the evaluation team
- d) Evaluation schedule
- e) Documents reviewed
- f) List of people interviewed (no emails or phone number)
- g) Data collection tools
- h) Lessons learned and good practices (using ILO-EVAL template [4.1](#) and [4.2](#)) Any other relevant documents

- The report should be finalised as per the ILO Checklist 4.2: Preparing the Evaluation Report, link is provided in this TOR. The quality of the report and evaluation summary will be assessed against the ILO Checklists 4.2, 4.4 and 4.9 provided in link in the annexure.
- All drafts and the final report including other supporting documents, analytical reports and raw data should be provided in electronic version compatible with MS WORD for windows.
- The evaluation report should not be more than 30-40 pages excluding the executive summary and annexes.

8. Management arrangements

Roles and responsibilities throughout the evaluation process are as follows:

Evaluation Management

The Project Manager will serve as the Evaluation Manager (EM) and will manage the evaluation.

The responsibilities of the Evaluation Manager include managing the contract with the evaluation consultant firm, advising on methodological issues, and facilitating access to primary and secondary data. The EM will also be responsible for the following tasks:

- Prepare the TORs and ensure consultation with all key stakeholders before the TORs are finalized.
- Facilitate and recruit evaluator.
- Ensure proper stakeholders' involvement.
- Review and approve the inception report.
- Review, approve and circulate the draft evaluation report and consolidate comments from key stakeholders.
- Review and approve the final report.

Project team:

The Project Manager (PM) will have overall responsibility for supporting the consultant throughout the evaluation process.

- Provide project specific interventions' background materials,
- Prepare a list of recommended interviewees,
- Obtain relevant approvals and consent from key stakeholders to undertake evaluations and interviews,

- Be interviewed and provide input as requested by the evaluator during the evaluation process,
- Review and provide comments on the draft evaluation reports,
- Provide logistical and administrative support to the evaluator and all materials needed to provide all deliverables.

The consultant

The selected evaluator will be responsible for all deliverables mentioned above. The responsibilities include the following:

- Providing guidance and definition of roles and tasks in this evaluation throughout the evaluation phases and ensuring quality control and adherence to ethical guidelines.
- Defining the methodological approach and drafting the inception report (including all data collection tools), producing the preliminary findings presentation, draft reports and drafting and presenting a final report.
- Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. This includes consultation with all key stakeholders.
- Ensuring the evaluation is conducted as per the TORs and timeline, including following ILO and UNEG guidelines, methodology and formatting requirements and adhering to evaluation report quality standards as referred to above.
- Liaising with the evaluation manager.
- Facilitating on-line meetings with stakeholders (scheduling, debriefing and/or stakeholder workshop).
- Be flexible on the evaluation timeline if it takes longer time and effort to complete the interviews/data collection through remote methods.
- Contributing to the report dissemination and communication (if any) by participating in webinars, and
- Supporting or providing inputs to evaluation communication products.

9. Payment Schedule

Upon completion of the work to the satisfaction of the ILO, the ILO will pay according to the following payment schedule:

Payment will be made as follows:

- First payment comprising 30% of the consultant fees upon submission of the inception report
- Second payment comprising 30% of the total contract value upon submission of deliverable 3; draft evaluation report.
- Final payment comprising 40% of the total consultant fees upon submission of deliverable 4 and acceptance by the ILO of the final evaluation report, summary and annexes.

10. Technical qualification of the evaluator

The Evaluator must meet the following qualifications:

- At least 5 years of proven experience in leading evaluations for the UN or other multilateral development organizations, including experience in managing multi-country or cluster evaluations.
- Demonstrated experience conducting evaluations in Africa, with at least three completed assignments in relevant decent work and social justice thematic areas

such as social dialogue, workers' rights, social protection, employment as well as gender equality and international labour standards.

- Fluency in English.
- Strong command of both qualitative evaluation methodologies, including data triangulation and participatory approaches;
- Proven knowledge of gender and non-discrimination principles in evaluation;
- Familiarity with ILO's mandate, including its tripartite structure, international labour standards, and emphasis on social dialogue, will be a strong asset.

11. Tentative Workplan and time frame (TBA)

12. Application Process and Evaluation Criteria

Submission Requirements

Interested bidders are invited to submit a Technical Proposal and a Financial Proposal as two separate documents. The proposals should be submitted through ILO e-sourcing platform by the deadline indicated in the call for expression of interest.

- Technical Proposal should include:
 - Understanding of the assignment and context
 - Proposed methodology and approach
 - Composition and qualifications of the evaluation team
 - Work plan and timeline
 - Examples of previous relevant evaluations
- Financial Proposal should include:
 - Daily rate in accordance with the ILO external collaboration contract daily range fee table valid as of 01 January 2026, available online [here](#). The proposed rate as submitted on the ILO e-sourcing platform must fall within the indicated range for the level of the complexity of the assignment (indicated in the ILO e-sourcing platform). The country must correspond to the country of residence of the consultant.
 - Number of working days proposed to complete the assignment.

Incomplete or late submissions will not be considered.

13. Legal and ethical matters

The evaluation will comply with UN Norms and Standards. The evaluator will abide by EVAL's [Code of Conduct](#) for carrying out the evaluations. UN Evaluation Group (UNEG) ethical guidelines will be followed. 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.

Evaluators should have personal and professional integrity and abide by the [UNEG Ethical Guidelines](#) for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with women. Evaluators will be expected to sign the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process. ILO policy guidelines for evaluations are in line with the UNEG Norms and Standards (<http://www.unevaluation.org/document/detail/1914>)

Ownership of data from the evaluation rests jointly with the ILO and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. The use of data for publication and other presentations can only be made with written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

Annexe I. ILO/EVAL Guidelines & Templates

1. Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm
2. Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm
3. Checklist 5 Preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm
4. Checklist 6 Rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm
5. Template for lessons learned and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm
6. Guidance Note 7: Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm
7. Guidance note 4 Integrating gender equality in M&E of projects
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm
8. Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm
9. Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

ANNEX II – Evaluation Questions and Analytical Framework

RELEVANCE

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
R1. <i>To what extent was the project design and implementation aligned with national priorities and stakeholder needs related to workers' rights, gender equality, and non-discrimination in the target countries?</i>	Alignment with national labour, gender equality, and social dialogue priorities; responsiveness to needs of workers' organizations and constituents; relevance to labour governance and Equality@Work gaps	PRODOC; national policies; DWCPs; progress reports; stakeholder evidence	Desk review; KIIs; triangulation	ACTRAV; GEDI; ILO COs; government institutions; workers' and employers' organizations	Comparative relevance analysis assessing alignment between project interventions and contextual labour governance and workplace equality challenges across countries	F1, F2, F3, F4
R2. <i>To what extent did the project remain relevant to ILO strategies, Decent Work Country Programmes (DWCPs), and International Labour Standards (ILS)?</i>	Alignment with ILO strategic priorities; consistency with ILS principles; coherence with DWCPs and ACTRAV/GEDI priorities	ILO strategic frameworks; DWCPs; PRODOC; ILS instruments; technical documentation	Desk review; KIIs	ACTRAV; GEDI; ILO HQ/RO/CO; tripartite constituents	Normative alignment analysis examining consistency between project objectives and ILO labour rights and Equality@Work agendas	F2, F3, F7
R3. <i>To what extent did the project design, including its Theory of Change and intervention strategy, remain valid in addressing the complexity of workers' rights and gender equality challenges?</i>	Logical coherence of intervention strategy; realism of assumptions; appropriateness of dual-pathway model; alignment between outcomes and intended institutional change	PRODOC; Theory of Change; logframe; implementation evidence; stakeholder interviews	Desk review; KIIs; analytical synthesis	ACTRAV; GEDI; ILO technical staff; implementing partners	Theory-based assessment examining validity of assumptions linking capacity development, operational uptake, behavioural adaptation, and institutionalization	F5, F6, F16, F24

R4. <i>To what extent did Phase II build on the results and lessons of Phase I to ensure continuity, coherence, and strengthened impact?</i>	Evidence of continuity; integration of lessons learned; strengthened implementation approaches; progression from Phase I interventions	Phase I documentation; Phase II design documents; stakeholder evidence	Desk review; KIs	ACTRAV; GEDI; ILO project management; long-term implementing stakeholders	Comparative phase analysis examining continuity, adaptation, and consolidation of previous interventions	F8, F14
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COHERENCE

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
C1. <i>To what extent was the project coherent with other ILO interventions and relevant national initiatives related to labour rights, gender equality, and social dialogue?</i>	Complementarity with national and ILO initiatives; avoidance of duplication; alignment with labour governance and equality frameworks	ILO portfolio documents; national policy frameworks; stakeholder evidence	Desk review; KIs	ILO HQ/RO/CO; government institutions; social partners	Institutional coherence analysis assessing complementarities and alignment within broader labour governance ecosystems	F9, F10, F11, F14
C2. <i>To what extent did the two project outcomes create synergies and reinforce overall results?</i>	Evidence of integration between Outcomes 1 and 2; complementarities between labour governance and Equality@Work interventions; operational coordination	PRODOC; progress reports; stakeholder interviews	Desk review; KIs; triangulation	ACTRAV; GEDI; implementing partners; workers' and employers' organizations	Integrated pathway analysis examining how normative and workplace-level interventions reinforced each other	F10, F12, F13

EFFECTIVENESS

Evaluation Question	Judgement Criteria	Data Sources	Data Collection	Stakeholders	Analysis & Assessment	Related Findings
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			Methods			
E1. <i>To what extent were project outputs delivered as planned, with adequate quality and timeliness across both outcomes?</i>	Delivery against workplans; quality and timeliness of outputs; implementation coverage	Workplans; progress reports; monitoring data; technical outputs	Desk review; KIIs	ILO project team; implementing partners	Output delivery assessment examining implementation performance across countries and intervention streams	F15, F25, F26
E2. <i>To what extent did project-supported activities lead to demonstrable practical application?</i>	Evidence of use of ILS mechanisms; application of Equality@Work practices; utilization in advocacy, bargaining, and policy engagement	Stakeholder evidence; technical outputs; institutional examples	KIIs; document review	Workers' organizations; employers' organizations; government actors	Utilization-focused analysis examining transition from capacity development to operational application	F16, F17, F18, F19
E3. <i>What early outcome-level changes were observable (behavioural, institutional, workplace)?</i>	Behavioural adaptation; procedural changes; workplace practice improvements; institutional uptake	KIIs; monitoring evidence; workplace examples	KIIs; triangulation	All stakeholder groups	Theory-based outcome analysis examining behavioural adaptation and emerging institutionalization pathways	F16, F18, F19, F20, F24
E4. <i>To what extent were there unintended effects, and were interventions appropriately targeted?</i>	Evidence of positive/negative unintended effects; appropriateness of targeting; inclusiveness	Stakeholder evidence; implementation records	KIIs; thematic review	Constituents; implementing actors	Thematic analysis assessing secondary effects and inclusiveness of interventions	F21, F22, F23, F43
E5. <i>What key internal and external factors facilitated or constrained achievement of results?</i>	Enabling factors; institutional barriers; contextual constraints; absorptive capacity	KIIs; implementation reports	KIIs; desk review	All stakeholder groups	Institutional and contextual analysis examining drivers and constraints affecting implementation trajectories	F5, F20, F21, F22, F23, F27

EFFICIENCY

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
F1. <i>To what extent were financial, human, and institutional resources used efficiently to deliver outputs and outcomes?</i>	Timeliness; proportionality of resource use; implementation efficiency; operational leverage	Financial reports; workplans; stakeholder evidence	Desk review; KIs	ILO project team; implementing partners	Process efficiency assessment examining operational delivery relative to scope and complexity	F25, F26, F27
F2. <i>How effective were project management, coordination mechanisms, decision-making processes, and partnerships?</i>	Coordination quality; role clarity; adaptive management; ACTRAV–GEDI collaboration effectiveness	Governance documents; KIs; coordination records	KIs; desk review	ACTRAV; GEDI; ILO COs; tripartite actors	Institutional coordination analysis assessing management architecture and operational collaboration	F9, F10, F27, F28, F29, F30

IMPACT / EARLY SIGNS OF IMPACT

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
I1. <i>What early signs of higher-level change were observable?</i>	Improvements in workplace practices; strengthened advocacy; institutional behavioural changes; increased legitimacy of Equality@Work agendas	KIs; workplace examples; institutional evidence	KIs; triangulation	Workers' organizations; employers; government institutions	Contribution-oriented analysis examining early institutional and behavioural change trajectories	F31, F32, F33, F34
I2. <i>To what extent could these changes be plausibly linked to the project's interventions?</i>	Plausibility of contribution; evidence of institutional uptake; alternative explanations; emerging normalization	All evaluation evidence	Triangulation; comparative analysis	All stakeholder groups	Contribution analysis examining strength of causal pathways and institutional uptake dynamics	F24, F31, F32, F35

SUSTAINABILITY

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
S1. <i>To what extent are project results likely to be sustained beyond the project period?</i>	Institutional ownership; integration into systems and procedures; continued use of practices; sustainability mechanisms	KIIs; institutional documentation; policy evidence	Desk review; KIIs	Government institutions; workers' organizations; ILO actors	Sustainability assessment examining governance embedding, ownership, and continuity mechanisms	F36, F37, F38, F39, F40, F41
S2. <i>What measures could strengthen institutionalization, sustainability, and scalability?</i>	Feasibility of continuation; ownership pathways; institutionalization requirements; scaling potential	Stakeholder evidence; strategic discussions	KIIs; forward-looking analysis	Decision-makers; ILO technical units; tripartite actors	Forward-looking institutional analysis identifying sustainability and scaling requirements	F38, F39, F41, F47, F48

CROSS-CUTTING ISSUES

Evaluation Question	Judgement Criteria	Data Sources	Data Collection Methods	Stakeholders	Analysis & Assessment	Related Findings
X1. <i>To what extent did the project effectively integrate gender equality and inclusion?</i>	Integration of gender equality; responsiveness to barriers affecting women and vulnerable groups; inclusion considerations	Project documentation; KIIs; Equality@Work evidence	Desk review; KIIs	All stakeholder groups	Gender and inclusion analysis examining integration of Equality@Work dimensions across interventions	F3, F18, F19, F42, F43
X2. <i>To what extent were workers' and employers' organizations meaningfully engaged,</i>	Quality of tripartite participation; ownership; influence on implementation and	KIIs; consultation records; governance documentation	KIIs; triangulation	Workers' organizations; employers' organizations; ILO	Tripartite governance analysis assessing participation quality, ownership, and	F22, F23, F44, F45, F46, F47

<i>and how did tripartite dialogue contribute to results and sustainability?</i>	sustainability			actors	institutional legitimacy	
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Methodological Note: The findings architecture intentionally reflects cross-cutting institutional and governance dynamics across OECD-DAC criteria. As a result, several findings contribute to multiple evaluation questions and analytical dimensions, particularly regarding institutionalization, sustainability, operational uptake, and governance embedding.

ANNEX III – List of Persons Interviewed

Stakeholder consultations were conducted using a purposive and tiered sampling strategy aligned with the evaluation questions, Theory of Change pathways, OECD-DAC criteria, and the project's tripartite institutional structure. Stakeholders were selected based on their strategic relevance, implementation role, analytical contribution, and triangulation value across global, regional, national, sectoral, and workplace levels.

ILO Headquarters, ACTRAV and GEDI

No.	Name	Organization	Position / Role	Country / Level	Stakeholder Category	Mode of Interview
1	Grayson Koyi	ILO – ACTRAV	Project Manager	Global	ILO – ACTRAV	MS Teams
2	Emanuela Pozzan	ILO – GEDI	Sr Specialist, Gender Equality and Non-Discrimination	Global	ILO – GEDI	MS Teams
3	Mia Touma	ILO – GEDI	Technical Officer, Care Policies	Global	ILO – GEDI	MS Teams
4	Laura Addati	ILO – GEDI	Maternity Protection and Work Family Specialist	Global	ILO – GEDI	MS Teams
5	Victor Hugo Ricco	ILO – ACTRAV	ILS Specialist	Global	ILO – ACTRAV	MS Teams
6	David Dorkenoo	ILO – ACTRAV	Workers' Activities Specialist	Regional Africa	ILO – ACTRAV	MS Teams
7	Hilma Mote	ILO – ACTRAV	Regional Desk Officer	Regional Africa	ILO – ACTRAV	MS Teams
8	Inviolata Chinyangarara	ILO – ACTRAV	Workers' Activities Specialist (Ghana)	Ghana	ILO – ACTRAV	MS Teams

ILO Country Office Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
9	Blen Tilahun Demissie	ILO	National Project Coordinator	Ethiopia	ILO Country Office	MS Teams
10	Sibia Mjumira	ILO	National Project Officer	Malawi	ILO Country Office	MS Teams

Government Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
11	Miriam Liwonde-Masiku	Ministry of Labour	Senior Labour Officer	Malawi	Government	MS Teams
12	Hanamariam Bekele	Ministry of Industry	Women and Social Inclusion Executive / Gender Expert	Ethiopia	Government	MS Teams
13	Binyam Hambisa	Ministry of Women & Social Affairs	Child Protection Specialist	Ethiopia	Government	MS Teams

Workers' Organizations and Trade Union Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
14	Kassahun Follo	Confederation of Ethiopian Trade Unions (CETU)	President	Ethiopia	Workers' Organization	MS Teams
15	Etalemahu Kefale	Confederation of Ethiopian Trade Unions (CETU)	Senior Gender Expert / GTAC Member	Ethiopia	Workers' Organization	Written Input
16	Jessy Ching'oma	Malawi Congress of Trade Unions (MCTU)	Coordinator, Education, Training and Gender	Malawi	Workers' Organization	MS Teams
17	Mary Akosua	Trade Union Congress (TUC)	Director, International Relations	Ghana	Workers' Organization	MS Teams
18	Nasra Shargy	Trade Union Congress of Tanzania (TUCTA)	Director, Gender	Tanzania	Workers' Organization	MS Teams
19	Businge Nicholas Carpenecus	National Organization of Trade Unions (NOTU)	Programme Officer	Uganda	Workers' Organization	MS Teams
20	Helder Consolo	OTM-CS	Project Focal Person	Mozambique	Workers' Organization	MS Teams
21	Hirut Abera	Andinet Ethiopian Domestic Workers Union (AEDWU)	President	Ethiopia	Workers' Organization	MS Teams
22	Wilfred Nkhoma	Plantation Agriculture Workers Union	General Secretary	Malawi	Workers' Organization	MS Teams
23	Janet Mwamburi	International Domestic Workers	Program Officer Africa	Regional	Workers'	MS Teams

		Federation (IDWF)		Africa	Organization	
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Employers' Organizations and Private Sector Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
24	George Khaki	Employers Consultative Association of Malawi (ECAM)	Executive Director	Malawi	Employers' Organization	MS Teams
25	Sosna Abreham	Confederation of Ethiopian Employers Association (CEEAA)	Board Secretariat	Ethiopia	Employers' Organization	MS Teams
26	Flemmings Mwenibabu	Tea Association of Malawi	Industrial Relations Secretary	Malawi	Employers' Organization	Google Meet
27	Demelash Asnake	Hilina Enriched Foods	Administrative Manager	Ethiopia	Private Sector / Employer	Google Meet
28	Bogale Birhane	CEREALIA	Chief Professional	Ethiopia	Private Sector / Employer	WhatsApp

Civil Society / Implementing Partner Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
29	Birikit Terefe	PFC	Programme Manager	Ethiopia	Civil Society / Partner Organization	MS Teams

Development Partner Stakeholders

No.	Name	Organization	Position / Role	Country	Stakeholder Category	Mode of Interview
30	Tor Håkon Tordhol	NORAD	Senior Advisor	Norway	Development Partner	MS Teams

Note:

Stakeholder consultations were conducted between April and May 2026 using semi-structured interview guides aligned with the approved Inception Report and Evaluation Matrix. Interviews were conducted remotely through Microsoft Teams, Google Meet, WhatsApp, and written submissions where appropriate. In accordance with UNEG ethical standards and ILO evaluation requirements, all interviews were conducted on a confidential and non-attributable basis

ANNEX IV – Documents Reviewed

This annex presents the key project and contextual documents reviewed during the evaluation. Documents are mapped against evaluation questions and analytical themes to ensure systematic and transparent evidence use, in line with ILO Evaluation Policy and UNEG standards. The document review formed a core component of the evaluation triangulation strategy and supported the assessment of relevance, coherence, effectiveness, efficiency, sustainability, and early signs of impact.

A. Core Project Documents

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Project Document (PRODOC) – RAF/24/10/NOR	ILO ACTRAV / GEDI	Intervention rationale, Theory of Change, outcomes, implementation logic, governance arrangements, expected results	R1–R4, C1–C2, E1–E3, S1–S2
Results Framework / Logframe	ILO	Outputs, indicators, assumptions, implementation sequencing, performance architecture	E1–E3, F1, I1–I2, S1
Terms of Reference (Final Internal Evaluation)	ILO EVAL / ACTRAV	Evaluation purpose, scope, OECD-DAC criteria, methodological expectations, reporting requirements	All
Approved Inception Report	Evaluator / ILO	Evaluation design, analytical framework, sampling strategy, contribution analysis approach, methodological assumptions	All
External Collaboration Contract (ECC)	ILO	Contractual deliverables, timeframe, evaluation scope and reporting obligations	F1–F2
Project Factsheets and Overview Materials	ILO ACTRAV / GEDI	Public-facing framing of intervention objectives, strategic positioning, implementation coverage	R1–R2, C1

B. Monitoring, Planning and Reporting Documents

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Annual and Periodic Progress Reports	ILO Project Team	Progress against outputs and outcomes, implementation status, emerging challenges and adaptations	E1–E5, F1–F2
Project Workplans and Activity Plans	ILO Project Team	Sequencing of implementation activities, operational planning, coordination mechanisms	E1, F1–F2
Monitoring Tables and Indicator Tracking Sheets	ILO Project Team	Output delivery, reporting structure, monitoring architecture, evidence gaps	E1–E3, F1, I1

Budget and Financial Monitoring Information (where available)	ILO Project Team	Resource utilization, operational efficiency, implementation support structures	F1–F2
Internal Coordination and Implementation Records	ILO ACTRAV / GEDI	Coordination arrangements, adaptive management processes, implementation adjustments	C2, F2

C. Outcome 1 – Labour Governance and ILS Engagement

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Training Materials on International Labour Standards (ILS)	ILO ACTRAV	Capacity development approach, technical content, institutional strengthening support	E1–E2
Reports on ILS-related Activities and Workshops	ILO / Partners	Evidence of advocacy support, supervisory mechanism engagement, labour governance strengthening	E2–E3, I1
Technical Guidance Notes and Advocacy Tools	ILO ACTRAV	Practical application of project-supported knowledge and tools	E2, S1
Stakeholder Consultation and Dialogue Records	ILO / National Partners	Evidence of social dialogue, tripartite participation, labour governance engagement	C1–C2, X2
Collective Bargaining and Policy Engagement Documentation	Workers’ Organizations / Partners	Evidence of utilization of project-supported capacities in institutional processes	E2–E3, I1, S1

D. Outcome 2 – Equality@Work and Workplace-Level Interventions

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Equality@Work Intervention Reports	ILO GEDI / Partners	Workplace-level implementation, operational uptake, institutional engagement	E2–E4, I1
Workplace and Sectoral Intervention Documentation	Implementing Partners	Practical examples of workplace policies, GBVH prevention measures, care-related initiatives	E2–E3, I1, S1
Guidance Notes and Operational Tools on Equality@Work	ILO GEDI	Intervention design, operationalization frameworks, implementation support	E1–E2
Training and Awareness Materials on GBVH and Care Systems	ILO / Partners	Capacity development content and behavioural adaptation pathways	E2–E3
Case Studies and Good Practice Documentation	ILO / Implementing Actors	Evidence of operational experimentation, stakeholder uptake, early institutionalization	I1–I2, S1

E. Institutional and Policy Context Documents

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Decent Work Country Programmes (DWCPs)	ILO	Alignment with national decent work priorities and country strategies	R1–R2, C1
National Labour and Gender Equality Policies	Governments	Policy environment, institutional context, alignment with project objectives	R1, S1
International Labour Standards (ILS) and Related Conventions	ILO	Normative framework underpinning project interventions	R2, C1
National Gender Equality and GBVH Frameworks	Governments / National Institutions	Institutional relevance and policy coherence of Equality@Work interventions	R1, C1, X1
National Social Dialogue and Labour Governance Frameworks	Governments / Social Partners	Institutional setting for workers' rights engagement and tripartite participation	C1–C2, X2

F. Communication, Learning and Knowledge Products

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
Communication and Visibility Materials	ILO	Dissemination of project objectives and results, stakeholder outreach	C1
Knowledge Products and Policy Briefs	ILO / Partners	Learning generation, advocacy support, institutional awareness-building	E2, I1
Workshop Summaries and Exchange Notes	ILO / Stakeholders	Cross-country learning, peer exchange, implementation adaptation	C2, I1
Presentations and Technical Briefings	ILO ACTRAV / GEDI	Strategic framing and implementation orientation	R2, C2

G. Evaluation and Methodological Guidance Documents

Document	Source	Coverage / Analytical Use	Evaluation Questions Informed
ILO Evaluation Policy (2022)	ILO EVAL	Evaluation standards, independence, ethical requirements	All

UNEG Norms and Standards for Evaluation	UNEG	Evaluation quality standards and ethical principles	All
OECD-DAC Evaluation Criteria (2019)	OECD-DAC	Evaluation analytical framework and judgement criteria	All
ILO Checklist 4.2 – Preparing the Evaluation Report	ILO EVAL	Report structuring and quality assurance standards	All
ILO Checklist 4.4 – Preparing the Evaluation Report Summary	ILO EVAL	Executive Summary requirements and synthesis standards	All
Guidance Note 3.1 – Integrating Gender Equality in Monitoring and Evaluation	ILO EVAL	Gender-responsive analytical framing	X1
Guidance Note 4.5 – Stakeholder Engagement	ILO EVAL	Stakeholder consultation and tripartite engagement analysis	X2
Guidance Note – Incorporating Participatory Approaches	ILO EVAL	Participatory evaluation approaches and utilization-focused analysis	C1, X2

H. Analytical Notes

- Documents were reviewed systematically against the Evaluation Matrix and OECD-DAC criteria to ensure traceability between evidence, findings, conclusions, and recommendations.
- Particular attention was given to identifying:
 - evidence of operational uptake and utilization of project-supported capacities;
 - indications of behavioural adaptation and institutionalization;
 - sustainability signals and governance embedding pathways;
 - divergences across country implementation contexts.
- Document review findings were triangulated with:
 - Key Informant Interviews (KIIs);
 - stakeholder perspectives;
 - monitoring and implementation data;
 - workplace- and sector-level examples where available.
- The document review also supported assessment of:
 - the ACTRAV–GED I integrated implementation model;
 - the relationship between labour governance strengthening and Equality@Work interventions;
 - the transition from capacity development toward institutional embedding and sustainability

ANNEX V – Stakeholder Consultation Guides

Purpose of the Interview Guides

Semi-structured interview guides were developed to support stakeholder consultations conducted during the Final Internal Evaluation of the ILO ACTRAV Phase II Project: *Promoting Workers' Rights and Gender Equality at Work in Africa (RAF/24/10/NOR)*.

The guides were designed to ensure:

- systematic coverage of the evaluation questions and OECD-DAC criteria;
- consistency across stakeholder groups and country contexts;
- flexibility to explore emerging issues and contextual variation;
- triangulation of evidence across institutional levels;
- and alignment with the evaluation's theory-based and contribution-oriented analytical framework.

The interview protocols were adapted according to stakeholder category, institutional role, and expected contribution to the evaluation evidence base. Separate guides were developed for:

- ACTRAV and GEDI Headquarters;
- ILO Regional Office stakeholders;
- ILO Country Offices;
- government counterparts;
- workers' organizations;
- employers' organizations;
- workplace-level Equality@Work actors;
- development partners;
- and CSOs / knowledge partners / beneficiaries.

The guides were aligned with:

- the evaluation questions and OECD-DAC criteria;
- the Evaluation Matrix (Annex II);
- the approved Inception Report;
- ILO Evaluation Policy;
- UNEG Norms and Standards;
- and UNEG Ethical Guidelines for Evaluation.

Across all interviews:

- participation was voluntary;
- informed consent procedures were applied;
- interviews were conducted confidentially;
- and responses were anonymized and aggregated during analysis and reporting.

The interview guides also operationalized the evaluation's analytical lenses, including:

- institutionalization;
- behavioural adaptation;
- utilization;
- sustainability;
- comparative implementation performance;
- and contribution analysis.

A. Core Interview Structure Applied Across Stakeholder Groups

While guides were adapted by stakeholder category, all interviews broadly explored the following dimensions:

Evaluation Criterion	Core Areas Explored
Relevance	Alignment with workers' rights, labour governance, gender equality, workplace inclusion, GBVH prevention, and national/institutional priorities
Coherence	Alignment with ILO frameworks, tripartite systems, ACTRAV–GEDI coordination, and complementarities with other initiatives
Effectiveness	Application of capacities, behavioural change, operational uptake, workplace-level implementation, institutional utilization
Efficiency	Coordination arrangements, adaptive management, resource use, communication and implementation processes
Impact / Early Impact	Observable institutional, behavioural, workplace-level, or governance-related changes
Sustainability	Ownership, institutionalization, continuity mechanisms, governance embedding, scalability
Cross-cutting Issues	Gender equality, inclusion, tripartism, participation of vulnerable groups, quality of dialogue processes

B. Interview Guide 1 – ACTRAV & GEDI Headquarters Stakeholders

Stakeholder Group: ILO ACTRAV and GEDI Headquarters

Examples of Stakeholders Interviewed:

- ACTRAV technical specialists
- GEDI gender specialists
- Equality@Work focal points
- Technical backstopping officers
- Project technical leads

Primary Analytical Focus: Strategic positioning, Theory of Change validity, ACTRAV–GEDI coherence, institutionalization pathways, coordination architecture, sustainability, and forward-looking programming considerations.

Key Analytical Themes Explored:

- strategic relevance of the integrated labour governance model;

- coherence between Outcome 1 and Outcome 2;
- behavioural adaptation versus institutionalization;
- governance embedding;
- ACTRAV–GEDI coordination effectiveness;
- sustainability prospects;
- and future strategic directions.

The guide included dedicated sections on:

- project relevance and design validity;
- coherence and institutional integration;
- implementation effectiveness;
- coordination and efficiency;
- early impact signals;
- sustainability and scaling;
- gender equality and tripartite engagement.

The full interview guide was structured around OECD-DAC criteria and aligned with evaluation questions R1–R4, C1–C2, E2–E5, F2, I1–I2, S1–S2, and X1–X2.

C. Interview Guide 2 – ILO Regional Office Stakeholders

Stakeholder Group: ILO Regional Office for Africa

Examples of Stakeholders Interviewed:

- Regional ACTRAV specialists
- Regional GEDI specialists
- Regional programme managers
- Technical advisors
- Regional coordination staff

Primary Analytical Focus:

Cross-country implementation performance, regional coordination, comparative institutional dynamics, technical backstopping, and scaling potential.

Key Analytical Themes Explored:

- comparative country trajectories;
- regional coherence;
- implementation variation;
- institutional absorptive capacity;
- regional learning mechanisms;
- and sustainability across differing governance ecosystems.

The guide also explored:

- HQ–RO–CO coordination;
- adaptive management;
- regional patterns of institutional change;
- and replication potential.

The guide was aligned with evaluation questions covering relevance, coherence, effectiveness, efficiency, impact, sustainability, and cross-cutting issues.

D. Interview Guide 3 – ILO Country Office Stakeholders

Stakeholder Group:

ILO Country Offices in:

- Ethiopia
- Ghana
- Malawi
- Mozambique
- Tanzania
- Uganda

Examples of Stakeholders Interviewed:

- National Project Coordinators
- Country Office Directors
- Programme Officers
- ACTRAV/GEDI implementing focal points

Primary Analytical Focus:

Country-level implementation performance, output delivery, institutional uptake, coordination with national stakeholders, operational adaptation, and early institutionalization signals.

Key Analytical Themes Explored:

- country-level relevance;
- operational delivery;
- stakeholder ownership;
- workplace-level interventions;
- behavioural adaptation;
- institutional sustainability;
- and implementation constraints.

The guide placed strong emphasis on distinguishing:

- outputs versus outcomes;
- training versus practical application;
- and operational uptake versus institutionalization.

The guide also explored tripartite engagement, gender integration, and sustainability pathways at national level.

E. Interview Guide 4 – Government Counterparts

Stakeholder Group: Government institutions and national authorities.

Examples of Stakeholders Interviewed:

- Ministries of Labour
- Ministries of Gender
- Labour inspectorates
- National labour governance institutions
- Policy units and technical agencies

Primary Analytical Focus: Policy relevance, institutional ownership, labour governance integration, policy uptake, and sustainability of reform pathways.

Key Analytical Themes Explored:

- alignment with national policies;
- integration of International Labour Standards;
- institutional application of project-supported approaches;
- policy dialogue processes;
- and governance embedding.

Particular attention was given to:

- policy utilization;
- institutional adoption;
- contribution versus attribution;
- and sustainability risks.

The guide also examined:

- gender equality integration;
- inclusiveness of dialogue processes;
- and tripartite participation dynamics.

F. Interview Guide 5 – Workers’ Organizations (Primary Beneficiaries)

Stakeholder Group: Workers’ organizations and trade union structures.

Examples of Stakeholders Interviewed:

- National trade union federations
- Sectoral unions
- Workers’ representatives

- Collective bargaining actors

Primary Analytical Focus: Application of capacities, behavioural adaptation, social dialogue participation, labour standards engagement, ownership, and sustainability.

Key Analytical Themes Explored:

- operational use of project-supported tools;
- advocacy and bargaining application;
- Equality@Work integration;
- labour standards engagement;
- and organizational behavioural change.

This guide constituted one of the evaluation's most important evidence instruments for assessing:

- practical utilization;
- behavioural adaptation;
- and institutionalization pathways.

Particular emphasis was placed on eliciting:

- concrete examples of operational application;
- evidence of changed practices;
- and examples of workers' organizations using project-supported capacities in real institutional settings.

G. Interview Guide 6 – Employers' Organizations

Stakeholder Group: Employers' organizations and business associations.

Examples of Stakeholders Interviewed:

- Employers' federations
- Business associations
- Sectoral employer representatives
- Workplace governance actors

Primary Analytical Focus: Practical feasibility, workplace implementation, employer engagement, social dialogue participation, and sustainability of workplace equality practices.

Key Analytical Themes Explored:

- practicality and operational relevance;
- workplace-level implementation;
- Equality@Work feasibility;
- employer ownership;
- workplace governance changes;
- and sustainability considerations.

The guide also explored:

- incentives and constraints affecting adoption;
- quality of tripartite engagement;
- and operational realities influencing sustainability.

Particular attention was given to distinguishing:

- policy commitments versus actual workplace implementation;
- and procedural participation versus substantive engagement.

H. Interview Guide 7 – Equality@Work / Workplace-Level Actors

Stakeholder Group:

Workplace-level actors engaged in Equality@Work interventions.

Examples of Stakeholders Interviewed:

- HR managers
- Workplace committees
- Enterprise representatives
- Labour inspectors
- Workplace facilitators

Primary Analytical Focus: Behavioural adaptation, workplace-level operationalization, practical implementation, observable workplace change, and sustainability of workplace practices.

Key Analytical Themes Explored:

- workplace relevance;
- behavioural and procedural change;
- operational application;
- GBVH prevention;
- workplace inclusion;
- and workplace governance improvements.

The guide focused strongly on:

- observable workplace-level changes;
- operational normalization of Equality@Work approaches;
- and sustainability of workplace practices beyond project support.

Interview probing emphasized:

- concrete examples;
- practical implementation;
- and actual behavioural change rather than awareness alone.

I. Interview Guide 8 – Development Partner (NORAD)

Stakeholder Group:

Development partner representatives.

Examples of Stakeholders Interviewed:

- NORAD programme officers
- Technical advisors
- Oversight representatives

Primary Analytical Focus:

Strategic relevance, added value of the ILO model, higher-level contribution pathways, institutional strengthening, and future strategic priorities.

Key Analytical Themes Explored:

- strategic alignment;
- value-added of tripartite approaches;
- integration of workers' rights and gender equality;
- performance assessment;
- sustainability prospects;
- and future programming directions.

The guide also explored:

- donor perceptions of institutional change;
- comparative advantages of the ACTRAV–GEDI model;
- and strategic considerations for future programming phases.

J. Interview Guide 9 – CSOs, Knowledge Partners and Beneficiaries

Stakeholder Group:

Civil society organizations, research institutions, advocacy actors, and selected beneficiaries.

Examples of Stakeholders Interviewed:

- NGOs
- Research institutions
- Advocacy organizations
- Community-level actors
- Training and knowledge partners

Primary Analytical Focus: External validation, ecosystem-level effects, inclusiveness, unintended effects, and broader institutional relevance.

Key Analytical Themes Explored:

- external perspectives on relevance;
- ecosystem-level contribution;
- inclusion of vulnerable groups;
- operational application;
- unintended effects;
- and sustainability prospects.

The guide functioned primarily as:

- a triangulation instrument;
- an external validation mechanism;
- and a means of identifying blind spots or discrepancies between institutional narratives and external perceptions.

K. Ethical Considerations

All interviews were conducted in accordance with:

- UNEG Ethical Guidelines for Evaluation;
- ILO Code of Conduct for Evaluators;
- and the ethical provisions established in the approved Inception Report.

Specific measures included:

- informed consent procedures;
- voluntary participation;
- confidentiality assurances;
- anonymized reporting;
- secure handling of notes and evidence;
- and avoidance of attribution of individual statements.

The evaluation also applied sensitivity protocols when discussing:

- GBVH;
- workplace discrimination;
- institutional tensions;
- and politically sensitive labour governance issues.

L. Methodological Role of the Interview Guides

Collectively, the interview guides functioned as a core methodological instrument supporting:

- systematic evidence collection;
- triangulation across stakeholder groups;
- cross-country comparative analysis;
- contribution analysis;
- institutionalization assessment;

- and sustainability analysis.

The structured yet adaptive nature of the guides allowed the evaluation to maintain:

- analytical consistency;
- contextual flexibility;
- and evidence reliability across diverse institutional and governance environments.

Annex VI. Country-Level Implementation Snapshots

This annex presents concise country-level implementation snapshots to illustrate the differing institutional, political, operational, and partnership realities across participating countries. It supports comparative interpretation of findings and helps explain why implementation trajectories, outcomes, and sustainability prospects varied across contexts.

The annex also strengthens institutional realism and mitigates risks of overgeneralization in cross-country evaluation synthesis, consistent with ILO guidance on context-sensitive evaluation, tripartism, stakeholder engagement, and normative adaptation.

The snapshots were developed through triangulation of:

- Key Informant Interviews (KIIs);
- project documentation and monitoring data;
- country-level implementation evidence;
- stakeholder perspectives across workers' organizations, ILO offices, and partner institutions.

The analytical framing reflects ILO evaluation principles emphasizing:

- contextualized analysis;
- tripartite and participatory approaches;
- institutional and governance realities;
- gender-responsive and inclusive evaluation practice;
- evidence triangulation and comparative interpretation.

Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Ethiopia	Complex political and institutional environment characterized by evolving labour governance structures, significant socio-economic pressures, and varying institutional capacities across regions. Social dialogue space remained operational but uneven.	Capacity-building for trade union representatives; gender equality and workers' rights awareness activities; institutional strengthening support; participation in regional and continental ACTRAV processes.	Strong stakeholder engagement and visibility of workers' rights discourse; strengthened awareness among participating union actors; evidence of enhanced institutional coordination and participation of women workers in selected activities.	Political and operational instability; competing institutional priorities; variable absorptive capacity; sustainability dependent on continued organizational support and resource mobilization.	Moderate. Sustainability prospects appear stronger where activities became embedded within existing trade union structures and training systems. Continued institutional ownership and local resource allocation remain critical.

Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Ghana	Comparatively stable governance and labour relations environment with relatively mature social dialogue institutions and established trade union structures.	Training and institutional support for workers' organizations; gender-responsive labour advocacy; participation in policy and awareness initiatives; engagement in regional ACTRAV networks.	Evidence of relatively strong institutional uptake and continuity of engagement; strengthened visibility of workers' rights and gender dimensions within participating organizations; positive stakeholder perceptions regarding relevance.	Resource limitations; uneven follow-through after training activities; dependency on external project financing for scaling activities.	Relatively favourable. Existing institutional structures and established labour relations mechanisms increase the likelihood of continuity, though scaling may require additional domestic or partner funding.

Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Malawi	Resource-constrained institutional environment with limited capacities across labour governance systems and workers' organizations.	Awareness raising, institutional strengthening, workers' rights promotion, and support for participation in social dialogue and advocacy initiatives.	Increased awareness among participating stakeholders; strengthened engagement of workers' organizations in selected dialogue processes; evidence of improved networking and coordination.	Financial and institutional capacity constraints; limited staffing and operational resources; dependency on project-supported activities.	Moderate to low. Sustainability depends heavily on continued institutional support, integration into national union priorities, and availability of follow-up financing mechanisms.

Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Mozambique	Dynamic but institutionally uneven labour governance context shaped by broader socio-economic vulnerabilities and operational constraints.	Capacity development activities; support to workers' organizations; gender and workers' rights awareness initiatives; participation in social dialogue processes.	Strengthened awareness and engagement among participating stakeholders; increased visibility of gender equality considerations in selected activities; improved regional collaboration exposure.	Institutional fragility; limited operational capacities; contextual instability affecting continuity and implementation pace.	Moderate. Sustainability prospects depend on institutionalization within workers' organizations and continued engagement with national social dialogue structures.

Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Tanzania	Relatively structured institutional setting with established workers' organizations, though operational and policy	Training, advocacy support, workers' rights promotion, gender mainstreaming activities, and participation in	Positive evidence of strengthened capacities and stakeholder participation; increased understanding of workers' rights and gender	Resource limitations; uneven implementation follow-up; varying institutional capacities across participating	Moderate to favourable. Sustainability appears more likely where activities aligned closely with organizational mandates

	engagement capacities varied across actors.	regional exchanges.	equality concepts among participating actors.	organizations.	and ongoing institutional priorities.
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Country	Governance Context	Main Activities	Main Results	Key Constraints	Sustainability Outlook
Uganda	Active but resource-constrained labour governance environment characterized by evolving social dialogue dynamics and varying institutional strengths among social partners.	Workers' rights promotion; institutional strengthening; training and awareness activities; gender-responsive engagement initiatives.	Enhanced stakeholder awareness and participation; strengthened engagement of workers' organizations in selected advocacy and dialogue spaces; increased visibility of gender considerations.	Financial sustainability concerns; institutional turnover; limited operational resources affecting continuity and scaling.	Moderate. Sustainability depends on continued institutional ownership, leadership commitment within workers' organizations, and integration into longer-term organizational strategies.

Cross-Country Analytical Value of the Annex

The country snapshots illustrate that implementation performance and sustainability prospects were shaped not only by project design, but also by:

- differing institutional capacities;
- governance environments;
- maturity of social dialogue systems;
- operational stability;
- organizational ownership;
- absorptive capacities of workers' organizations;
- availability of follow-up resources.

The comparative analysis therefore reinforces the importance of context-sensitive interpretation of effectiveness and sustainability findings, in line with ILO evaluation guidance emphasizing tripartite realities, institutional context, stakeholder engagement, and adaptive evaluation approaches.

Annex VII - M&E Framework Indicators and Reported Operational Results (Simplified Logframe Tracking Matrix)

M&E framework indicator (logframe)	Target	Achievement / evaluative comment
Outcome 1: Workers' organisations advocate for national ratification and application of ILS and use the ILO supervisory mechanisms to ensure compliance		
<i># of submissions/comments provided by trade unions to the ILO supervisory mechanism</i>	At least 6 submissions/comments	Evidence indicates substantial overachievement. Trade unions from at least 11–13 countries submitted comments to the CEACR during the project period, including first-time submissions from Ethiopia, Guinea-Bissau, Malawi, Mozambique, Tunisia and South Africa. Malawi and Tunisia demonstrated sustained multi-year engagement (2023–2025).
<i># of pre-reporting tripartite consultations requested by trade unions (C144)</i>	n/a	No consolidated M&E data available. However, documentary evidence and KIIs indicate increased tripartite engagement linked to CEACR reporting processes and ratification advocacy, particularly in Ethiopia and Malawi.
<i># of pre-reporting tripartite consultations conducted by governments</i>	n/a	No systematic reporting available in project M&E records. Evidence from Ethiopia nevertheless indicates strengthened tripartite reporting processes involving MoLS, CETU and employers' organizations during CEACR-related activities.
<i># of advocacy activities initiated and implemented by trade unions for ratification/application of gender-related ILS</i>	At least 6 national processes / campaigns	Six ratification campaigns implemented in Ethiopia, Ghana, Malawi, Mozambique, Tanzania and Uganda covering Conventions Nos. 100, 111, 156, 183, 189 and 190. Uganda and Mozambique advanced ratification-related processes linked to Convention No. 190.
Output 1.1: Workers' organisations have the knowledge and tools to advance workers' rights through the ILO supervisory mechanism		
<i># of trade union officials completing training on the ILO supervisory mechanism</i>	30 officials trained	Regional training and mentorship delivered for representatives from 15 African countries. Final reporting indicates 23 participants (7 women, 16 men) attended the Addis Ababa mentorship programme, while implementation plans initially targeted 30 participants.
<i># of trade union officials trained on gender-related ILS (C100, C111, C156, C183, C189, C190)</i>	30 participants	Regional training in Johannesburg reached 32 participants (15 women, 17 men) from 16 African countries, exceeding planned participation.
<i># of women trade unionists completing leadership training</i>	30 women participants	Sub-regional women leadership training in Nairobi/Zanzibar reached 30–33 women trade unionists from six focus countries, strengthening leadership and advocacy capacities on gender equality and ILS.
Output 1.2: Trade unions implement national ratification campaigns for gender-related ILS		
<i># of national action plans / advocacy activities implemented</i>	6 campaigns/action plans	National advocacy and ratification support implemented across six focus countries. Evidence suggests progression from awareness-raising toward structured advocacy, including roadmaps, stakeholder dialogues and national workshops.
<i>Output 1.3: Trade unions mainstream</i>		

<i>gender equality in organizational structures and collective bargaining</i>		
<i># of participatory gender assessments conducted</i>	6 gender assessments	Participatory gender assessments completed in Ethiopia, Ghana, Malawi, Mozambique, Tanzania and Uganda, generating evidence on women's representation, leadership gaps and collective bargaining challenges.
<i># of trade union negotiators trained on gender-responsive collective bargaining</i>	30 negotiators	Regional training in Accra reached 34 participants (24 women, 10 men), strengthening capacities on pay equity, gender-neutral job evaluation and gender-responsive bargaining.
<i># of CBAs integrating gender equality / GBVH provisions</i>	n/a	In Malawi, six CBAs integrated gender equality and GBVH provisions aligned with Convention No. 190, covering approximately 36,742 workers (8,938 women; 27,804 men).
Outcome 2: Constituents implement measures to enhance gender equality in targeted sectors through Equality@Work initiatives		
<i># of measures initiated or implemented to align with gender-equality related ILS</i>	At least 2 measures	Evidence suggests significant overachievement. Reported measures include: establishment of three childcare solutions in Ethiopia; integration of GBVH provisions into six CBAs in Malawi; draft SOPs for justice actors; labour inspection guidance tools; legal gap analysis for C190 ratification; and care-responsive workplace measures in factories.
Output 2.1: Constituents have increased knowledge and tools for implementing Equality@Work initiatives		
<i># of government officials / constituents trained on Equality@Work initiatives</i>	Various national-level trainings	Ethiopia: 68 participants trained during International Women's Day workshop; 37 tripartite actors trained on CEACR reporting; 26 representatives trained on care-responsive collective bargaining; additional 54 participants reached through cascading sessions. Malawi: 23 justice officials, 53 labour inspectors/OSH officers, and 40 trade union leaders trained.
<i># of labour inspectors trained on gender-responsive labour inspection</i>	n/a	Malawi: 53 labour inspectors and OSH officers trained on GBVH-sensitive inspection methodologies and case handling procedures. Ethiopia: labour inspection dimensions integrated into broader Equality@Work programming.
<i># of joint plans/upscaling plans formulated with ILO support</i>	n/a	Three business, sustainability and upscaling plans developed for childcare pilots in Ethiopia; CETU adopted an eight-point action plan on maternity protection and C183 advocacy.
Output 2.2: Equality@Work initiatives designed and implemented in target sectors		
<i># of knowledge-sharing sessions organized with constituents</i>	Multiple sessions	Cross-country and South-South learning delivered through South4Care and multiple national tripartite workshops. More than 30 countries participated in the South4Care learning platform.
<i># of workers serviced through pilot packages</i>	n/a	Ethiopia childcare pilots directly supported at least 28 women workers through factory childcare centres, with public childcare infrastructure capacity for up to 50 children prioritizing domestic workers. Capacity-building activities reached over 150 workplace-level participants.

<i># of workplaces offering concrete solutions to workers with family responsibilities</i>	At least 2 solutions	Three childcare and care-support solutions established in Ethiopia: two factory childcare centres (CEREALIA and Hilina Foods) and one public childcare centre for domestic workers in Addis Ababa.
<i># of workplace-level Equality@Work measures implemented</i>	n/a	Fifteen operational and workplace-level measures to enhance gender equality reported across Ethiopia and Malawi, including childcare services, care-responsive HR revisions, GBVH complaint procedures, labour inspection tools and gender-responsive bargaining provisions.

Note: The table above presents a synthesized and simplified version of the project's M&E framework and reported operational results. Due to limitations in the project's consolidated M&E system, several indicators lacked systematically aggregated quantitative reporting, particularly regarding advocacy activities, tripartite consultations, and follow-up institutional uptake. The table therefore triangulates information from implementation plans, progress reporting, KIIs and operational records.

ANNEX VIII – Lessons Learned

The following lessons learned emerged from the evaluation through triangulation of stakeholder interviews, country-level implementation evidence, document review, and comparative cross-country analysis.

The lessons reflect recurring implementation patterns, institutional dynamics, and strategic considerations relevant to future ACTRAV programming on workers' rights, Equality@Work, gender equality, and social dialogue in Africa.

Consistent with ILO evaluation guidance, the lessons emphasize:

- organizational learning;
- institutional realism;
- sustainability considerations;
- tripartite and participatory dimensions;
- gender-responsive programming;
- and the importance of contextualized implementation strategies.

Lesson Learned 1: Institutional Uptake Requires Deliberate Transition Mechanisms Beyond Capacity Development

LL Element	Description
Brief description of lesson learned (link to specific action or task)	The evaluation found that capacity development and awareness-raising activities alone were insufficient to generate durable institutional or workplace-level change. Operational uptake was significantly stronger where training and sensitization activities were accompanied by structured follow-up mechanisms, practical application opportunities, organizational anchoring processes, and continued engagement within collective bargaining, workplace dialogue, or social dialogue structures.
Context and any related preconditions	This lesson emerged from implementation of labour governance, International Labour Standards (ILS), and Equality@Work interventions across institutionally diverse country contexts involving workers' organizations, tripartite constituents, workplace-level actors, and social dialogue mechanisms. Institutional uptake was more evident where organizations possessed stronger absorptive capacity, active leadership engagement, and existing governance or bargaining structures capable of integrating project-supported practices into operational procedures.
Targeted users / Beneficiaries	ACTRAV; GEDI; ILO Country Offices; regional technical specialists; workers' organizations; programme designers; and development partners implementing labour governance, social dialogue, or workplace equality interventions.
Challenges / negative lessons – causal factors	In several contexts, post-training application pathways remained weak, fragmented, or highly dependent on continued external facilitation and accompaniment. As a result, implementation gains frequently remained concentrated at awareness or behavioural intention level without progressing toward procedural integration, organizational embedding, or sustained institutionalization. Limited absorptive capacity, leadership turnover, and weak organizational follow-through further constrained consolidation of results.

Success / Positive Issues – causal factors	More durable operational uptake emerged where interventions combined knowledge transfer with practical implementation opportunities, structured follow-up engagement, workplace-level operationalization, and integration into existing organizational or bargaining systems. The combination of normative guidance with practical application mechanisms strengthened institutional ownership, operational legitimacy, and continuity prospects.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson highlights the importance of incorporating institutional follow-through, accompaniment mechanisms, operational reinforcement processes, and sustainability-oriented implementation planning within project design and resource allocation frameworks. Sequencing interventions beyond initial capacity-building phases appeared particularly important in institutionally uneven implementation environments.

Lesson Learned 2: Integration of Normative and Practical Intervention Pathways Strengthens Operational Relevance and Stakeholder Ownership

LL Element	Description
Brief description of lesson learned (link to specific action or task)	The evaluation found that combining normative labour rights engagement with practical workplace-level interventions strengthened operational relevance, stakeholder ownership, and perceived usability of project support. Interventions linking International Labour Standards (ILS), labour rights advocacy, and social dialogue processes with practical workplace concerns generated stronger operational traction and institutional receptivity than approaches relying exclusively on either normative advocacy or stand-alone workplace sensitization.
Context and any related preconditions	This lesson emerged from implementation of the project’s dual intervention model combining support to workers’ organizations’ engagement with ILS mechanisms and supervisory systems under Outcome 1 with workplace-level Equality@Work interventions under Outcome 2. The approach was implemented across diverse labour governance contexts involving workers’ organizations, employers, workplace actors, and tripartite institutions with varying levels of institutional maturity and operational readiness.
Targeted users / Beneficiaries	ACTRAV; GEDI; ILO technical specialists; programme designers; workers’ organizations; ILO Country Offices; regional offices; and development partners supporting labour governance, social dialogue, and workplace equality initiatives.
Challenges / negative lessons – causal factors	Normative labour rights agendas sometimes appeared abstract or insufficiently operationalized when disconnected from concrete workplace realities and organizational implementation concerns. Conversely, practical workplace interventions risked weaker institutional continuity and reduced governance legitimacy where not sufficiently anchored within broader labour standards frameworks, collective bargaining processes, or tripartite dialogue systems.
Success / Positive Issues – causal factors	Stronger stakeholder engagement and operational ownership emerged where practical workplace interventions were explicitly connected to labour rights principles, social dialogue processes, and established labour governance frameworks. Linking Equality@Work agendas to concrete workplace governance issues such as GBVH prevention, maternity protection, care-responsive practices, and inclusive workplace dialogue increased both operational

	relevance and institutional legitimacy.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson highlights the value of integrated programming models that combine normative guidance, workplace operationalization, and labour governance engagement within a coherent implementation architecture. Sustaining such integration requires active coordination between ACTRAV, GEDI, technical specialists, and country-level actors, as well as implementation planning capable of bridging policy engagement with workplace-level operational realities.

Lesson Learned 3: Sustainability Prospects Are Strongly Shaped by Institutional Absorptive Capacity and Implementation Time Horizons

LL Element	Description
Brief description of lesson learned (link to specific action or task)	The evaluation found that sustainability prospects depended less on the volume of activities delivered and more on the extent to which participating organizations possessed sufficient absorptive capacity, institutional ownership, operational continuity mechanisms, and governance space to integrate project-supported practices into existing systems and procedures. Short implementation cycles were generally adequate for initiating awareness, behavioural adaptation, and operational experimentation, but less sufficient for achieving deeper institutional consolidation or systemic embedding.
Context and any related preconditions	This lesson emerged from implementation of labour governance and Equality@Work interventions across multiple country contexts characterized by differing institutional maturity, organizational capacities, leadership continuity, and labour governance functionality. The project pursued behavioural, organizational, and workplace-level change processes within a relatively compressed implementation timeframe while operating across institutionally diverse environments.
Targeted users / Beneficiaries	Donor partners; ACTRAV; GEDI; ILO Country Offices; regional offices; programme designers; technical specialists; and stakeholders involved in governance-oriented, social dialogue, or institutional strengthening interventions.
Challenges / negative lessons – causal factors	In several contexts, implementation horizons proved shorter than the time required for procedural integration, organizational normalization, bargaining consolidation, or broader governance embedding. Sustainability remained comparatively fragile where operational uptake depended heavily on accompaniment, institutional champions, or continued external facilitation rather than embedded organizational systems. Leadership turnover, coordination limitations, and uneven institutional readiness further constrained continuity prospects.
Success / Positive Issues – causal factors	Stronger sustainability signals emerged where interventions aligned with existing organizational mandates, active leadership engagement, functioning tripartite dialogue structures, and ongoing labour governance processes. Practical operational uptake was more likely to progress toward procedural integration where institutions possessed stronger absorptive capacity and sufficient time for gradual consolidation and normalization of practices.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson highlights the importance of calibrating implementation timelines, sequencing strategies, and sustainability expectations to the realities of institutional and governance transformation processes. Governance-oriented

	interventions targeting institutionalization may require phased implementation approaches, longer consolidation horizons, structured follow-up mechanisms, and realistic pacing aligned with organizational absorptive capacity and contextual complexity.
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Lesson Learned 4: Tripartite Engagement Contributes Most Effectively to Sustainability When Participation Extends Beyond Consultation Toward Operational Ownership

LL Element	Description
Brief description of lesson learned (link to specific action or task)	The evaluation found that tripartite engagement generated stronger institutional ownership, operational continuity, and sustainability prospects where stakeholders moved beyond consultative participation and became actively involved in implementation processes, operational adaptation, workplace engagement, and decision-making mechanisms. The depth and quality of engagement proved more significant than the breadth of stakeholder participation alone.
Context and any related preconditions	This lesson emerged from implementation of labour governance, social dialogue, and Equality@Work interventions involving workers' organizations, employers' organizations, government actors, and ILO technical units across multiple national contexts. The project relied extensively on tripartite engagement structures to support advocacy, workplace operationalization, institutional dialogue, and implementation coordination.
Targeted users / Beneficiaries	ACTRAV; ILO Country Offices; programme managers; workers' organizations; employers' organizations; government labour institutions; and stakeholders implementing tripartite or social dialogue-based interventions.
Challenges / negative lessons – causal factors	In contexts where stakeholder participation remained primarily event-based, consultative, or information-oriented, evidence of institutional continuation and operational ownership remained comparatively weaker. Limited operational responsibility-sharing, uneven bargaining influence, and variable organizational capacity constrained deeper institutional embedding and sustainability prospects in several implementation settings.
Success / Positive Issues – causal factors	Stronger ownership and continuity signals emerged where stakeholders participated actively in implementation design, operational adaptation, workplace-level engagement, and follow-through processes. Operational co-ownership strengthened legitimacy, increased institutional accountability, and improved the likelihood of procedural continuation beyond direct project support.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson highlights the importance of designing tripartite engagement approaches that move beyond consultation toward operational participation and shared implementation responsibility. Structured engagement mechanisms, sustained accompaniment, and clearer integration of stakeholders into operational processes appeared particularly important for strengthening institutional ownership and sustainability in governance-oriented interventions.

Lesson Learned 5: Catalytic Pilot Interventions Can Generate Strategic Value Even Where Transformational Change Remains Premature

LL Element	Description
Brief description of lesson learned (link to specific action or task)	The evaluation found that pilot and demonstration-oriented Equality@Work interventions generated important strategic value even where broader structural transformation or institutional consolidation remained incomplete. Pilot initiatives contributed to increased visibility of workplace equality concerns, operational experimentation, stakeholder alignment, and practical testing of implementation approaches within complex labour governance environments.
Context and any related preconditions	This lesson emerged from implementation of workplace-level and Equality@Work interventions operating within relatively constrained implementation periods, resource environments, and institutionally uneven contexts. Several interventions functioned as early-stage operational models addressing GBVH prevention, maternity protection, care-responsive practices, workplace dialogue, and inclusive labour governance engagement.
Targeted users / Beneficiaries	Donor partners; ACTRAV; GEDI; programme designers; technical specialists; ILO Country Offices; workers' organizations; and stakeholders supporting pilot-based, innovation-oriented, or demonstration-focused interventions.
Challenges / negative lessons – causal factors	In several contexts, implementation periods and institutional conditions were insufficient to support progression from operational experimentation toward broader institutionalization or systemic transformation. Expectations for immediate scale-up or durable governance embedding sometimes exceeded the realistic consolidation horizon of pilot-oriented interventions. Limited operational follow-through and sustainability mechanisms further constrained longer-term continuity prospects.
Success / Positive Issues – causal factors	Pilot interventions generated strategic value by creating proof-of-concept models, increasing stakeholder engagement, strengthening operational dialogue around workplace equality issues, and establishing institutional entry points for future consolidation. Practical experimentation helped reduce resistance to Equality@Work agendas by demonstrating operational relevance within workplace and labour governance settings.
ILO Administrative Issues (staff, resources, design, implementation)	The lesson highlights the importance of distinguishing between catalytic contribution, operational experimentation, and long-term transformational change within project design, monitoring frameworks, and evaluative expectations. Pilot-oriented interventions may require phased implementation logic, realistic consolidation horizons, and follow-up support mechanisms if operational experimentation is expected to progress toward broader institutional embedding or scaling pathways.

ANNEX IX – Emerging Good Practices

The following emerging good practices were identified through triangulated evaluation evidence, including stakeholder interviews, project documentation, comparative country analysis, and operational implementation review.

Consistent with ILO evaluation guidance, the practices presented below demonstrated:

- observable operational effectiveness;
- strategic relevance;
- potential for replication;
- institutional applicability;
- and contribution to labour governance, workers' rights, Equality@Work, and social dialogue objectives.

The practices should be understood as “emerging” rather than fully institutionalized best practices, as several remain dependent on enabling governance conditions, continued accompaniment, and varying levels of institutional maturity across contexts.

Good Practice 1: Integrated ACTRAV–GEDI Labour Governance Model Linking Normative Engagement with Workplace-Level Operationalization

GP Element	Description
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project applied an integrated implementation approach combining ACTRAV's labour governance and workers' rights mandate, International Labour Standards engagement, social dialogue strengthening, and GEDI-supported operational Equality@Work interventions. Rather than treating labour rights and workplace equality as separate programming streams, the intervention created operational linkages between normative labour governance engagement and workplace-level implementation processes related to violence and harassment, care responsibilities, workplace inclusion, and gender-responsive workplace dialogue.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The practice emerged within multi-country labour governance interventions implemented through collaboration between ACTRAV, GEDI, ILO Country Offices, and workers' organizations operating within varying industrial relations environments and institutional capacities. The model functioned most effectively where workers' organizations possessed minimum institutional engagement capacity and where operational collaboration between normative and technical workstreams remained active. The approach may be less effective in contexts characterized by fragmented industrial relations systems, weak representative legitimacy, limited organizational continuity, or low institutional openness to workplace-level Equality@Work dialogue.
Establish a clear cause-effect relationship	ACTRAV-led engagement with workers' organizations and labour governance actors created institutional legitimacy and entry points for engagement, while GEDI-supported workplace-level interventions translated normative commitments into operationally visible workplace concerns. This integration reduced fragmentation between labour rights

	discourse and workplace equality programming, increased organizational receptivity to Equality@Work agendas, and facilitated broader operational ownership among labour governance actors.
Indicate measurable impact and targeted beneficiaries	Evidence from stakeholder consultations and cross-country implementation analysis indicated stronger operational legitimacy of Equality@Work programming within labour governance discussions, increased integration between labour rights advocacy and workplace governance processes, and improved receptivity among workers' organizations toward gender-responsive workplace concerns. Beneficiaries included workers' organizations, workplace representatives, women workers, labour governance actors, and tripartite stakeholders participating in workplace dialogue and collective engagement processes.
Potential for replication and by whom	The practice demonstrates strong replication potential within ACTRAV programming, GEDI interventions, labour governance initiatives, workplace dialogue programmes, and institutional strengthening interventions operating within tripartite systems. Potential users include ACTRAV technical specialists, GEDI programme teams, ILO Country Offices, workers' organizations, labour governance programme designers, and donor-funded institutional reform programmes. Replication is most feasible where institutional collaboration mechanisms, operational coordination, and workplace dialogue structures can be sustained over time.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The practice contributes to ILO strategic objectives related to social dialogue, workers' rights, gender equality, Equality@Work, non-discrimination, and strengthening representative labour governance systems. It also aligns with Decent Work Country Programme priorities and broader ILO commitments related to inclusive labour governance, workplace equality, and rights-based social dialogue.
Other documents or relevant comments	The evaluation identified the integrated ACTRAV–GEDI implementation architecture as one of the intervention's strongest operational and strategic features. The approach contributed to stronger coherence between normative labour governance engagement and practical workplace operationalization while improving institutional receptivity toward Equality@Work agendas across multiple implementation contexts.

Good Practice 2: Workplace-Level Equality@Work Demonstration Interventions as Operational Entry Points for Labour Governance Engagement

GP Element	Description
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project utilized workplace-level Equality@Work interventions as operational demonstration mechanisms linking normative labour agendas with practical workplace governance concerns. The interventions focused on workplace-level issues including violence and harassment, care responsibilities, workplace inclusion, and gender-responsive workplace practices. Rather than introducing equality concerns primarily through abstract rights discourse, the intervention framed Equality@Work themes through concrete workplace governance problems affecting workers, organizational functioning, and workplace relations.

Relevant conditions and context: limitations or advice in terms of applicability and replicability	The practice emerged in implementation environments where rights-based discourse alone did not consistently generate broad institutional engagement and where practical workplace concerns provided more feasible entry points for dialogue among labour market actors. The approach functioned most effectively where workplace-level operational concerns were clearly identifiable, labour market actors demonstrated willingness to engage in workplace dialogue, and facilitation capacity existed to translate normative concerns into operational discussions. Replication may be more difficult in contexts characterized by highly informal workplace governance systems, weak labour dialogue structures, or limited institutional openness to workplace equality engagement.
Establish a clear cause-effect relationship	Framing Equality@Work agendas through observable workplace governance concerns reduced resistance to engagement in several contexts by shifting discussions from ideological positioning toward practical workplace management and representational issues. The demonstration-oriented operationalization enabled labour market actors to engage with Equality@Work concepts through concrete workplace practices and dialogue processes, thereby increasing operational relevance, stakeholder receptivity, and institutional engagement.
Indicate measurable impact and targeted beneficiaries	Evidence from stakeholder consultations and workplace-level implementation analysis indicated increased discussion of Equality@Work concerns within workplace dialogue processes, stronger worker–employer engagement on workplace governance issues, improved usability of Equality@Work approaches within labour governance processes, and greater operational integration of equality concerns into workplace dialogue mechanisms. Beneficiaries included workers’ organizations, employers’ organizations, workplace representatives, women workers, labour governance actors, and tripartite stakeholders participating in workplace-level dialogue and operational governance processes.
Potential for replication and by whom	The practice demonstrates strong transferability potential for Equality@Work interventions, labour governance programmes, workplace dialogue initiatives, and social dialogue programming operating in contexts where institutional resistance to rights-based discourse may be present. Potential users include ACTRAV, GEDI, ILO technical specialists, workers’ organizations, employers’ organizations, and programme designers working on workplace governance and inclusion. Replication is most feasible where facilitation capacity, workplace dialogue structures, and operational governance entry points can be sustained over time.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	The practice contributes to ILO strategic objectives related to social dialogue, Equality@Work, violence and harassment prevention, non-discrimination, inclusive labour governance, and gender-responsive workplace practices. It also supports Decent Work Country Programme priorities linked to workplace rights, social dialogue, gender equality, and safe and inclusive working environments.
Other documents or relevant comments	The evaluation found that workplace-level operationalization constituted one of the intervention’s strongest contribution pathways. The demonstration-oriented approach strengthened operational legitimacy and

	enabled Equality@Work agendas to become more visible and actionable within existing workplace governance and labour dialogue systems.
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Good Practice 3: Institutionally Embedded Delivery Through Existing Labour Governance and Tripartite Structures

GP Element	Description
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project adopted an institutionally embedded implementation model that prioritized delivery through existing labour governance and representational systems rather than creating parallel implementation structures. Activities were implemented through existing workers' organizations, tripartite mechanisms, ILO Country Office structures, and established labour governance networks across participating countries with differing institutional capacities and industrial relations environments.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The practice emerged across implementation environments characterized by varying labour governance maturity, institutional capacity, and operational coordination realities. The approach functioned most effectively where minimum baseline institutional functionality, recognized representative structures, and existing governance coordination mechanisms were already present. Replication may be less effective in contexts characterized by weak institutional legitimacy, fragmented industrial relations systems, highly constrained governance environments, or limited continuity within representative organizations.
Establish a clear cause-effect relationship	Operationalizing activities through existing institutional structures enabled the intervention to build upon established legitimacy, organizational access pathways, and functioning governance relationships already recognized by labour market actors. This reduced operational friction, strengthened coordination continuity, improved responsiveness to contextual realities, and facilitated implementation alignment with existing labour governance systems and processes.
Indicate measurable impact and targeted beneficiaries	Evidence from stakeholder consultations and implementation analysis indicated improved institutional access, stronger stakeholder legitimacy, reduced duplication of coordination arrangements, greater continuity of operational engagement, and stronger alignment between project activities and existing labour governance processes. Countries with comparatively stronger institutional ecosystems demonstrated stronger operational follow-through and continuity under this implementation approach. Beneficiaries included workers' organizations, tripartite actors, labour governance institutions, workplace representatives, and ILO implementation partners.
Potential for replication and by whom	The practice demonstrates broad replication potential for labour governance programming, institutional strengthening initiatives, social dialogue interventions, and tripartite governance programmes. Potential users include ACTRAV, ILO Country Offices, governance-focused technical cooperation projects, labour administration programmes, workers' organizations, and donor-funded institutional reform initiatives. Replication is most feasible where existing institutional coordination systems and

	representative governance structures possess sufficient operational continuity and legitimacy to support implementation.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The practice contributes to ILO strategic objectives related to social dialogue, tripartism, institutional strengthening, representative labour governance, and sustainable governance-oriented development cooperation. It also supports Decent Work Country Programme priorities related to institutional capacity development, labour administration strengthening, and inclusive governance systems.
Other documents or relevant comments	The evaluation found that institutionally embedded implementation contributed to stronger contextual responsiveness and operational continuity by aligning implementation with governance systems already functioning within national labour governance ecosystems. The approach also appeared to strengthen sustainability prospects where interventions became integrated into existing institutional and representational processes.

Good Practice 4: Operational Mainstreaming of Equality@Work Themes within Workers' Representation Systems

GP Element	Description
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project supported workers' organizations in progressively integrating gender equality, care responsibilities, violence and harassment concerns, and workplace inclusion issues into broader labour representation and workplace governance agendas. Rather than positioning Equality@Work concerns as separate thematic activities, the intervention linked them to core organizational functions including workplace representation, bargaining relevance, grievance discussions, and organizational legitimacy.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The practice emerged in contexts where Equality@Work concerns had historically been treated as stand-alone social or advocacy issues rather than integrated labour governance concerns. The approach functioned most effectively where workers' organizations demonstrated leadership engagement, recognized the operational relevance of workplace equality concerns, and showed willingness to incorporate Equality@Work themes within representational mandates. Transferability may remain more limited in contexts where organizational priorities remain narrowly focused on traditional industrial relations agendas or where institutional incentives for mainstreaming remain weak.
Establish a clear cause-effect relationship	Linking Equality@Work concerns to core representational and workplace governance functions increased the operational relevance of these themes for workers' organizations and their constituencies. This integration enabled equality-related issues to become more closely associated with practical labour governance concerns affecting workplace relations, thereby strengthening organizational receptivity, operational ownership, and representational engagement.
Indicate measurable impact and targeted beneficiaries	Evidence from stakeholder consultations and implementation analysis indicated increased willingness among workers' organizations to engage on Equality@Work concerns, stronger integration of equality-related themes

	into labour governance discussions, and emerging incorporation of Equality@Work considerations within workplace dialogue and representational processes. Beneficiaries included workers' organizations, workplace representatives, women workers, union leadership structures, and broader labour governance actors engaged in workplace dialogue and representation processes.
Potential for replication and by whom	The practice demonstrates strong relevance for union strengthening initiatives, labour governance interventions, workplace dialogue programmes, and Equality@Work mainstreaming efforts. Potential users include ACTRAV, workers' organizations, labour governance specialists, ILO Country Offices, and programme designers working on representational strengthening and workplace governance. Replication is most feasible where organizational leadership support, operational workplace relevance, and institutional openness to thematic integration can be sustained over time.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The practice contributes to ILO strategic objectives related to social dialogue, gender equality, Equality@Work, representative labour governance, workplace inclusion, and strengthening workers' organizations' representational capacities. It also aligns with Decent Work Country Programme priorities linked to inclusive labour governance, workplace rights, and gender-responsive social dialogue systems.
Other documents or relevant comments	The evaluation found that the operational mainstreaming approach supported gradual movement from awareness-oriented engagement toward more institutionally embedded representational integration of Equality@Work concerns. Evidence suggested that organizational uptake was strongest where workplace implications of equality concerns were operationally visible and linked to representational legitimacy and workplace governance realities.

Good Practice 5: Accompaniment-Based Capacity Strengthening Linking Training with Operational Application

GP Element	Description
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The project applied an accompaniment-based capacity strengthening approach linking learning processes with operational experimentation and practical organizational application. Rather than relying exclusively on one-off training delivery, the intervention combined technical training, operational mentoring, follow-up engagement, peer exchange, and opportunities for contextualized practical application within workplace and organizational environments.
Relevant conditions and context: limitations or advice in terms of applicability and replicability	The practice emerged in implementation environments where stand-alone training approaches alone were insufficient to support sustained operational application of acquired knowledge and where institutional utilization required continued operational engagement. The model functioned most effectively where sustained facilitation capacity existed, institutions demonstrated willingness to support iterative engagement, and participants had operational opportunities to apply acquired capacities within real organizational settings. Replication may be constrained in

	contexts with limited facilitation resources, weak organizational continuity, or insufficient operational space for practical application.
Establish a clear cause-effect relationship	The accompaniment model created iterative feedback loops between knowledge acquisition, contextual adaptation, operational experimentation, and practical application. Continued facilitation and follow-up engagement enabled stakeholders to contextualize and operationalize acquired capacities within organizational realities, thereby reducing the implementation gap between training participation and operational utilization. This contributed to stronger behavioural uptake and more gradual institutional embedding of acquired practices.
Indicate measurable impact and targeted beneficiaries	Evidence from stakeholder consultations and implementation analysis indicated stronger behavioural application of acquired capacities, improved operational utilization of training content, greater adaptation of learning to organizational realities, and stronger linkage between capacity development and workplace-level practice. Beneficiaries included workers' organizations, workplace representatives, labour governance actors, implementing partners, and stakeholders participating in capacity strengthening and operational governance activities.
Potential for replication and by whom	The practice demonstrates strong relevance for institutional strengthening programmes, labour governance initiatives, workplace dialogue interventions, and behavioural change-oriented technical cooperation programming. Potential users include ACTRAV, GEDI, ILO technical specialists, workers' organizations, implementing partners, and capacity development programme designers. Replication is most feasible where adequate facilitation resources, operational follow-up systems, and organizational commitment to iterative engagement can be maintained. However, accompaniment approaches remain comparatively resource-intensive and may require transition planning to avoid prolonged dependence on external facilitation support.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The practice contributes to ILO strategic objectives related to institutional capacity development, social dialogue, workers' rights, Equality@Work, and strengthening representative labour governance systems. It also supports Decent Work Country Programme priorities linked to organizational strengthening, operational governance, and sustainable institutional capacity development.
Other documents or relevant comments	The evaluation found that accompaniment-based approaches contributed to stronger behavioural uptake and operational utilization than stand-alone training delivery models. The practice also appeared to facilitate more gradual institutional embedding of acquired capacities through iterative operational engagement and contextualized application processes.

ANNEX X – Evaluation Ratings Summary Table

This annex provides a synthesized management-level overview of the evaluation’s overall assessment across the OECD-DAC evaluation criteria applied during the Final Internal Evaluation of the ILO ACTRAV Phase II Project: *Promoting Workers’ Rights and Gender Equality at Work in Africa (RAF/24/10/NOR)*.

The ratings reflect triangulated evidence derived from:

- documentary review;
- stakeholder consultations;
- comparative country-level analysis;
- implementation evidence;
- and institutional assessment conducted throughout the evaluation.

The ratings should be interpreted within the context of:

- a multi-country institutional strengthening intervention;
- varying labour governance ecosystems;
- differentiated organizational absorptive capacities;
- and the project’s catalytic and systems-oriented Theory of Change.

Table 8. Evaluation Ratings Summary

OECD-DAC Criterion	Rating	Short Justification
Relevance	High	The project demonstrated strong strategic and operational relevance across participating countries. The intervention responded credibly to persistent labour governance, workers’ rights, workplace equality, and social dialogue challenges. The integrated framing of labour governance and Equality@Work agendas increased stakeholder ownership and operational legitimacy.
Coherence	High	The project demonstrated strong internal and external coherence. The integrated ACTRAV–GEDI implementation model represented a major comparative advantage and strengthened alignment between labour rights programming, Equality@Work agendas, and broader ILO normative frameworks. Outcome 1 and Outcome 2 reinforced each other effectively.
Effectiveness	Moderately Satisfactory to Satisfactory	The project generated meaningful operational uptake, behavioural adaptation, and practical utilization of project-supported capacities and tools. Workplace-level interventions represented particularly strong contribution pathways. However, institutionalization and governance embedding remained uneven across countries and organizations.
Efficiency	Moderately Satisfactory	The project leveraged existing ACTRAV, GEDI, and tripartite structures effectively, contributing to comparatively strong operational delivery efficiency. However, coordination and adaptive management frequently depended on facilitation capacities and informal systems rather than fully institutionalized governance and RBM structures.

Sustainability	Moderate / Moderately Promising	Sustainability prospects remained uneven and highly ecosystem-dependent. The project strengthened enabling conditions for longer-term institutionalization; however, continuation frequently depended on institutional champions, continued accompaniment, and external coordination support. Governance embedding and formal procedural integration remained comparatively partial.
Impact Prospects	Emerging / Moderately Promising	The evaluation identified credible early signs of institutional and behavioural change, particularly in relation to Equality@Work normalization, workplace dialogue, GBVH awareness, and labour governance engagement. However, evidence of durable institutional transformation remained emerging and uneven across implementation contexts.

Interpretation of Ratings

The evaluation emphasizes that the project functioned most credibly as:

- a catalytic institutional strengthening intervention;
- a labour governance and Equality@Work integration platform;
- and an operational demonstration mechanism for workplace-level behavioural and procedural adaptation.

Across most implementation contexts:

- operational uptake exceeded governance embedding;
- behavioural adaptation outpaced institutionalization;
- and sustainability pathways remained conditioned by broader institutional ecosystem realities.

Accordingly, the ratings reflect:

- meaningful implementation performance and operational contribution;
- while also recognizing the transitional nature of many observed changes and the still-emerging character of institutional consolidation processes.

Overall Evaluative Judgement

Overall, the evaluation concludes that the project represented:

- a strategically relevant;
- operationally credible;
- and institutionally valuable intervention within the ILO's broader labour governance and Equality@Work portfolio.

The integrated ACTRAV–GEDI implementation architecture emerged as one of the project's strongest strategic and operational assets.

At the same time, the evaluation finds that:

- longer-term sustainability;
- governance embedding;
- and mature institutional transformation

will require:

- stronger institutionalization sequencing;
- differentiated country implementation pathways;
- more mature RBM and adaptive management systems;
- and sustained post-project consolidation mechanisms.

Annex XI - Findings → Conclusions → Recommendations Logic Chain

EQ	Criterion	Synthesized Key Finding	Strategic Conclusion	Linked Recommendation
R1 / R3	Relevance	The intervention responded to persistent labour governance, workers' representation, and workplace equality gaps across participating countries while remaining strongly aligned with ILO normative priorities and Decent Work agendas.	The project demonstrated strong strategic relevance as a catalytic labour governance and Equality@Work strengthening intervention operating across both normative and operational dimensions.	R1 — Adopt Differentiated and Phased Institutionalization Pathways
R3 / S1	Relevance / Sustainability	Operational ambitions and institutional transformation expectations frequently exceeded prevailing absorptive capacity, institutional readiness, and implementation time horizons.	Institutional ambition surpassed realistic consolidation conditions in several contexts, requiring more calibrated institutionalization sequencing and sustainability planning.	R1 — Adopt Differentiated and Phased Institutionalization Pathways
R2 / X1	Relevance / Cross-Cutting	Equality@Work agendas gained stronger legitimacy and stakeholder ownership when embedded within workers' rights, labour governance, and representational processes.	Integration of labour governance and Equality@Work agendas strengthened operational relevance, institutional receptivity, and organizational ownership.	R2 — Strengthen Institutional Integration Between ACTRAV and GEDI Programming
C1 / C2	Coherence	ACTRAV–GEDI collaboration strengthened strategic coherence and reduced fragmentation between labour rights engagement and workplace equality programming.	The integrated ACTRAV–GEDI implementation model constituted a major comparative institutional advantage of the intervention.	R2 — Strengthen Institutional Integration Between ACTRAV and GEDI Programming
C2 / X2	Coherence / Cross-Cutting	Structured regional learning, peer exchange, and comparative institutional reflection mechanisms remained comparatively underdeveloped.	Regional learning potential and comparative adaptation pathways were insufficiently institutionalized despite the project's regional architecture.	R7 — Strengthen Regional Institutional Learning and Peer Exchange Mechanisms
E1 / E3	Effectiveness	The project generated meaningful behavioural adaptation, operational utilization, and strengthened engagement with labour governance and Equality@Work processes.	The intervention functioned effectively as a catalytic institutional strengthening and operational demonstration mechanism.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
E3 / S1	Effectiveness / Sustainability	Operational uptake and behavioural adaptation consistently advanced more rapidly than formal procedural integration and organizational embedding.	Behavioural adaptation substantially outpaced institutionalization and governance consolidation across contexts.	R1 — Adopt Differentiated and Phased Institutionalization Pathways
E2 / E5	Effectiveness	Workplace-level operationalization generated some of the strongest evidence of practical uptake around	Workplace operationalization represented one of the intervention's	R6 — Consolidate and Selectively Expand

		GBVH, care systems, and gender-responsive workplace practices.	strongest and most credible contribution pathways.	Operationally Effective Workplace-Level Equality@Work Models
E4 / S2	Effectiveness / Sustainability	Post-training follow-through, institutional coaching, procedural reinforcement, and continuity systems remained uneven across countries and organizations.	Many implementation gains remained vulnerable to declining accompaniment, leadership turnover, and weak continuity systems.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
E4 / X2	Effectiveness / Cross-Cutting	Tripartite engagement strengthened implementation legitimacy, although employer participation and accountability mechanisms remained uneven in several contexts.	Procedural tripartism was generally stronger than substantive redistribution of governance responsibility and operational accountability.	R4 — Strengthen Incentive Structures and Accountability Mechanisms Supporting Substantive Tripartite Engagement
F1 / F2	Efficiency	The project leveraged existing ACTRAV, GEDI, tripartite, and ILO institutional structures effectively to support operational implementation across multiple countries.	Operational delivery efficiency was comparatively strong relative to project complexity, geographic scope, and institutional ambition.	R2 — Strengthen Institutional Integration Between ACTRAV and GEDI Programming
F2 / S1	Efficiency / Sustainability	Coordination and operational continuity frequently depended on facilitation capacity, interpersonal engagement, and motivated focal points rather than fully embedded systems.	Several operational efficiency gains remained personality-dependent rather than institutionally consolidated.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
F2 / X2	Efficiency / Cross-Cutting	Monitoring systems remained fragmented, activity-oriented, and weakly harmonized across thematic and country components.	Operational governance and RBM system maturity lagged behind the project's transformational ambitions.	R5 — Strengthen Results-Based Management, Adaptive Management, and Institutionalization Monitoring Systems
I1 / I2	Impact Prospects	The project contributed credibly to increased normalization of Equality@Work agendas within labour governance and workplace dialogue processes.	The intervention plausibly contributed to normative repositioning of workplace equality concerns within labour governance systems.	R6 — Consolidate and Selectively Expand Operationally Effective Workplace-Level Equality@Work Models
I1 / S1	Impact Prospects / Sustainability	Evidence of behavioural openness and operational experimentation was stronger than evidence of durable governance restructuring and systems-level integration.	Emerging impact trajectories remained operationally visible but institutionally fragile and unevenly consolidated.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
I2 / X1	Impact Prospects / Cross-Cutting	Disability inclusion and broader intersectional inclusion dimensions remained comparatively less operationalized than gender equality dimensions.	Equality and inclusion mainstreaming depth remained uneven across themes, systems, and implementation contexts.	R2 — Strengthen Institutional Integration Between ACTRAV and GEDI Programming

S1 / S2	Sustainability	Sustainability trajectories varied significantly according to institutional maturity, leadership continuity, absorptive capacity, and labour governance ecosystem functionality.	Sustainability remained conditional, context-dependent, and uneven across implementation environments.	R1 — Adopt Differentiated and Phased Institutionalization Pathways
S1 / X2	Sustainability / Cross-Cutting	Continuation frequently depended on ACTRAV accompaniment, donor support, and motivated institutional champions rather than autonomous continuity systems.	Autonomous organizational continuity and institutional self-reinforcement mechanisms remained comparatively weak.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
S2 / F2	Sustainability / Efficiency	Institutional learning systems, adaptive feedback loops, and sustainability-oriented implementation review mechanisms remained underdeveloped.	Weak adaptive governance and organizational learning systems constrained sustainability-oriented implementation management.	R5 — Strengthen Results-Based Management, Adaptive Management, and Institutionalization Monitoring Systems
X1 / X2	Cross-Cutting	Cross-country implementation trajectories diverged substantially according to labour governance maturity, institutional functionality, and organizational readiness.	Labour governance transformation pathways remained highly context-dependent rather than uniform across countries.	R1 — Adopt Differentiated and Phased Institutionalization Pathways
X2 / E5	Cross-Cutting / Effectiveness	Stakeholders consistently identified limited opportunities for structured comparative reflection, peer exchange, and institutional learning across countries.	Underdeveloped regional learning systems reduced adaptive implementation capacity and replication potential.	R7 — Strengthen Regional Institutional Learning and Peer Exchange Mechanisms
X1 / S1	Cross-Cutting / Sustainability	Operational experimentation and behavioural adaptation were stronger than procedural normalization and governance continuity.	The intervention generated stronger enabling conditions for institutional transformation than mature institutional transformation itself.	R3 — Strengthen Governance Embedding and Post-Intervention Consolidation Mechanisms
E3 / F2 / S1	Effectiveness / Efficiency / Sustainability	Activity-heavy monitoring systems limited systematic tracking of behavioural adaptation, institutionalization trajectories, and sustainability pathways.	Weak RBM architecture constrained implementation comparability, evidence quality, adaptive management, and sustainability analysis.	R5 — Strengthen Results-Based Management, Adaptive Management, and Institutionalization Monitoring Systems

Source: Evaluator synthesis based on triangulated findings, conclusions, lessons learned, emerging good practices, and recommendations.

Annex XII - Strategic Findings → Institutional Conclusions → Operational Recommendations Matrix

N.	Strategic Findings	Institutional Interpretation	Sustainability / Systems Implication	Recommendation Direction
1	Operational uptake and behavioural adaptation consistently progressed faster than governance embedding and organizational consolidation across most implementation contexts.	The intervention functioned more effectively as a catalytic institutional strengthening mechanism than as a fully consolidated institutional reform programme.	Sustainability remains vulnerable where operational practices are insufficiently embedded within organizational systems, procedures, and governance structures.	Strengthen phased institutionalization pathways, procedural embedding mechanisms, and governance-oriented consolidation approaches.
2	The integrated ACTRAV–GEDI implementation model increased operational legitimacy, strategic coherence, and stakeholder receptivity toward Equality@Work agendas.	Integration reduced fragmentation between labour governance, workers’ rights, and workplace equality programming.	Coordination gains remained partly dependent on facilitation, interpersonal collaboration, and active leadership engagement rather than fully institutionalized systems.	Institutionalize ACTRAV–GEDI coordination mechanisms, integrated implementation frameworks, and shared operational governance systems.
3	Workplace-level Equality@Work interventions generated some of the project’s strongest operational and behavioural results.	Workplace operationalization functioned as a practical institutional entry point for broader labour governance and social dialogue engagement.	Operational experimentation and pilot success alone do not guarantee durable organizational continuity or systems-level integration.	Consolidate and selectively scale workplace operational models while strengthening integration into bargaining systems, workplace governance structures, and organizational procedures.
4	Institutionalization trajectories varied significantly across countries, organizations, and labour governance environments.	Labour governance maturity, organizational absorptive capacity, and social dialogue functionality strongly shaped implementation outcomes and institutional consolidation prospects.	Uniform implementation assumptions reduced institutional realism, sustainability feasibility, and operational comparability across contexts.	Apply differentiated country implementation pathways calibrated to institutional readiness, governance maturity, and organizational absorption capacity.
5	Sustainability remained heavily dependent on accompaniment, facilitation support, and motivated institutional champions across several contexts.	Organizational continuity systems, institutional reinforcement mechanisms, and post-intervention consolidation pathways remained uneven and underdeveloped.	Gains remain vulnerable to leadership turnover, declining coordination, resource constraints, and withdrawal of external technical support.	Introduce structured sustainability planning, institutional coaching, post-intervention consolidation mechanisms, and continuity-oriented implementation sequencing.
6	Tripartite participation strengthened procedural engagement and implementation legitimacy more	Participation alone did not systematically translate into stronger bargaining leverage,	Tripartite continuity and governance integration remained fragile where accountability	Strengthen employer engagement incentives, accountability arrangements, bargaining

	consistently than substantive bargaining transformation or accountability redistribution.	governance accountability, or durable institutional ownership.	systems and operational incentives were weak.	integration mechanisms, and operational follow-through systems.
7	Monitoring and reporting systems remained heavily activity-oriented, fragmented, and unevenly harmonized across countries and thematic components.	Existing RBM systems were insufficiently mature to systematically track behavioural adaptation, procedural integration, institutionalization pathways, or sustainability trajectories.	Weak monitoring architecture constrained adaptive management, implementation comparability, institutional learning, and evidence-based recalibration.	Strengthen harmonized RBM architecture, sustainability-oriented monitoring systems, implementation governance, and institutionalization tracking frameworks.
8	Adaptive implementation and contextual recalibration occurred operationally but remained largely facilitation-driven and informal.	Learning and adjustment processes depended substantially on individual initiative and coordination capacity rather than institutionalized systems.	Weak institutional learning loops constrained strategic adaptation, organizational continuity, and sustainability-oriented implementation management.	Establish structured adaptive management systems, periodic implementation review mechanisms, and institutional learning feedback loops.
9	Cross-country peer exchange and comparative institutional learning mechanisms remained comparatively underdeveloped relative to the project's regional scope.	Regional implementation experience and operational innovation were insufficiently consolidated into systematic comparative learning architecture.	Limited peer learning and institutional exchange reduced replication potential, adaptive implementation capacity, and regional operational coherence.	Strengthen structured regional institutional learning systems, peer exchange mechanisms, and comparative knowledge-sharing platforms.
10	Equality@Work agendas achieved stronger legitimacy and organizational receptivity when linked directly to labour governance, workers' rights, and representational mandates.	Integration of GEDI agendas within labour governance systems strengthened institutional acceptance and operational relevance among workers' organizations.	Normative acceptance and behavioural openness remained stronger than formal procedural integration and durable governance embedding in several contexts.	Strengthen institutional integration and governance embedding of Equality@Work approaches within labour governance and representational systems.
11	Behavioural adaptation and operational experimentation were substantially more advanced than broader systemic transformation across most implementation environments.	The intervention established enabling conditions and institutional pathways for future transformation rather than fully consolidated structural reform.	Longer-term transformation trajectories remain incomplete and require sustained reinforcement, accompaniment, and institutional consolidation support.	Adopt phased transformation sequencing, realistic consolidation horizons, and sustainability-oriented institutional reinforcement approaches.
12	Operational systems maturity lagged behind the project's broader transformational ambitions and multi-country governance complexity.	Implementation architecture remained comparatively weaker than the project's thematic integration and strategic coherence.	Weak operational systems constrained institutionalization depth, implementation consistency, adaptive management, and sustainability	Strengthen implementation governance systems, country-level workplanning, operational accountability mechanisms, monitoring systems, and

			realism.	coordination structures.
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ANNEX XIII – Theory of Change Reconstruction and Institutional Interpretation Framework

Purpose of the Annex

This annex presents the evaluation's reconstructed interpretation of the project's Theory of Change and the institutional interpretation framework applied during analysis.

The annex serves four complementary purposes:

- to clarify how change was expected to occur across different institutional levels;
- to explain the sequencing logic underlying the project's intervention model;
- to distinguish between operational uptake and deeper institutional transformation;
- and to support interpretation of findings related to sustainability, institutionalization, and impact prospects.

The framework was developed during the evaluation based on:

- the approved Inception Report;
- project design documentation;
- stakeholder consultations;
- implementation evidence;
- and comparative institutional analysis across participating countries.

The framework also supported the evaluation's contribution-oriented analytical approach and strengthened interpretation of:

- behavioural adaptation;
- organizational utilization;
- governance embedding;
- institutionalization pathways;
- and sustainability trajectories.

A. Reconstructed Theory of Change

Original Strategic Logic of the Intervention

The project was designed around the assumption that strengthening workers' organizations' engagement with labour governance systems and Equality@Work agendas would contribute to:

- stronger labour rights protection;
- more inclusive workplace practices;
- improved social dialogue;
- and gradual institutional strengthening across participating countries.

The intervention combined two mutually reinforcing pathways:

Outcome 1

Strengthening engagement with:

- International Labour Standards (ILS);
- labour governance mechanisms;
- social dialogue processes;
- and workers' rights advocacy.

Outcome 2

Supporting national-, sectoral-, and workplace-level Equality@Work operationalization through:

- workplace interventions;
- GBVH-related engagement;
- care-related approaches;
- labour inspection strengthening;
- gender-responsive collective bargaining;
- engagement with gender-related international labour standards;
- institutional support mechanisms involving workers' and employers' organizations;
- and gender-responsive workplace dialogue and inclusion initiatives.

The integrated ACTRAV–GEDI model was expected to:

- reduce fragmentation between labour governance and workplace equality agendas;
- strengthen institutional legitimacy of Equality@Work programming;
- and increase practical operational uptake.

In Ethiopia and Malawi, this integrated approach combined workplace-level Equality@Work operationalization with broader institutional and labour governance support mechanisms linked to labour inspection systems, collective bargaining processes, and gender-related labour standards engagement.

B. Evaluation-Based Reconstruction of Change Dynamics

The evaluation found that the project's actual change dynamics evolved through a more gradual and differentiated institutional sequence than originally reflected in the formal results framework.

Evidence suggests that change most commonly progressed through the following stages:

Figure 5. Institutional Change Sequencing Framework



C. Interpretation of the Institutional Change Sequence

1. Awareness Raising

The project successfully increased:

- visibility of Equality@Work agendas;
- awareness of workplace equality issues;
- familiarity with labour governance approaches;
- and understanding of GBVH, inclusion, and gender-responsive practices.

Awareness gains were consistently observed across:

- workers' organizations;
- workplace actors;
- tripartite stakeholders;
- and participating institutions.

However, the evaluation found that awareness alone was insufficient to generate durable institutional transformation.

2. Behavioural Adaptation

The evaluation identified stronger evidence of behavioural adaptation than of formal institutionalization.

Stakeholders demonstrated:

- greater openness toward Equality@Work engagement;
- increased willingness to discuss workplace equality issues;

- stronger engagement in labour governance dialogue;
- and evolving attitudes regarding gender-responsive workplace practices.

Behavioural adaptation frequently represented the first credible signal of project contribution.

This stage was particularly visible in:

- workplace dialogue;
- advocacy engagement;
- organizational discussions;
- and social dialogue participation.

3. Operational Uptake

Operational uptake emerged as one of the strongest dimensions of project performance.

Project-supported approaches were actively utilized in:

- workplace-level interventions;
- labour rights advocacy;
- collective bargaining engagement;
- labour inspection-related processes;
- awareness initiatives;
- institutional support mechanisms;
- and Equality@Work operational activities.

The evaluation found that:

- operational utilization consistently exceeded formal governance embedding;
- and practical application often progressed more rapidly than institutional consolidation.

This distinction became a central analytical finding of the evaluation.

4. Procedural Embedding

Evidence of procedural embedding remained uneven across contexts.

Some organizations demonstrated:

- emerging integration of Equality@Work and gender-responsive labour governance issues into dialogue processes;
- increased inclusion of workplace equality concerns in organizational activities;
- and more structured engagement with labour governance mechanisms.

However, procedural embedding often remained:

- personality-driven;

- facilitation-dependent;
- or linked to motivated institutional champions.

Formalized governance procedures and systematic organizational integration remained comparatively less developed.

5. Institutionalization

The evaluation found limited but emerging evidence of institutionalization.

Institutionalization refers to situations where:

- practical demonstration platform for Equality@Work operationalization and gender-responsive labour governance strengthening;
- procedures continue autonomously;
- accountability systems exist;
- and continuity no longer depends primarily on external facilitation.

Across most participating countries:

- institutionalization remained partial;
- uneven;
- and highly ecosystem-dependent.

Institutionalization trajectories were strongly influenced by:

- labour governance maturity;
- organizational absorptive capacity;
- social dialogue functionality;
- leadership continuity;
- and broader political economy conditions.

6. Sustainability

The evaluation concluded that sustainability pathways remain emerging rather than fully secured.

Sustainability prospects were strongest where:

- operational practices became linked to ongoing institutional mandates;
- dialogue systems remained active;
- and organizations demonstrated internal ownership.

However, sustainability frequently remained dependent on:

- continued accompaniment;
- institutional champions;
- active facilitation;

- and external coordination support.

Autonomous governance embedding remained comparatively limited in several contexts.

D. Behavioural Adaptation versus Institutionalization

A central analytical distinction emerging from the evaluation concerned the difference between:

- behavioural adaptation;
- and institutionalization.

Table 9. Behavioural Adaptation versus Institutionalization

Dimension	Behavioural Adaptation	Institutionalization
Nature of Change	Changes in attitudes, practices, engagement, or operational behaviour	Formal embedding within organizational systems and governance structures
Typical Evidence	Increased dialogue, operational application, procedural experimentation	Policies, procedures, budgets, accountability systems, formal mandates
Sustainability	Often dependent on individuals or facilitation	More autonomous and system-based
Time Horizon	Can emerge relatively quickly	Typically requires longer-term consolidation
Observed Evaluation Pattern	Strong and widespread	Emerging and uneven

E. Catalytic Institutional Strengthening Model

The evaluation concludes that the project functioned most credibly as:

- a catalytic institutional strengthening intervention;
- a labour governance legitimacy mechanism;
- and a practical demonstration platform for Equality@Work operationalization.

The intervention was less effective as:

- a mature institutional transformation programme;
- or a deeply embedded governance restructuring mechanism within the available implementation timeframe.

This distinction is important for interpreting:

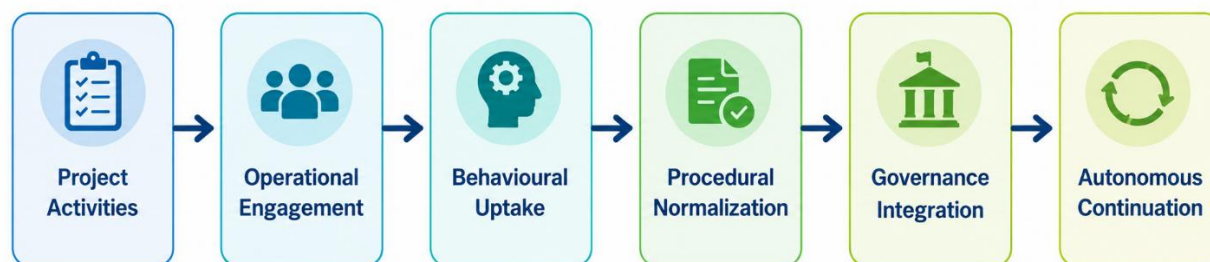
- sustainability prospects;
- contribution pathways;
- and realistic expectations regarding long-term impact.

F. Governance Embedding Framework

The evaluation additionally applied a governance embedding lens to assess whether project-supported practices became integrated into:

- institutional systems;
- accountability structures;
- organizational mandates;
- and labour governance routines.

Figure 6. Governance Embedding Framework



G. Strategic Interpretation Emerging from the Evaluation

The evaluation's institutional interpretation framework suggests five broader strategic insights:

1. Operational uptake can occur without full institutionalization

Organizations may actively apply project-supported approaches even where governance embedding remains incomplete.

2. Institutional transformation requires longer sequencing

Behavioural adaptation typically precedes governance embedding and often evolves unevenly across ecosystems.

3. Ecosystem maturity matters significantly

Country trajectories diverged according to:

- labour governance maturity;
- institutional functionality;
- and absorptive capacity.

4. Sustainability depends on governance embedding

Operational continuation alone does not guarantee durable institutional sustainability.

5. Integrated labour governance and Equality@Work programming strengthens legitimacy

The ACTRAV–GEDI model represented a major comparative advantage by positioning workplace equality within broader labour governance systems.

H. Implications for Future Programming

The evaluation concludes that future programming would benefit from:

- differentiated country implementation pathways;
- stronger institutionalization sequencing;
- governance embedding strategies;
- longer-term accompaniment mechanisms;
- more mature RBM and institutionalization tracking systems;
- and structured regional learning and adaptive management mechanisms.

Future interventions should also distinguish more explicitly between:

- operational delivery;
- behavioural adaptation;
- procedural embedding;
- and mature institutional transformation.

This would improve:

- implementation realism;
- sustainability planning;
- adaptive management;
- and evaluability of institutional strengthening interventions.

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