



Evaluation Summary



International
Labour
Office

Evaluation
Office

Outcome 5 – Thematic Funding for 2014 - 2015

Final evaluation

Quick Facts

Countries:	<i>Cabo Verde, Costa Rica, El Salvador, United Republic of Tanzania, Zambia</i>
Final Evaluation:	<i>March 2016</i>
Evaluation Mode:	<i>Independent</i>
Administrative Office:	<i>INWORK</i>
Technical Office:	<i>INWORK</i>
Evaluation Manager:	<i>Rasha Tabbara</i>
Evaluation Consultant(s):	<i>Julian Walker and Saranel Benjamin, University College London</i>
Project Code:	<i>GLO/14/67/SID</i>
Donor(s) & Budget:	<i>SIDA (US\$ 2,493,484)</i>
Keywords:	<i>Domestic workers; Minimum wage; precarious employment; Vulnerable groups; Gender</i>

Background & Context

Summary of the project purpose, logic and structure

The evaluated project was funded through an Outcome Based Funding partnership agreement with Sweden (SIDA). It built directly a previous SIDA project (2012-2013) which focused on “Making Decent Work

a Reality for Domestic Workers”. The evaluated project broadened this focus from working exclusively on domestic workers’ rights (in line with the P&B Outcome 5, Indicators 5.1), to also working on the promotion of minimum wage policy for workers who are vulnerable or in precarious conditions of employment (including domestic workers), in line with P&B Outcome 5, Indicator 5.2.

The project addressed Outcome 5 through five CPOs, three focused on domestic workers, in line indicator 5.1 (in El Salvador, Tanzania and Zambia) and two focused on minimum wages in line with indicator 5.2 (in Cabo Verde and Costa Rica) as well as a set of Global Products focused on domestic workers’ rights in relation to Wages; Working Time, Assessment methodologies; Extension of social security to domestic workers, and; Protection of migrant domestic workers.

The main strategies employed by the project were to improve working conditions for domestic workers and low wage workers through:

- Progressive **policy** development and ratification of their labour rights;
- Building the **commitment, capacity** and **cooperation** of **constituents organizations** working on their rights;
- Increasing the **knowledge base** and know-how on work with domestic workers and other vulnerable groups of workers;
- Changing **social norms** and public attitudes about the rights of vulnerable workers.

The overall management of the project was conducted by a team of two members of staff from the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK) of the Conditions of Work and Equality Department (WORKQUALITY).

Staff from a range of different ILO departments and branches contributed to the development of global products. The five CPOs were managed differently according to their particular contexts and the institutional presence of the ILO in each country (Cabo Verde was managed by a team of wages experts from INWORK at ILO HQ in Geneva; Costa Rica was managed by core ILO staff in the regional office; El Salvador was led by the Gender Expert in the regional office in Costa Rica and coordinated by a national consultant; Tanzania was led by a number of core ILO staff in the country office and progressively handed over to the UNDAP; the Zambia CPO was managed through the ILO office in Lusaka, coordinated by a national consultant).

Present Situation of the Project

The project was completed in December 2015. However a number of project activities (for example support to the current ratification processes for C189 in El Salvador and Zambia) continue to be supported through on-going CPOs and regular budget activities.

Purpose, scope and clients of the evaluation

This evaluation was designed, overall, to assess the project in terms of its contribution to strengthening decision-making processes and supporting constituents in the promotion of decent work and social justice. The evaluation also examined contributions to the ILO's internal learning processes. It was undertaken in accordance with the ILO's Evaluation Policy, and complied with UN and OECD/DAC norms and standards, and ethical safeguards were followed. The key audience of the evaluation were: ILO as executor of the project; Project management and staff, and; Sweden as project donor.

Methodology of evaluation

The conceptual framework of this evaluation drew on the OECD Results-Based Management Framework. Accordingly, it assessed the *relevance, effectiveness, efficiency, impact* and *sustainability* of the ILO approach to this project. In addition to the OECD criteria, the framework specified in the TORs also encompassed the project's *coherence* with wider ILO strategies and activities, as well as the project's contribution to the promotion of *gender equality* in the work of the ILO and its constituents as an area of cross cutting concern, in line with the ILO Policy on Gender Equality and Mainstreaming.

The evaluation was conducted through:

- a desk review of relevant project documents, and literature;
- briefings at ILO Geneva, and subsequent correspondence with staff via e-mail and phone;
- field visits to Costa Rica and Zambia, which included meetings with project staff, ILO constituents and project beneficiaries;
- phone/skype interviews with project staff from the countries not addressed through field visits
- a questionnaire survey for the ILO staff directly involved in the project.

Main Findings & Conclusions

The evaluation found that project was strategically **relevant** in relation to the ILO Outcome (5) that it supported and was also **coherent** with the wider ILO P&B strategy, with strong linkages to other outcomes in the current ILO strategy (notably Outcomes 1,7,9,10,11,12,17 and 18) as well as a clear continuity in outcome 6 of the new P&B.

The project, which was highly demand-led, was also relevant to the needs of its key target groups (domestic workers and workers vulnerable to low wages), building, in particular, on existing work and campaigns of state partners and worker's organizations (although at times this was more of a difficult task in relation to employers). However, an emphasis on protection of domestic workers from violence is one

target group priority which could be further addressed (and, in terms of strategic coherence, this could be better linked to the P&B Outcome 6 on OSH).

In terms of the **efficiency** of project delivery, with some small exceptions, it has been delivered as envisaged in the project strategy. Where changes have been made, this has generally been a strategic response to changes in the project context and resources have been reallocated accordingly. In addition the project has done a good job of using SIDA resources to lever core staff work funded by RB, and to link to other matching sources of funding.

It was highlighted that flexibility in changing outputs and reallocating funds as relevant was made possible in part by Outcome Based Funding modality used by SIDA, which was appreciated. However the less detailed reporting requirements by the donor associated with Outcome-Based Funding did also mean that reporting against the log frame indicators has not been systematically compiled at the country level, which could present problem for institutional memory.

The project has contributed to a significant range of **impacts**, though staff participating in the evaluation highlighted that there is a need for realistic expectations about these impacts, given the 2 years project length, which is a very short period to achieve large scale institutional change. Key impacts have included:

- Increased political commitment to domestic workers' rights/ minimum wages (through with some challenges in bringing employers' organizations, in particular, on board);
- Public awareness and attitude change, around domestic work and minimum wages;
- Creation of spaces for dialogue between ILO constituents on DW rights/ minimum wages
- Capacity building of key organizations , in particular state technical bodies working on minimum wages, and domestic workers' unions
- Knowledge development and research, including the development and dissemination of global products;

- Progress towards ratification/ implementation of relevant ILO labour standards, in particular C189, which looks set to ratified in El Salvador and Zambia in the short term

These impacts appear to have been **effective** in contributing to the objectives of Outcome 5 of the ILO strategy in a number of ways, and the project experience has generated a number of lessons.

Firstly, key approach of the project has been to link policy development with attitude change, which has been of particular significance in the context of high levels of informality. Thus, in addition to a focus on formal policy compliance, the project has worked to use policy products (such public information on minimum wages, COCs and standard contracts) as a means to change social norms and promote societal self-regulation of employment relationships, as well as building awareness of and claims by domestic workers' organizations.

Another crucial approach of the project has been to very effectively use research, tools and knowledge to bring a 'technical' element to essentially political debates, which has created a legitimacy for ILO inputs and a common ground on which otherwise opposed tripartite organizations are able to discuss and negotiate.

Finally, the project has contributed very well to the effectiveness of the ILO as an institution by promoting both intra-institutional learning (in particular on issues related to **gender equality** and precarious employment), and the success of building commitment to domestic worker and low wage worker's rights across the institution.

In terms of **sustainability**, the ILO's interventions on domestic workers and minimum wages seem set to be sustained at the global scale. However, some specific further support may be needed to ensure that (at the country level) the institutions and processes that the project worked with are able to increasingly develop organizational and financial independence.

Recommendations

The first set of recommendations relate to strategic learning in the five following areas:

1. *Working with Employers.* Future country level actions should include research components to better understand the motivations (and points of resistance) of employers, as well as documenting good practices for engaging with employers. This knowledge base should also be used for the development of global tools on working with employers of domestic workers.

2. *Learning for new ILO Outcome 6.* The project has generated learning on how to extend labour protection into flexible and atypical forms, and areas, of employment which could be used to generate learning on new strategies to 'formalise' and extend labour protection. The ILO should put in place processes to systemize this learning (workshops, knowledge products).

3. *Using policy instruments to address social norms.* One lessons learnt by the project has been the scope to use policy instruments as a mechanisms for addressing social norms, as well as for labour enforcement and compliance. Testing whether this works in practice to realize the rights of domestic and low wage workers requires research (impact assessment) to be undertaken.

4. *Effective Mainstreaming Strategies.* The mainstreaming strategy employed by this project has been particularly effective. This learning should be document/ systematized to contribute to the wider gender and diversity mainstreaming strategy of the ILO.

5. *Domestic Workers and Violence.* The evaluation suggested a need for a more explicit focus on policy development to address the C189 focus on protection from violence and abuse. This could be addressed through increased work with the ILO OSH branch, and could be further highlighted in relevant ILO events (e.g. the Women at Work Centenary Initiative, and the International Labour Conference in 2018).

A second set of recommendations relates to project management and sustainability considerations:

6. *Elaborating projects' theories of change.* Future project documents should explicitly outline the projects' theories of change, clarifying how it is expected that project activities and impacts will lead to the overarching project objectives, recognizing the projects' contexts.

7. *Monitoring mechanisms.* Even where Outcome Based Funding does not require detailed reporting to donors on logframe indicators, this should nonetheless be systematically undertaken to support institutional learning and institutional memory.

8. *Communication and sharing.* The project has generated a great deal of learning. The ILO should therefore explore the space for a learning event to bring together the different staff who have worked on the project to maximize the horizontal learning generated by the project.

9. *Sustainability.* Some of the in-country organizations created or supported by the project are not yet in the position to function as independent and sustainable bodies. ILO country offices should seek further areas of funding to continue supporting these organizations in the short to medium term, as well as mechanisms to ensure continued human resources to support ongoing activities initiated through the project.