



# Evaluation Summary



International  
Labour  
Office

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Office

## *Making Decent Work a Reality for Domestic Workers Swedish funding towards Outcome 5*

### Quick Facts

**Countries:** *Zambia, The Philippines, Paraguay, India, Tanzania (Cape Verde and Botswana)*

**Final Evaluation:** 11.7.2014

**Mode of Evaluation:** Independent

**ILO Office Administrative and Technical backstopping:** INWORK

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**Project End:** March 2014

**Project Code:** GLO/11/54/SID

**Donor & Project Budget:** *Sweden \$1,178,658*

**Keywords:** Domestic work; informal workers; contract workers; working conditions; minimum wages, social protection, ILO Convention 189

### Background & Context

#### **Summary of the project purpose, logic and structure**

Funding through the Government of Sweden (Sida) towards Outcome 5 allowed ILO to provide technical support for follow-up actions in relation to C189 along the lines of the *Resolution concerning efforts to make decent work a reality for domestic workers worldwide* adopted by the International Labour Conference in June 2011. Funding facilitated project staff to operationally explore ways in

which national governments could implement and enforce measures to make decent work a reality for domestic workers in line with Outcome 5 measurement criteria.

The central focus of this funding was on (i) a set of activities in five countries (Paraguay, India, Zambia, Tanzania and The Philippines) and (ii) the provision of what are called 'Global Products' to expedite action for domestic workers. Sweden specified a 75/25 funding ratio between headquarters and field. The countries were chosen based on whether domestic work featured in their Country Programme Outcomes (CPOs) for decent work. The actual initiatives in each country were designed around the measurement criteria in the ILO results based framework (under Outcome 5 Indicators 5.1 and 5.2), which is a good practice. Sida funds were also used to assist constituents in Cape Verde and Botswana on minimum wage policy for vulnerable workers including domestic workers. Global products concerned the production of a new knowledge base and policy tools.

#### **Present Situation of the Project**

The project activities are completed, with a number of follow up activities underway in the various countries. Indeed most countries are sustaining activities and initiatives in their Country Programme Outcomes for 2014-2015.

#### **Purpose, scope & evaluation clients**

The purpose of this final evaluation is to assess the relevance, effectiveness, efficiency, coherence, impact and sustainability of ILO's actions taken under the Sida funds. The methodological approach focused on the outputs of the different initiatives and tried to determine how the outputs contributed to the measurement criteria under ILO Outcome 5 indicators, what has worked and what has not worked. The Evaluator obtained information about the performance of ILO headquarters staff, ILO field staff offices and constituents against progress in making decent work a reality for domestic workers. She examined factors that affected ILO's staff and their constituents' performance positively or negatively. Sida, ILO Outcome 5 Coordinators and ILO staff are the main clients of the evaluation (improve their future programmes).

### **Methodology of evaluation**

The methodological approach in the evaluation focused on how Swedish funds contributed overall to Outcome 5 and contributed to Indicators 5.1 and 5.2. Evidence came through a document review, interviews and questionnaire responses from ILO and constituents, about 118 individuals responded in total (about 12-14 domestic workers). Two countries were visited, Zambia and the Philippines. By virtue of not having face-to-face interviews in the other 3 countries, a less thorough analysis of Paraguay, India and Tanzania took place. Strong efforts were made to interview domestic workers themselves in countries visited, and interview organizations that represent domestic workers in countries not visited.

### **Main Findings & Conclusions**

The resources from Sida were highly appreciated, necessary, effective and produced results. Activities could not have been initiated without these resources. The Chief Technical Advisor very closely monitored Sida-funded Outcome 5 activities from Geneva, and provided timely advice and monitoring visits. A

good monitoring system was in place, which allowed for any issues or likely challenges to be addressed early.

Highlights of achievements include the Ratification of C189 in the Philippines and Paraguay. The *Sexual Harassment of Women at the Workplace Act* in India included domestic workers. A national plan of action to make decent work a reality for domestic workers has been developed by tripartite partners in Tanzania. The Domestic Labour Act is being rolled out and enforced in the Philippines. With the exception of employers organizations in India, tripartite constituents in all countries of focus implemented information dissemination and awareness raising campaigns on improving working conditions with respect to domestic work, the results of which are difficult to determine. Notably in Paraguay results with respect to an increased number of domestic workers registered for social security following an awareness campaign, were documented.

The effectiveness of training strategies for improving working conditions for domestic workers are much less clearly measurable, although a number of workshops took place for trade unions and government officials in India, Zambia, and the Philippines. Many ILO staff and constituents thought gender issues were addressed because the focus was on women workers. This is in contrast to the project focusing on a deeper analysis of inequalities in the gender division of labour, although some individuals and trade unions focused on gender inequalities.

In terms of 'Global Product', ILO had produced the first reliable global and regional estimates of the number of domestic workers and the extent of their legal protection. The ILO organized seven regional tripartite knowledge-sharing forums on domestic work using regular budget funds along with Sida resources. Global products to which Sida funds contributed (along with ILO Regular Budget) included research on domestic work and

minimum wage impact; the development of a primary research methodology to present a profile of domestic workers and their employers and minimum wage 'before and after' impact assessment in Cape Verde. A policy resources package on the domestic work sector included resources on extending legal protection to domestic workers; limiting and regulating working hours; minimum wage fixing; and enforcement, compliance and labour inspection. A more thorough dissemination strategy for these products must now be rolled out.

Most stakeholders questioned during the course of this evaluation reported that ILO project outputs and products (to the extent they are known) were very effective in moving forward with decent work for domestic workers (and hence Country Programme Outcomes). For example funds from Sida and ILO technical support to the tripartite Technical Working Group on Domestic Workers in the Philippines was very effective in supporting the ratification of Convention 189 and devising the required *Implementing Rules and Regulations* for the *Domestic Workers Act*.

All countries have follow-up CPOs to sustain achievements. A key problem for sustaining achievements is commitment from ILO staff when a key ILO resource person is no longer responsible in-country or there is not a dedicated project on domestic workers. ILO programming frameworks only allow for a small number of projects to get funded for short periods. Without designated funding, initiatives that focus on Domestic Workers, who are only one category of informal workers, must compete with the many other outcomes and employment related issues in a particular ILO country office. Sustaining a focus on domestic workers depends on commitment from country office directors and the ability to see linkages across other employment related areas.

**Conclusions** -The work throughout the project reinforced the fact that the mechanisms and

process involved in initiating and developing information products matters for ownership and use. It is important to ensure tripartite partners are involved in planning, monitoring and validating research and other information products. Because reactions in country to minimum wages for domestic workers were mixed, with much confusion about appropriate rates for live-in domestic workers and affordability of those hiring them, impact studies are required to clarify affordability for different categories of earners. Introducing rights for domestic workers requires a lot of 'mind changes' amongst tripartite representatives who are also employers of domestic workers themselves. Some countries may be ready for a stronger focus on gender inequalities in the domestic work sector, rather than the current focus on women's workers' rights. However giving voice to this group of 'invisible' women is a valid initial strategy in other countries.

Policy related support may require more flexibility (and regular funding) than technical cooperation allows, particularly when it is a relative new 'sector of focus' such as domestic work, which does not yet have a tried and testing methodology. Results based management can often seem very stringent from a country office perspective. Political support is important for the adoption of legislation or national plans of action, but does not always fit neatly into results oriented reporting boxes. Sometimes initiatives chosen at the country level are important for political support - the policy process is certainly not linear and cannot always fit into an iterative design. A key element for success is experienced, dedicated, astute and technical competent ILO staff that can provide timely inputs.

The evaluation concludes that much has been done effectively and efficiently with the Sida funds, yet much remains to be done in the countries of focus and other countries to ensure

this new Convention receives the respect it deserves and the plight of domestic workers improves. Demonstrating effective implementation in a number of countries is timely and useful for other countries.

## Recommendations & Lessons Learned

### Main recommendations

When documenting national policy processes it may be useful to stress the non-linear aspects. To implement draft national policies forward for domestic workers, more consultation and discussion is still required at various levels. There should be a focus on other ministerial departments beyond the ministry of labour to ensure smooth implementation and cross-governmental collaboration, particularly for communicating down the line, and drafting new legislation or policy. Attention to the details of implementation of legislation is essential to avoid pitfalls. ILO should improve its measurement of how ILO actually informs or influences policy.

Continue to encourage all domestic workers to be registered with employment contracts. For wider information dissemination definitions of domestic workers must be made very explicit in all ILO documentation on employment policies or labour laws. Further sensitization campaigns on the rights of domestic workers are required, reminding trade unions of their obligation to these informal workers. ILO should develop policy briefs on effective strategies for organizing employers of domestic workers and organizing domestic workers themselves.

Some type of research support and quality review framework is required for ILO funded research (e.g. an independent peer process). More efforts are required to ensure that research actually feeds into policy processes (timing, translating research results into readable policy formats, ensuring the quality of the research is respected by the policy level etc.). Evidence regarding whether skills

training for domestic workers actually raises their wages or improves their working conditions must be documented. Skills training curricula for domestic workers should include rights issues and more tripartite discussion should take place on support to wages issues.

ILO should continue to deploy staff and consultants that have considerable experience of working on the domestic workers sector so that institutional knowledge is not lost. A long term funding perspective with regard to decent work for domestic workers is required so that activities can be planned and technical inputs provided. A mobile policy advisory unit on domestic workers could be formed.

### Lessons learned

Many levels of expertise are necessary to implement the decent work strategy for domestic workers, and it cannot be effectively steered unless ownership is given to others. Considerable efforts must be made to ensure domestic workers themselves have a 'voice' in trade unions with official tripartite negotiations.

Political dimensions and political leadership are important for sustaining action to improve the working conditions of domestic workers. In-depth and detailed knowledge of the policy process is essential for national work around domestic workers (and workers' rights generally). More emphasis could be placed on these aspects. Having experts at hand at all times to provide quick answers to political and technical questions is essential whilst national legislation is being formulated. Solid monitoring (e.g. from Geneva and from the NPCs in the Philippines, and ILO staff in Paraguay) worked to provide timely advice. For implementation of measures to improve the working conditions for domestic workers, precise attention to detail with regard to implementation provisions of a new law is essential. Beyond the ministry of labour, working with other ministries is important for ILO.