



International
Labour
Organization



Setting
Adequate
Wages

Mid-term evaluation Setting Adequate Wages Project

Final report

Evaluator: Michel Grégoire

Evaluation Manager: Elva López Mourelo

INWORK/WORKQUALITY DEPARTMENT

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► Executive summary

Summary of the project purpose, logic and structure

The Setting Adequate Wages (SAW) project seeks to support wage-setting mechanisms – including minimum wages and collective bargaining – in making stronger use of data and evidence on the needs of workers and their families and economic factors. The project also contributes to identifying national factors and conditions that enable wage increases at the macro-level, and supports measures to raise productivity in selected supply chains. Finally, the project contributes to raising awareness on living wages, provides technical assistance to constituents in this regard, and engages with existing living wage initiatives to promote alignment with ILO living wage principles.

Purpose, scope and clients of the evaluation

In the first quarter of 2025, the SAW project underwent an internal mid-term evaluation as per ILO policies and a donor agreement. The evaluation aimed to assess the project's progress and performance, ensuring it aligns with its intended outcomes. It focused on evaluating the project's progress against its objectives, determining whether the current strategy is effective, offering recommendations for improvement, and identifying good practices to contribute to the ILO's learning and knowledge development.

This mid-term evaluation reviews the progress of the SAW project in Costa Rica, Côte d'Ivoire, India and Viet Nam, as well as its global activities, covering the period from November 2022 to March 2025. It evaluates the project's performance based on ILO criteria: namely, relevance, validity, effectiveness, efficiency, impact and sustainability. Therefore, the evaluation assesses whether the project meets development goals, delivers practical outcomes, achieves its objectives, uses resources effectively, produces positive changes and ensures long-term benefits beyond donor funding.

The evaluation clients include the Dutch Ministry of Foreign Trade and Development, Ministries of Labour, employers' and workers' organizations, the SAW project team, ILO officials, private sector representatives, international development partners and other project partners.

Methodology of evaluation

The evaluation methodology used a combination of qualitative assessments and case studies to assess the SAW project's progress, outcomes and impact. Data was gathered through two main channels: (i) a document review process that involved reviewing project documents such as country work plans, monitoring and evaluation (M&E) plans, and annual reports; and (ii) individual structured interviews with stakeholders to gather perceptions on the project's progress, challenges and successes.

To ensure credibility, several evaluation tools were employed, including a data collection worksheet aligned with ILO evaluation criteria, a stakeholder interview matrix to guide interviews, a self-assessment questionnaire to collect both qualitative and quantitative data, and a SWOT analysis exercise for staff to evaluate strengths, weaknesses, opportunities, and threats.

The evaluation followed a participatory approach, ensuring the involvement of government officials, social partners and stakeholders, which helped strengthen the credibility and acceptance of the

findings. Two workshops¹ were held to present the initial findings to stakeholders and incorporate their feedback into the final evaluation report. This inclusive process was aimed at enhancing ownership of the conclusions so as to better ensure effective implementation of the recommendations.

Main findings

The mid-term evaluation of the SAW project presents several key findings across the main evaluation criteria.

Relevance and validity: The SAW project is well-aligned with national wage policy strategies and addresses significant challenges in wage setting. Its focus on improving minimum wage systems and collective bargaining is in line with the needs of the targeted countries. The project's strategy also aligns effectively with the 2024 ILO agreement on living wages, demonstrating its relevance. Gender issues are incorporated into the project design, particularly by focusing on low-paid sectors where women are overrepresented. However, there is a need to include more gender-disaggregated data in the monitoring framework. The project's logical framework is appropriate, but it is recommended to introduce additional qualitative indicators to better capture qualitative impacts and the broader societal effects of the project.

Effectiveness: The SAW project has made significant progress in strengthening wage-setting mechanisms and enhancing understanding of living wages, contributing to various policy initiatives in the target countries. These efforts have created a solid foundation for future wage policy negotiations. While political commitment remains strong in the countries involved, the changes promoted by the project will require more time to fully implement. To support this, further capacity development at the policy delivery level is recommended to ensure effective implementation of wage policies.

Efficiency: The project management is functioning well, with clear reporting lines and strong coordination with stakeholders, including government bodies and social partners. The project's results framework is appropriately utilized for tracking progress, although reporting could benefit from more comparative analysis between progress and national dynamics. Additionally, synergies with other ILO projects, such as the SAW-A project, have enhanced the project's impact. More efforts could be made to raise public awareness of wage policies, which would further engage stakeholders and ensure broader impact.

Impact and sustainability: The SAW project's risk management framework is adequate, though some country-specific risks, such as potential wage adjustments in India or challenges in finding qualified consultants in Côte d'Ivoire, need further attention. Stakeholder ownership of the project's outcomes is strong, and the changes to wage-setting processes are likely to be sustainable. Political will remains high in the target countries, ensuring continued attention to wage issues. However, the long-term sustainability of the project's outcomes depends on ongoing political commitment. Pilot projects are proving valuable in generating lessons that could inform future initiatives, offering a potential pathway for sustained impact.

¹ Due to time zone disparities, it was not practicable to hold a single workshop with all project stakeholders; so one workshop was conducted with the stakeholders from Côte d'Ivoire, India and Viet Nam on 25 March 2025, and a second workshop was held later the same day with the stakeholders from Costa Rica.

Recommendations

- ▶ **Recommendation 1: Prioritize key activities focused on training for selected companies, research and advocacy.**
- ▶ **Recommendation 2: Organize capacity-building activities for effective wage policy implementation.**
- ▶ **Recommendation 3: Deepen dialogue and integrate the concept of a living wage into national wage-setting processes following ILO principles.**
- ▶ **Recommendation 4: Foster South–South dialogue and internal knowledge sharing within the ILO.**
- ▶ **Recommendation 5: Enhance project monitoring and knowledge exchange through regular missions.**
- ▶ **Recommendation 6: Promote synergies with international organizations to advance wage policies.**
- ▶ **Recommendation 7: Mobilize resources to consolidate achievements.**

Emerging good practices

The evaluation highlights several emerging good practices from the SAW project's implementation across the four pilot countries. In Costa Rica, a public [minimum wage dashboard](#) enhances transparency and evidence-based social dialogue. In Côte d'Ivoire, the project is strengthening wage-setting mechanisms through a data-driven framework that supports informed decision-making. In India, the project is integrating ILO standards into minimum wage systems, improving wage setting across four states. In Viet Nam, SAW has contributed to strengthening tripartite dialogue and embedding data-driven decision-making in wage-setting processes.

► Acronyms and abbreviations

CO	Country Office
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Technical Support Team
EVAL	Evaluation Office, ILO-HQ/Geneva
INWORK	Inclusive Labour Markets, Wages and Working Conditions Branch
M&E	monitoring and evaluation
NPC	National Project Coordinator
NWC	National Wage Council (Viet Nam)
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and Budget (ILO)
PRODOC	Project Document
SAW	Setting Adequate Wages
SDG	Sustainable Development Goal
SWOT	strengths, weaknesses, opportunities and threats
UNDAF	United Nations Development Assistance Framework

► Introduction

In line with ILO policies and the donor agreement, an internal mid-term evaluation of the Setting Adequate Wages (SAW) project (GLO/22/08/NLD) was conducted in early 2025. This report outlines the findings from the evaluation, beginning with an overview of the SAW project, its expected outcomes and its Theory of Change. It then details the evaluation's purpose, scope, questions and methodology. The subsequent sections present the evaluation findings based on established criteria, followed by conclusions, emerging good practices and recommendations.

► Project background

Context

Millions of workers across the world continue to earn very low wages, forcing them to live in poverty. Close to 241 million workers live in extreme poverty, and more than 423 million workers live in moderate poverty. In this particular context, minimum wages – either statutory or negotiated – are fundamental to address the issue of low pay. However, according to the *ILO Global Wage Report 2020/21*, 57 million wage earners live in countries without a minimum wage, and 266 million wage earners around the world earn less than existing minimum wages.² Decent wages are central to economic and social development and essential in reducing poverty and inequality, as well as in ensuring a decent and dignified life and advancing social justice.

Objective

The SAW project seeks to support wage-setting mechanisms – including minimum wages and collective bargaining – in making stronger use of data and evidence on the needs of workers and their families and economic factors. The project also contributes to identifying national factors and conditions that enable wage increases at the macro-level and supports measures to raise productivity in selected supply chains. Finally, the project contributes to raising awareness on living wages, provides technical assistance to constituents in this regard, and engages with existing living wage initiatives to promote alignment with ILO living wage principles.

Expected outcomes and Theory of Change

In order to achieve this objective, the SAW project includes the following three pillars and their intended outcomes:

- 1. Pillar 1. Support wage-setting mechanisms:** Through this component, the SAW project aims at making a stronger use of data and indicators in the determination of adequate wages in existing wage-setting mechanisms.

² ILO, *Global Wage Report 2020–21: Wages and Minimum Wages in the Time of COVID-19*, 2020.

2. **Pillar 2. Enable wage growth:** This area aims to identifying macroeconomic factors and conditions that enable wage growth and to support enterprises and social partners in selected supply chains to raise productivity and pay higher wages.
3. **Pillar 3. Engage with living wage initiatives:** This pillar of the SAW project seeks to raise awareness on living wages, provide technical assistance to constituents and engage with existing living wage initiatives to promote alignment with ILO living wage principles.

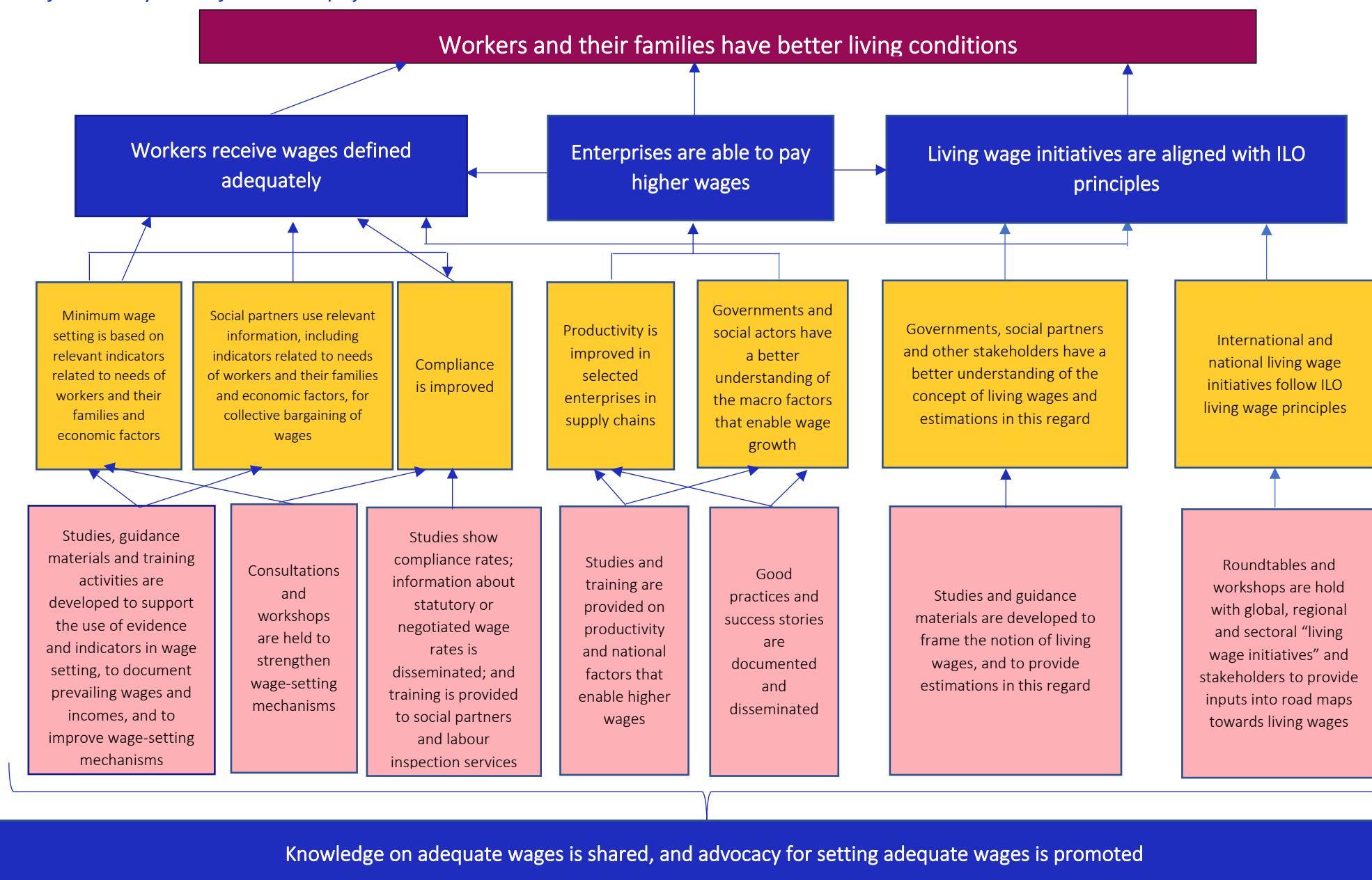
Based on these three pillars, the SAW project follows the project logical framework presented in table 1.

► Table 1. SAW project results framework

Outcomes	Intervention results	Action areas
Outcome 1. Workers receive wages that are adequately defined	1.1. Minimum wage settings are based on relevant indicators of the needs of workers and their families and economic factors. 1.2. Social partners use information on the needs of workers and their families and economic factors for meaningful and informed collective bargaining of wages . 1.3. Compliance with statutory and negotiated wages is improved.	► Generate evidence to inform wage-setting processes and to promote compliance with statutory or negotiated wage rates. ► Provide training to governments and social partners on the use of evidence on the needs of workers and their families and economic factors in wage-setting processes. ► Promote social dialogue around evidence-based wage-setting processes through consultations and workshops.
Outcome 2. Enterprises are able to pay higher wages	2.1 Productivity and wages are improved in enterprises in selected supply chains. 2.2 Macro factors and institutions that support and enable rising wages are assessed.	► Close knowledge gaps on macro factors affecting wage growth. ► Provide training to selected enterprises on ways to increase productivity and wages, and support them in implementing identified changes. ► Document and disseminate good practices on linking wages and productivity.
Outcome 3. Living wage initiatives are aligned with ILO principles	3.1 Governments and social partners have a better understanding of living wages . 3.2 International and national living wage initiatives follow ILO living wage principles.	► Carry out research and raise awareness on living wages. ► Develop and disseminate the ILO methodology to estimate living wages . ► Engage with existing living wage initiatives to promote alignment with ILO living wage principles.

The Theory of Change for the SAW project builds on the logical framework presented above to explain how the interventions planned by the project are expected to promote wages that ensure a decent standard of living for workers and their families, while ensuring the sustainability of enterprises that employ those workers (figure 1).

► Figure 1. Theory of Change of the SAW project



Current situation of the project

The SAW project is a four-year initiative running from 1 October 2022 to 30 September 2026, with a total budget of US\$4,950,495 funded by the Ministry for Foreign Trade and Development Cooperation of the Netherlands. The project is currently in its third year of implementation.

The project provides technical assistance in four pilot countries: Costa Rica, Côte d'Ivoire, India and Viet Nam. In these countries, the SAW project supports national development plans, focusing on poverty reduction (Sustainable Development Goal (SDG) 1); economic growth, full employment and decent work (SDG 8); and the reduction of inequalities (SDG 10).

Additionally, the project's support to ILO constituents on adequate wages aligns with the priorities outlined in the ILO Programme and Budget (P&B) 2024–2025, specifically Output 6.2, which aims to “Increase the capacity of Member States to set adequate wages and promote decent working time”.³

► Evaluation background

Evaluation purpose

As per ILO policies and donor agreement, the SAW project has undergone an internal mid-term evaluation in the first quarter of 2025. The objective of this mid-term evaluation is to assess the progress and performance of the SAW project at its midpoint, ensuring it is on track to achieve its intended outcomes. In particular, the evaluation is expected to:

- Assess the progress of the SAW project against the project document, logframe and indicators framework;
- Inform the ILO on whether the current project strategy is working, and provide recommendations on what could be changed to increase the likelihood that the project reaches its objectives; and
- Identify good practices and lessons learned that would contribute to learning and knowledge development of the ILO and project stakeholders.

Evaluation scope

This mid-term evaluation reviews the progress of the SAW project in Costa Rica, Côte d'Ivoire, India and Viet Nam, as well as with respect to the global activities; and covers the period from November 2022 to March 2025.

The SAW project's performance is reviewed with regards to ILO's evaluation criteria as follows:

- **Relevance:** Measures whether the SAW project addresses an important development goal and whether its objectives are still valid (relevance to beneficiary needs).

³ The SAW Project contributes directly to the following country programme outcomes (CPOs): CRI133 (Costa Rica), IND101 (India), VNM101 (Viet Nam) and CIV902 (Côte d'Ivoire).

- **Validity:** Assesses whether the SAW project's outcomes and outputs are clear, practical and feasible within its time frame.
- **Effectiveness:** Examines if the progress made so far by the SAW project has resulted in, or could in the future lead to, achieving its goal.
- **Efficiency:** Measures the cost effectiveness – that is, the economic use of resources to achieve desired results – by assessing the clarity of responsibilities, transparency in decision-making and work-planning processes, identifying delays and recommending improvements.
- **Impact:** Measures the positive and negative changes produced by the SAW project, directly or indirectly, intended or unintended.
- **Sustainability:** Measures whether the benefits of the SAW project are likely to continue after donor funding has been withdrawn.

The mid-term evaluation has addressed a set of questions related to each ILO evaluation criteria as indicated in table 2.

► **Table 2. Evaluation questions**

Criteria	Key questions
Relevance and validity	i. How do the objectives of the SAW project align with constituents' and the donor's priorities and to what extent they meet their needs? ii. How does the SAW project contribute to and how coherent it is with national and ILO development frameworks (countries' national development plans, UNDAF, DWCPs, P&B, SDGs)? iii. How appropriate and valid are the project strategy, objectives and assumptions for achieving planned results? iv. What lessons can be learned for the design of future projects that intend to apply similar approaches?
Effectiveness	i. How is the SAW project progressing in delivering its outputs and towards preliminary outcomes in all countries? ii. How well is the programme contributing to promoting the ILO's international norms and standards, social dialogue, and gender equality and non-discrimination? iii. What obstacles has the project encountered during implementation? iv. What corrective actions are needed to more effectively achieve the intended results?
Efficiency	i. How are time frames and work plans being respected, and how are contingencies being dealt with? ii. To what extent corrective action is taken when required? iii. How efficiently is the project using its financial and human resources?

Impact and sustainability	i. Is the SAW project contributing to capacity-building in the pilot countries to enable adequate wage-setting mechanisms and wage policies that are sustainable over time? ii. Can specific success stories or case studies demonstrate how the project approach is positively affecting the setting of adequate wages? iii. How feasible would it be to replicate the interventions in other regions or sectors, considering factors such as resource availability, contextual differences and stakeholder buy-in?
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The clients of the evaluation are the following:

- the Ministry for Foreign Trade and Development Cooperation of the Netherlands;
- Ministries of Labour as the institution responsible for wage policies in most countries.
- employers' and workers' organizations, which participate in wage-setting processes through social dialogue and collective bargaining;
- the SAW project team;
- ILO officials in different units at headquarters and in country offices;
- private sector representatives;
- key international development partners (such as UNDP, UNICEF, GIZ, AFD and so on);
- other project partners (consultants and experts).

Methodology

The evaluation methodology combines qualitative assessments and case studies to assess progress on outputs, outcomes and the likelihood of impact, while also showcasing and visualizing the SAW project's work.

The evaluation collected and analysed qualitative data from a range of sources, combining factual information along with perceptions and opinions about the SAW project. Various sources and tools were used to collect data, ensuring its validation and enhancing the credibility of the findings, conclusions and recommendations.

The information was obtained via **two channels**:

- ▶ **Document review process:** Publicly available documents as well as internal ILO information were reviewed before conducting the interviews. These include SAW project documents, country project work plans, the monitoring and evaluation (M&E) plan, annual reports and project publications, among others. See Appendix 2 for a list of documents consulted.
- ▶ **Individual interviews:** Structured interviews were conducted with SAW project stakeholders to find answers to evaluation questions and/or verify hypotheses based on the document review. The individual interviews consisted of an in-depth conversation with the aim of collecting specific qualitative information from ILO constituents and stakeholders directly or indirectly affected by the SAW project, with a view to understanding their perception of progress, and to identify limitations and difficulties, possible bottlenecks, lessons learned and success stories, as well as future prospects. See in Appendix 3 the list of persons interviewed.

The following **evaluation tools** were used:

1. **Data collection worksheet:** This tool was developed based on each of the ILO evaluation criteria, the evaluation questions, the data sources and the methods used. See Appendix 4.
2. **Stakeholders interview matrix:** The stakeholders interview matrix includes a list of questions, and it was used as guideline and reference for the planned interviews⁴ with relevant SAW project partners, as included in the list of persons interviewed. See Appendix 5.
3. **A self-assessment questionnaire** was developed to guide the interviews, capture qualitative and quantitative data, and ensure objectivity and consistency in interviews. This tool helped to identify knowledge gaps that were subsequently verified and validated through the interviews. The evaluator ensured that the opinions and perceptions of women were equally reflected in the interviews and that gender-specific questions were included. See Appendix 6.
4. **SWOT analysis exercise:** This individual exercise was proposed to the SAW project staff in order to identify the strengths, weaknesses, threats and opportunities of the project. The SWOT analysis exercise is a well-known method that has the double advantage of a broad participatory dynamic associated with an interactive assessment of the results observed. See Appendix 7.

The evaluation was based on a participatory process to ensure ownership of the conclusions and, therefore, effective implementation of the recommendations. In particular, the close involvement of government officials, social partners and stakeholders in the evaluation was important. It was intended that, by involving the actors of the SAW project as co-participants, the conclusions of the evaluation would be more credible and more readily accepted. In this regard, two workshops⁵ were organized to present the initial evaluation findings to stakeholders. Their feedback was incorporated in this final report.

The **limitations of this evaluation** stem from the diversity of the four target countries. Conducting the evaluation solely through remote methods and electronic media presented challenges in regard to fully capturing essential information, especially given the significant differences in national contexts. Fortunately, a series of valuable and relevant online meetings were conducted (see list of persons interviewed). Another limitation relates to the timing of the evaluation, as some key results are still expected in the second half of the project.

► Main findings

This section presents the main findings of the mid-term evaluation of the SAW project and offers an analysis of its performance, including considerations with regards to evaluation criteria.

Relevance and validity

Finding 1: The SAW project is based on a sound intervention logic, designed to respond to challenges in the setting of adequate wages. The underlying assumptions for the SAW project's

⁴ A total of 39 interviews conducted across three weeks from 1–22 February 2025.

⁵ Due to time zone disparities, it was not practicable to hold a single workshop with all project stakeholders; so one workshop was conducted with the stakeholders from Côte d'Ivoire, India and Viet Nam on 25 March 2025, and a second workshop was held later the same day with the stakeholders from Costa Rica.

strategy remain relevant and are well anchored within the pilot countries' national wage policy strategies.

The SAW project addresses key strategic priorities for the setting of adequate wages through its focus on strengthening institutional capacity at all levels and improving wage-setting mechanisms – including efforts to improve minimum wage systems and collective bargaining on wage issues. The SAW project has designed pathways towards addressing contextual problems and development challenges, based on a thorough knowledge of the factors contributing to adequate wage policies. Two years after the design of the project, the underlying assumptions for its strategy remain largely the same, with progress in some of the areas and a few setbacks in others. The analysis of progress is elaborated further under the following section on effectiveness.

Finding 2: The project strategy is aligned with the Conclusions of the Meeting of experts on wage policies, including living wages (2024), adopted by the Governing Body at its 350th Session.

The ILO has recently reached an agreement on living wages during a [Meeting of experts on wage policies, including living wages](#) that took place in Geneva in February 2024. The agreement was endorsed by the ILO's Governing Body at its 350th Session in March 2024. The [Conclusions adopted by this meeting of experts](#) provide a joint understanding of the concept of a living wage, define the principles that the estimation of living wages should follow and state how the operationalization of living wages should take into account the ILO's key principles of wage-setting. This agreement also establishes some recommendations for future ILO action on living wages, including raising awareness on living wages, engaging with living wage initiatives to promote alignment with ILO living wage principles, and providing technical assistance to constituents. Although the Conclusions were adopted after the project was designed, the project strategy managed to align effectively with the Conclusions.

Finding 3: Gender issues are mainstreamed in the project design to the extent that they are also incorporated into the national strategic frameworks on wage policies. Incorporation of additional gender-disaggregated data in the monitoring framework should be considered going forward.

Gender issues appear to have been mainstreamed in the activities of the SAW project, as appropriate. The project document identifies the fact that “women are generally over-represented at the low end of the wage distribution and hence minimum wages have been found to be effective at reducing the gender pay gap in the lower parts of the distribution”. There are also a limited number of activities that directly identify gender – for example, Activity 1.2.2, which concerns studies “on effectiveness of collective bargaining agreements in reducing gender wage gaps”.

In practice, however, much of the work of the project is likely to impact on women for the reasons identified in the Project Document (PRODOC). For example, work focusing on low-paid sectors where women are over-represented will have a gender impact. However, this could be more clearly identified in the work plans, and for example, gender could be a specific factor in the selection of sectors to focus on at the country level.

In general, most countries appear to approach wage-setting mechanisms without an explicit gender perspective. In some countries, however, wage policies are targeted towards specific occupations that are highly gendered (such as domestic workers and garment workers). There are currently a number of relevant activities related to gender and wages at the global level, including: (i) a database on minimum wage systems around that includes information on how female-dominated sectors (namely domestic work) are covered by minimum wages; and (ii) a study on living wages and gender that explores the gender dimension of living wages and how to adopt a gender-sensitive approach when operationalizing living wages.

Taking into account the high presence of women in informal employment – which represents a substantially high percentage of total employment in most of the countries concerned – it would be relevant for the SAW project to further explore the setting of adequate wage policies for informal workers in the countries concerned in order to address gender pay gaps and achieve the objective of equal remuneration for work of equal value.

Finding 4: The design of the logframe and its indicators is in line with the project intervention logic and generally provides an adequate linkage between activities and expected outputs. Minor adjustments have been suggested to reflect better qualitative changes.

An analysis of SAW project logical framework and its indicators shows that the vast majority of indicators are quantitative and mainly address hard skills as well as tangible results. Following this observation, it would then be entirely relevant and particularly necessary to develop a certain number of additional and/or complementary qualitative indicators relating to the soft skills of key stakeholders, the change in mentality of social partners, and holistic measures of the effective introduction of adequate wages into the real economies of the countries concerned.

Effectiveness

Finding 5: The SAW project is on track to achieve a large number of outputs under its three outcomes, especially with regard to strengthening wage-setting mechanisms and increasing understanding of living wages and ILO principles in this regard.

The SAW project has made considerable contributions towards strengthening wage-setting mechanisms and increasing understanding of living wages and ILO principles to estimate and operationalize living wages in the four targeted countries. In this regard, the project has produced several useful outputs, many of which serve as key building blocks for the strengthening of wage-mechanism systems. This includes the support provided to Ministries of Labour, National Wage Councils and other tripartite bodies, and social partners. A number of policy initiatives on wage issues have been adopted or are well advanced, and have been accompanied with efforts to transfer know-how and build capacity at the institutional level. Many activities and outputs have been completed and/or are on track. Table 3 provides an overview of the progress in executing the SAW project's outputs and the prospects for achieving its outcomes.

► Table 3. Overview of progress of the SAW project

	Executed				Planned		Estimated	
	2023		2024		2025		2026	
	T (x)	A (%)	T (x)	A (%)	T (x)	A (%)	T (x)	A (%)
October 2022 – September 2026 (Targeted = T / Achieved = A)								
Outcome 1: Workers receive wages that are adequately defined.								
Output 1.1. Minimum wage setting is based on relevant indicators of the needs of workers and their families and economic factors.								
Activity 1.1.1. Carry out in-depth reviews of minimum wage-setting systems.	X	30%	X	100%				
Activity 1.1.2. Carry out studies or surveys on the prevailing wages of women and men, as well as on the needs of workers and their families and economic factors, to inform minimum wage setting at the national, regional and/or sectoral levels.	X	25%	X	100%				
Activity 1.1.3. Provide training to governments, social partners and other stakeholders on the use of evidence on the needs of workers and their families and economic factors for minimum wage setting at the national, regional and/or sectoral levels.	X	20%	X	75%	X	100%		

Activity 1.1.4. Hold tripartite consultations and workshops to promote evidence-based social dialogue and minimum wage setting at the national, regional and/or sectoral levels.	X	20%	X	75%	X	100%		
Output 1.2. Social partners use information, including indicators of the needs of workers and their families and economic factors, for meaningful and informed collective bargaining of wages.								
Activity 1.2.1. Carry out reviews of collective bargaining frameworks and existing mechanisms on wages , and identify challenges to and scope for further development of collective bargaining of wages between employers' and workers' organizations.		0%	X	25%	X	75%	X	100%
Activity 1.2.2. Carry out studies or surveys on prevailing wages and incomes of women and men who may be covered by collective bargaining agreements , as well as on the needs of these workers and their families and on economic factors, to support and inform social partners and stakeholders.		0%	X	25%	X	75%	X	100%
Activity 1.2.3. Provide support to social partners and other stakeholders, including through training on collective bargaining of wages and on information and indicators that may support those negotiations.		0%	X	25%	X	75%	X	100%
Activity 1.2.4. Hold consultations and support constituents in facilitating the establishment or development of collective bargaining frameworks , including for the collective bargaining of wages.		0%	X	25%	X	75%	X	100%
Output 1.3. Improved compliance with minimum wages and bargained wages is promoted.								
Activity 1.3.1. Carry out studies or establish databases on compliance with statutory and negotiated rates , disaggregated by gender, and identify ways to promote compliance.	X	25%	X	75%	X	100%		
Activity 1.3.2. Hold training and workshops on action plans or ways to promote compliance – including through formalization – with governments, social partners, labour inspection services and other stakeholders.	X	25%	X	75%	X	100%		
Activity 1.3.3. Produce fact sheets and communication materials about statutory and negotiated wages , and disseminate widely through information campaigns.	X	25%	X	50%	X	75%	X	100%
Outcome 2: Enterprises are able to pay higher wages.								
Output 2.1. Productivity is improved in enterprises in selected supply chains.								
Activity 2.1.1. Carry out assessment studies on the internal factors that may enable selected enterprises in supply chains to increase their productivity.		0%		0%	X	60%	X	100%
Activity 2.1.2. Provide training to these selected enterprises on means to improve productivity and other underlying factors.		0%		0%	X	60%	X	100%
Activity 2.1.3. Document and disseminate success stories through multiple channels.		0%		0%	X	60%	X	100%
Output 2.2. Governments, employers and workers have a better understanding of the macro factors and institutions that support and enable rising wages.								
Activity 2.2.1. Undertake a global literature review and analysis of the macro factors that support and enable wage growth, and carry out country studies on these macro factors at the national or sectoral level.		0%		0%	X	100%		
Activity 2.2.2. Disseminate findings through roundtables and workshops .		0%		0%	X	100%		
Outcome 3: Living wage initiatives are strengthened along the lines of the ILO Brief on “setting adequate wages: the question of living wages”.¹								
Output 3.1. Governments and social partners have a better understanding of living wages, and international and national initiatives on living wages are informed about the needs of workers and their families and about economic factors.								
Activity 3.1.1. Develop a framework and guidance materials setting out the various aspects and/or components of wages and household incomes that can help to frame the notion of a living wage , and how to combine this with an understanding of economic factors in wage setting.	X	25%	X	100%				
Activity 3.1.2. Carry out studies on the prevailing wages of women and men, as well as on the needs of workers and their families and economic factors, in different tiers of selected supply chains .	X	25%	X	50%	X	75%	X	100%
Activity 3.1.3. Hold roundtables with workers, producers and buyers within selected supply chains to provide inputs into road maps or other industry commitments towards “living wages” .	X	25%	X	75%	X	100%		
Activity 3.1.4. Interact through roundtables or workshops with global, regional and sectoral “living wage initiatives” , and disseminate ILO approach and guidance material in other selected countries.	X	25%	X	75%	X	100%		

¹ See ILO, “[Setting Adequate Wages: The Question of Living Wages](#)”, ILO Brief, October 2022.

The Conclusions of the ILO Meeting of experts on wage policies, including living wages has provide a set of recommendations that can serve as a reference when designing road maps and action plans aimed at strengthening wage-setting processes. In this regard, it is recommended that the project intensifies work towards the development of wage information systems during 2025 and 2026, taking advantage of ILO constituents' renewed interest in wage data in the wake of the ILO Conclusions on wage policies, including living wages.

Finding 6: The political context and commitment to implement wage policies remains high in the four countries covered by the SAW project. However, necessary changes for the setting of adequate wages will require time to consolidate.

It is recognized that changes in wage-setting processes take time to consolidate, and although considerable progress has been made in the framework of the project, the degree to which the changes promoted by the SAW project will be implemented correctly and in a timely manner by the national actors in the SAW project countries is still to be verified.

For example, in the Indian state of Assam, the SAW project conducted a study on the needs of workers and their families, as well as economic factors, which was used by the Minimum Wage Board of Assam to guide the adjustment of the state's minimum wage. However, the new minimum wage has not yet been enacted by the relevant state partners.

Similarly, in Costa Rica, Viet Nam and Côte d'Ivoire, the SAW project has contributed studies on specific aspects of the wage-setting system, such as a study on the relationship between informality and the minimum wage and between productivity and the minimum wage in Costa Rica, and a study on living wages in Côte d'Ivoire using the ILO methodology. It has also provided guidelines and training, including sessions conducted in Côte d'Ivoire and with the National Wage Council of Viet Nam. These efforts have created a strong foundation for future wage policy negotiations by governments and social actors. However, it may take some time before these changes are observable.

In addition, some of the driving factors affecting the capacity of the relevant national structures and national social partners to absorb these changes are outside the domain of the project. However, the SAW project continues to act as a catalyst for actions aimed at setting adequate wages, including through continued support for strengthening minimum wage systems and supporting the nascent stages of social dialogue and cooperation with the private sector.

Finding 7: The SAW project's success in strengthening wage-setting mechanisms needs to be further supported with capacity development, not only at the policymaking level, but also at the policy delivery level through multiple approaches.

Currently, the SAW project is focused on supporting the strengthening of wage-setting mechanisms. These policy development processes are carried out in collaboration with national constituents, fostering mutual exchange and the transfer of knowledge and practices. National ownership of these actions may also involve capacity-building initiatives aimed at the policy implementation level, ensuring that those responsible for executing wage policies can effectively absorb and apply them. In the second half of the project, it is recommended that more formal and targeted capacity development initiatives be provided to government and social partner representatives at the policy implementation level.

Efficiency

Finding 8: The SAW project management is effective, with clear reporting lines. Flexibility is an important feature of the project, and decision-making is based on interactions between the project management, donor and beneficiaries, including through the process of annual work

planning. The project management maintains a close relationship with institutional stakeholders.

The SAW project management appears to be effective, with clear responsibilities and reporting lines. The Project Manager is responsible for the overall implementation and oversees work across all the three outcomes in the four targeted countries in close and direct coordination with the corresponding National Project Coordinators (NPCs). In some countries, the corresponding ILO Wage Specialist is the key backstopping person and takes responsibilities for strategic alignment with ILO Decent Work Country Programme (DWCP) objectives and Country Programme Outcomes (CPOs). This is the case in India and Viet Nam, and it used to be until, some months ago, in Costa Rica and Côte d'Ivoire, before the ILO specialists covering these countries changed positions within the ILO.

SAW project activities are carried out in close coordination with the target beneficiaries, including government and social partners, and are discussed and agreed upon in national technical working groups. The SAW project's results framework (logframe) provides an appropriate management tool to track progress of project activities and appears to be used adequately. Work planning processes are results-based, with clear focus towards achieving the intended objectives. The implementation of the SAW project's results framework is planned in advance through annual work-plans, with clear definitions of activities under each output and team responsibilities. Changes to the work plan are communicated to the donor in advance.

Finding 9: The SAW project's results framework is adequately used as a management tool, supporting implementation, monitoring and communication of results. Narrative reports are comprehensive and include reporting against indicators. An analysis of periodic progress of activities as opposed to plans is only provided in the narrative description.

The monitoring framework for the SAW project, which is based on the logframe, provides all necessary information to keep track of activities. Moreover, it is well aligned with the national wage systems (that is, using existing data and statistical information to the extent possible), which ensures data availability at no additional cost for the project. The Project Manager has the overall responsibility of keeping track of progress.

Semi-annual and annual progress reports are the main reporting tools for the SAW project. Narrative reports are comprehensive but succinct and provide an appropriate description of the enabling environment and key challenges and successes over the reporting period. However, reporting is descriptive and does not provide a comparative overview of progress vis-à-vis annual plans and national dynamics. It does, however, report against end-line indicators at the output level (but not at the activity level). It may be concluded that the monitoring tools are primarily used for internal project management purposes. They are not proactively shared with the stakeholders given the fact that the SAW project did not put in place a National Steering Committee.

Finding 10: The coordination with other projects – for instance, the Setting Adequate Wages: A Focus on Agriculture (SAW-A) project funded by the Government of Germany – has been excellent, and several synergies have been developed, contributing to better informed advice for the beneficiaries.

The SAW project is recognized within the international development community, particularly in the wage sector, as a key resource for coordinating development efforts and initiating wage policy discussions with governments and social partners. Its unique position at both the macro and meso levels, along with its expertise in supporting wage policy development and promoting adequate wages, has given it a certain level of influence in international and national decision-making.

This has sparked interest among partners in contributing to the ILO programme, often focusing on specific sectors or value chains. Since May 2024, the ILO has also launched the Setting Adequate Wages: A Focus in Agriculture (SAW-A) project, which follows the same logical framework as the SAW project but focuses on agricultural value chains. The SAW-A project complements the activities of the SAW project in Côte d'Ivoire and has expanded the ILO's capacity to set adequate wages in Colombia and Ethiopia. The ILO is also in negotiations for a new project on setting adequate salaries in the banana sector financed by GIZ and with activities in Costa Rica and Colombia.

Finding 11: The SAW project's participation in public awareness and advocacy activities could be reinforced, also in collaboration with the donor.

Stakeholder involvement is central to the SAW project's implementation strategy and plays a key role in enhancing the quality and uptake of its results. However, the project could do more to raise awareness about wage policies among the general public and social partners, such as by publishing regular policy briefs on wage trends, statistics and developments in the targeted countries. Developing tools to raise awareness and make data more accessible would further improve stakeholder engagement on wage issues.

The donor could be involved in this effort as well. With the SAW project halfway through its implementation, now is a good opportunity to increase the donor's participation in workshops, awareness activities, project reports and other key events. In this context, inviting representatives from the Dutch Embassy to participate in important SAW project activities in the targeted countries could be an effective strategy.

Impact and sustainability

Finding 12: The SAW project's risk management is adequate, and the risks and assumptions identified in the project document remain largely relevant. The risk management module appears to be updated periodically, but not systematically. Mitigation measures for new and existing risks may be spelled out more explicitly.

Based on the responses to the self-assessment questionnaires completed by the Project Manager at the global level and by the NPCs at the national level, and in line with ILO risk assessment guidelines, the following observations on the risk management framework are made.

At this stage of the SAW project, there are no major concerns that its execution will be hindered or that its results will be compromised. A more detailed country-level analysis identifies some risks: in India, there is concern that agreed wages may not be adjusted to reflect changing needs and economic conditions, and in Côte d'Ivoire, there is a risk of difficulty in finding qualified consultants. However, in Viet Nam, despite the critical political situation, the project is progressing smoothly, and in Costa Rica, both the achievement of results and the expected impacts appear to be clearly assured. Overall, the project management remains confident that the original objectives outlined in the project document will be successfully achieved. Table 4 provides an update of the risk assessment.

► **Table 4. Overview of risk assessment of the SAW project**

Identified risks related to the project impact	Impact	Likelihood	Total	Comments about the risk at global and national levels
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The possibility that the project methodology does not generate the expected results.	H	VL		The SAW project methodology is effective in achieving the expected results, as stakeholders are committed to reaching the project's objectives (work plans have been developed with them) and all activities are designed to deliver the desired outcomes.
The possibility that negotiators refuse to adopt an evidence-based approach.	H	L		In most countries, stakeholders, in particular National Wage Councils and Ministries of Labour, are committed to promoting an evidence-based approach in everything concerning wage-setting mechanisms.
The possibility that wage negotiations are based on ill-founded assumptions about marginalized and disadvantaged groups.	H	L		In the pilot countries, no promotion of harmful practices that could negatively impact vulnerable groups has been observed.
The possibility that agreed wages are not adjusted to reflect changing needs and economic conditions.	M	M		In most of the countries covered by the project, minimum wages have been adjusted recently. India is the only country where more difficulties are observed in this regard.
The possibility that national statistical agencies do not invest in collecting new data.	H	L		All countries covered by the project have recently conducted labour force surveys and household income and expenditure surveys. Cote d'Ivoire is the only SAW project country where a recent labour force survey is missing (last survey was carried out in 2019).
The possibility of interference in the analysis or presentation of statistical data	H	L		In all four countries, results from ILO studies have always been positively received by ILO constituents.
The possibility that labour inspectorates do not maintain their investment in in the area of wages	M	L		
The possibility of not finding consultants/national staff with the required skills	H	H		In some countries covered by the project this has been an important challenge, particularly in Cote d'Ivoire.
The possibility of interference in the recruitment of personnel	H	VL		All the project staff have been already recruited without any external interference.
Difficulties in obtaining accurate and timely data for the purpose of M&E	M	VL		The M&E indicators have been defined based on accurate and timely data.

ILO's Scale for the total risk score:

LIKELIHOOD	Very high (VH)	Green	Amber	Red	Red	Red
	High (H)	Green	Amber	Amber	Red	Red
	Moderate (M)	Green	Amber	Amber	Amber	Red
	Low (L)	Green	Green	Green	Amber	Amber
	Very low (VL)	Green	Green	Green	Green	Amber
		Very low (VL)	Low (L)	Moderate (M)	High (H)	Very high (VH)
IMPACT						

Finding 13: Stakeholder ownership over the SAW project's outcomes is fully in place. Changes in wage-setting processes promoted by the SAW project are very likely sustainable. In turn, prospects for sustainability of other interventions such as the uptake and appropriate implementation of reinforced wage policies are yet to be verified in the remaining period.

The governments of the four targeted countries (and in particular in Costa Rica) have made remarkable progress in reinforcing wage-setting mechanisms and strengthening the structures of the executive agencies in charge of wage policies, towards which the SAW project has made important contributions. Nevertheless, the SAW project and its stakeholders should bear in mind the existence of potential gaps (as well as the magnitude of these gaps) between the national frameworks and the actual wage policy implementation, which will eventually lead to actual changes in wages.

The sustainability of some project outputs depends on ongoing political will, commitment and the perceived value of the changes made. Political will regarding wage policies remains strong, and wage issues have gained renewed attention in the four target countries.

The Project Team continuously reviews its activities and shares its experiences with direct partners and stakeholders. Lessons learned are discussed and disseminated during special events and campaigns. Additionally, the Project Team has initiated pilot projects at the micro level, such as in the banana sectors in Costa Rica and Côte d'Ivoire, with lessons from these experiences potentially informing similar initiatives in other sectors.

► Conclusions

Despite engaging in the complex process of promoting adequate wage-setting policies in volatile social, economic and political environments, the SAW project has demonstrated remarkable resilience and produced significant results. It presents itself today as an effective lever for promoting actions oriented towards the setting of adequate wages. Therefore, the mid-term evaluation expresses great satisfaction with the impact of the SAW project and the quality of its implementation. The conclusions with respect to each of the evaluation criteria are summarized below.

Relevance

The SAW project is widely regarded as highly relevant by all stakeholders in the four target countries, thanks to its focus on macro- and meso-level wage policy and its provision of technical support and advice. The project's Theory of Change is solid, built on a thorough understanding of the context, and its intervention logic combines technical assistance with targeted capacity-building for institutional stakeholders. However, the scope of the project seems quite ambitious given the available time frame and budget, with the pace of wage restructuring in many countries slower than expected, leading to varying results depending on the country.

The SAW project has quickly adapted to changes in the external environment, mobilizing support to address local challenges and ensuring continued progress on processes like the adjustments of minimum wages and the collective bargaining of wages, while also promoting the integration of the living wage concept. The project has also played a key backstopping role for ILO constituents, providing data, technical analysis and economic research to support evidence-based social dialogue on wage-setting processes.

Effectiveness

A number of policy initiatives have been adopted and are well advanced and have been accompanied with efforts to transfer ILO know-how and to build capacity at institutional level. The majority of activities have been initiated and/or are on track. Overall, the SAW project is on track for the implementation of most activities related to the supporting of wage-setting mechanisms (Outcome 1), the enabling of wage growth (Outcome 2) and engagement with living wage initiatives (Outcome 3).

The SAW project has been recognized by key stakeholders as a source of strategic and technical advice on wage-setting mechanisms, but its role in capacity-building has not materialized yet. The slow pace at which changes in wage-setting processes take place at the national level has caused the SAW project to hold back with the delivery of larger-scale and comprehensive capacity development interventions, which has limited the ability of all stakeholders to commit to longer-term strategic development exercises concerning decent wages for all.

Efficiency

SAW project management is effective, with clear distribution of responsibility and reporting lines, as well as an appropriate and effective mix of internal (project team) and external (consultants) resources. The Project Manager and NPCs work together to achieve the expected results on time. However, it would be beneficial for the project if the Project Manager could make more frequent field visits to support the NPCs in their respective countries.

The SAW project has established excellent working relationships with ILO partners, who often rely on the project team as key technical advisors, particularly due to the limited institutional capacities among some social partners. The project plays a crucial role in supporting national wage councils in most countries and collaborates closely with other international development partners in some regions. The project also maintains a dynamic partnership with the private sector. The SAW project's working processes are results-oriented and flexible, allowing for annual planning that adjusts activities and responsibilities based on changing contexts. Narrative reports are concise yet comprehensive, clearly showing progress against the logframe indicators.

Impact

The SAW project has successfully strengthened the institutional capacity of project countries to set adequate wages. One visible impact is the availability of wage data, which supports decision-making and helps direct resources where they are most needed and most impactful. However, mainstreaming adequate wages, including living wages, will require more time. This is the case, for instance, in Viet Nam and Côte d'Ivoire, where the focus remains primarily on minimum wages. In India, where the SAW project is implemented in four states, there is need to scale up actions in order to achieve meaningful national changes. Additionally, addressing low wages among women, vulnerable groups, informal workers and rural workers presents further challenges.

Looking ahead, in order to create support for adequate wage policies in the SAW countries, the project should also strongly engage the private sector through the employers' organizations. These efforts must align with labour market trends to ensure that wages are adjusted in such a way that they take into account the needs of workers and their families and economic factors, with particular attention paid to integrating the most vulnerable groups.

Sustainability

Most of the SAW project's results are sustainable, as it has focused on building institutional capacity for wage policies, including living wages. The project's collaborative approach with national constituents and other stakeholders, however, creates a high degree of dependency on the political context⁶ and the capacity of national institutions (including their management approaches) and relies on trust developed over time. Therefore, to sustain these results and expand them to other key economic players, such as businesses and multinational enterprises, ongoing effort will be needed.

Concerns and expectations formulated by the SAW project's partners

The mid-term evaluation of the SAW project noted that key stakeholders have specific needs and expectations regarding the development of adequate wages. Significant political changes are occurring in several countries, such as the restructuring of the political system in Viet Nam and upcoming national elections in Côte d'Ivoire, which could lead to shifts in decision-making. These changes present opportunities for new interventions, including capacity-building for new officers, technical support for adapting organizational workflows and implementing new wage policies, assistance in developing wage policies to align with the evolving political context, and improving public sector wages to better match market rates and influence private sector wages.

The partners of the SAW project also demanded additional information sessions on the concept of a living wage and its operationalization. Partners also emphasized the need to guide employers' and workers' organizations and suggested the development of standardized training programs, including modules on living wages.

The project team will need to review these needs and strategically select interventions based on available resources and time, with potential adjustments made for the remaining project duration.

► Emerging good practices

The mid-term evaluation of the SAW project allowed for the identification of emerging good practices in the countries covered by the project. Some of these emerging good practices are presented below.

Costa Rica: Enhancing transparency and evidence-based social dialogue in wage policy

In Costa Rica, the minimum wage is a constitutional right that intends to guarantee the well-being and dignity of every worker. However, there are growing concerns that, on the one hand, minimum wages are not sufficient to meet the basic needs of workers and their families, and on the other hand, that companies are having trouble paying minimum wages because they are set at a very high level. The SAW project has tackled these concerns through targeted initiatives that promote data transparency

⁶ For example, Viet Nam's political system restructuring or Côte d'Ivoire's electoral period.

and foster social vetting of the mechanisms established for setting minimum wages and that, at the same time, improve the inputs available for decision-making related to wage policies in Costa Rica.

A major accomplishment of the SAW project in Costa Rica is the development of a public [Minimum Wage dashboard](#), which offers comprehensive access to wage data and aids in calculating minimum wage adjustments. This tool enables Costa Rican citizens, policymakers and social partners to understand the criteria behind adjustments and to monitor compliance, all while promoting transparency and social accountability. By providing this level of access, the dashboard empowers the public to engage with and hold wage-setting bodies accountable for fair, data-informed decisions. Additionally, the dashboard fosters a more participative approach to wage policy, allowing both workers and employers to better navigate the minimum wage landscape. This focus on transparency positions Costa Rica as a regional model for open and accountable wage-setting processes.

One of the great achievements of the SAW project through the creation of the Minimum Wage dashboard is the ability to trace minimum wages over time. Until now, it had not been possible to clearly visualize the evolution of minimum wages, since the information was not concentrated in a single place – or not available at all. This situation made the historical analysis of the political, economic and social factors that influenced the setting of minimum wages difficult. Consequently, the considerations of National Wage Council members lacked a historical account of the minimum wage context, limiting their analyses to an extremely short period of time. Thanks to the creation of the Minimum Wage dashboard, decision-makers in Costa Rica now have better inputs and data for evidence-based social dialogue focused on wage-setting policies.

Costa Rica has one of the most stable and consolidated minimum wage-setting systems in the Americas. However, to date, good practices and lessons learned have not been shared with other relevant actors in the region due to the lack of a tool that could enhance public awareness, comparison with other systems and academic research. Now, with the creation of the Minimum Wage dashboard, the impact of the SAW project can transcend the borders of Costa Rica, facilitating the exchange of experiences and learning among peers on Minimum Wage Councils in Central America, the Dominican Republic and Mexico, and influencing regional decision-making on wage policies.

The SAW project has made important strides in fostering transparency in Costa Rica's wage-setting processes. By prioritizing data-driven tools for social dialogue, not only is the project raising awareness of wage rights, it is also supporting sustainable, long-term improvements. The SAW project has already achieved significant progress through its focus on evidence-based policy and strategic collaboration with national stakeholders, laying a strong foundation for a more equitable and compliant wage environment in Costa Rica.

Côte d'Ivoire: Creating a data-driven framework for wage setting

The SAW project in Côte d'Ivoire has introduced a data-driven framework to enhance wage-setting mechanisms, enabling stakeholders to make informed, transparent wage decisions. Historically, wage negotiations in Côte d'Ivoire were based mainly on inflation rates, ignoring essential factors such as the needs of workers and their families and economic factors, like productivity. This resulted in dissatisfaction, particularly in sectors such as agriculture, where wage-setting frameworks were either weak or non-existent. The SAW project addresses these challenges by incorporating comprehensive data into wage-setting processes, ensuring decisions reflect the needs of workers and their families as well as a broader range of economic indicators, resulting in more equitable and transparent discussions.

The SAW project has significantly contributed to Côte d'Ivoire's wage-setting processes by conducting three in-depth studies, each providing crucial data to enhance and refine these mechanisms. These

studies form the backbone of a data-driven framework, offering essential insights into the needs of workers and their families, prevailing wages, institutional structures and collective bargaining practices.

- **Estimating the needs of workers and their families:** In collaboration with the National Statistics Office, the SAW project is undertaking a study to estimate the needs of workers and their families using the ILO methodology. This study provides a comprehensive understanding of living costs in Côte d'Ivoire, enabling the establishment of minimum wages that reflect real-life needs. The findings help ensure that wage levels are informed not only by inflation but also by the fundamental needs of workers and their families, promoting fairer wage standards across various sectors.
- **Analysing prevailing wages across sectors:** The project is also conducting a detailed analysis of prevailing wages across different sectors, regions and worker groups. This review identifies gaps between current wages and minimum wages, supplying essential data for setting statutory minimum wages and assessing wage adequacy. By identifying those areas where there are significant wage challenges, this analysis will inform future wage policies and will support a more holistic and responsive approach to wage determination.
- **Mapping institutional aspects of wage setting:** Another study focused on mapping the institutional landscape of wage-setting processes in Côte d'Ivoire. This research examines how the current system operates and identifies opportunities for improvement, aiming to make wage-setting mechanisms more efficient and inclusive. By understanding the institutional frameworks involved, this study provides a road map for modernizing wage policies and integrating the voices of all stakeholders

The SAW project's success relies on the active involvement of government and employers' and workers' representatives. By validating the research findings, each constituent gains a better understanding of the data, ensuring that it accurately reflects the needs and economic realities of workers and employers across Côte d'Ivoire. This collaborative process fosters shared ownership and is setting the foundation for the 2026 wage negotiations. The project also provides training led by ILO experts, enhancing stakeholders' understanding of wage-setting mechanisms and ILO standards. These training sessions help stakeholders apply global best practices in their local context, strengthening their capacity to advocate for adequate wages and implement sustainable wage policies.

As the project progresses, its impact is expected to resonate beyond Côte d'Ivoire, setting a precedent for data-driven wage-setting processes across West Africa, including in countries like Senegal, Mali, Togo, Benin, Guinea Bissau, Niger and Burkina Faso. By the project's completion, studies and training programmes will have equipped stakeholders with the knowledge and capacities needed to sustain transparent, evidence-based wage negotiations that will contribute to long-term economic improvements and better living standards for workers throughout the region.

India: Strengthening minimum wage systems to address regional disparities

India's wage-setting system operates through a multi-tiered structure, with responsibilities divided between the central and state governments. This system allows each state to set its own minimum wages, leading to significant regional disparities. In response to these challenges, the SAW project has been pivotal in enhancing wage policies across four key states: Assam, Jharkhand, Telangana and Tamil Nadu.

- **Assam:** Assam, with its long-standing tradition of collective bargaining in tea plantations, has benefited significantly from the SAW project. The state's Minimum Wage Board has been strengthened through data-driven dialogues involving the Government, trade unions and employers. For the first time, minimum wage setting in Assam incorporates both the needs of workers and broader economic factors, aligning the policy with international labour standards. Notably, the project successfully integrated domestic workers – most of whom are women – into the minimum wage framework, guaranteeing them vital protections.
- **Telangana:** In Telangana, a state with a growing IT and pharmaceutical sector, the SAW project helped establish the Minimum Wage Board, which had previously been nonfunctional. The project has completed a study to better understand workers' needs and economic realities, preparing the Board to make informed decisions once operational. Telangana's system has over 2,000 minimum wage categories, leading to fragmentation and poor compliance. The SAW project has taken steps to support dialogues focused on streamlining these categories, making wage enforcement more manageable and laying a foundation for a stronger minimum wage system.
- **Jharkhand:** In Jharkhand, the SAW project has proactively facilitated social dialogue around minimum wage setting. At the request of the Government, the project is also providing support to guarantee the extension of wage protections to emerging sectors, such as gig and platform workers, setting an important precedent for other states. The project is in discussion with the Government on ways to strengthen the compliance system going forward.
- **Tamil Nadu:** Tamil Nadu's wage-setting mechanisms are fragmented, with multiple wage boards for different sectors, such as textiles and domestic workers, and thus involving different processes. The SAW project is working to unify and streamline these processes, introducing evidence-based decision-making into the system. The project's efforts in Tamil Nadu are focused on establishing consistent wage policies across sectors, building a minimum wage framework that is both equitable and enforceable.

The SAW project emphasizes fostering dialogue between key stakeholders – government, employers and workers – which is crucial for consensual decision-making in minimum wage setting. By incorporating state-specific data on workers' needs and economic realities, the project ensures that minimum wage policies are relevant and responsive. In Assam, for example, the Minimum Wage Board uses evidence on workers' living conditions to inform wage-setting decisions, a practice the project aims to replicate across other states.

The SAW project has made significant progress in its first two years, laying the foundation for evidence-based wage policies that promote fair wages across India's diverse regions. By aiming to strengthen minimum wage systems in Assam, Jharkhand, Telangana and Tamil Nadu, the project serves as a model for effective, region-specific wage setting for remaining states in the country to follow. As the SAW project continues its work, it is helping to build a fairer wage-setting system that reflects both the economic realities and essential needs of workers across India, regardless of their sector or location.

Viet Nam: Strengthening tripartite dialogue and data-driven wage policies

Like many countries, Viet Nam has faced significant challenges due to the COVID-19 pandemic and inflationary pressures. These challenges have significantly impacted wage-setting, with the minimum wage remaining unchanged for an extended period. The SAW project has played a crucial role in supporting wage updates, fostering tripartite dialogue and promoting data-driven decisions for more

transparent and equitable wage adjustments. This collaboration helped the National Wage Council (NWC) achieve a 6 per cent increase in the minimum wage for 2024.

A key success of the SAW project in Viet Nam has been strengthening tripartite dialogue between the government, workers and employers. The project facilitated meaningful discussions on wage adjustments by providing reliable data and information. The project also co-hosted NWC meetings attended by national experts to address challenges and to explore options for adequate minimum wage setting. The ILO SAW project offered technical support and policy briefs, including comparisons of inflation responses in neighbouring countries, which helped Viet Nam align its wage increases with regional trends. This collaboration ensured that the real minimum wage remained competitive while addressing workers' needs and the economic environment.

The project's technical support was instrumental in helping the NWC balance wage increases with inflation and employment levels. By promoting evidence-based decision-making, the SAW project contributed to transforming wage-setting processes in Viet Nam, making them more data-driven and equitable.

In addition, the SAW project is evaluating the impact of recent minimum wage adjustments on employment and social outcomes across worker demographics – with a focus on gender, industry and region – using both quantitative and qualitative methods. The assessment covers all four minimum wage zones in Viet Nam, focusing on the export-oriented manufacturing industries that drive wage growth across the country. The research seeks to understand the influence of wage adjustments on purchasing power and worker satisfaction, providing insights that will help the NWC ensure long-term sustainability of the wage system. These findings will directly inform the 2025 minimum wage adjustments and contribute to a more responsive and evolving wage-setting mechanism.

The SAW project has significantly contributed to strengthening tripartite dialogue and embedding data-driven decision-making in Viet Nam's wage-setting processes. By providing essential support to the NWC and by fostering evidence-based discussions, the project has helped navigate the complexities of post-pandemic recovery and inflationary pressures. The ongoing impact assessment process offers crucial insights into how wage adjustments affect workers across different sectors and demographics, reinforcing the effectiveness and sustainability of the minimum wage system.

► Recommendations

The following recommendations are provided to enhance the results and improve the future success of the SAW project.

Recommendation 1: Prioritize key activities focused on training for selected companies, research and advocacy.

The project strategy should prioritize a set of activities that have been identified of particular interest by the ILO constituents and other SAW project stakeholders. These activities include:

1. specific training on setting adequate wages and on living wages for selected companies;
2. developing specific studies at the national level on economic factors affecting the capacity of enterprises to pay higher wages; and
3. undertaking awareness-raising activities and advocacy initiatives to promote better use of information on the needs of workers and their families and on economic factors in wage-setting processes.

Recommendation 2: Organize capacity-building activities for effective wage policy implementation.

The SAW project has contributed significantly to the consolidation of wage-setting mechanisms aimed at promoting adequate wages. Capacity-building on wage policies, including living wages, among officials responsible for wage policy implementation is paramount to make these changes tangible for beneficiaries. Successful capacity development depends on readiness to receive such support, within the constraints given by the political, economic and socio-cultural context.

Recommendation 3: Deepen dialogue and integrate the concept of a living wage into national wage-setting processes following ILO principles.

In the second half of the SAW project, it is crucial to maintain and deepen dialogue with governments, particularly Labour Ministries, and social partners to strengthen wage-setting mechanisms. The project should focus on integrating the concept of a living wage into national wage-setting processes. This should be achieved following the ILO principles for the operationalization of living wages, as established in the Conclusions of the Meeting of experts on wage policies, including living wages.

Recommendation 4: Foster South-South dialogue and internal knowledge sharing within the ILO.

The SAW project should extend its know-how, findings and experience in terms of setting adequate wages by promoting South-South dialogue and study trips between the four beneficiary countries, including by developing training and creating opportunities for partners to exchange their experiences. This could also be done internally at the ILO level by promoting interactions with other departments, branches and units in charge of activities related to wage policies, including living wages.

Recommendation 5: Enhance project monitoring and knowledge exchange through regular missions.

To enhance project monitoring and to foster dynamic knowledge exchange, regular missions should be organized between ILO Headquarters and the targeted countries, as well as between the beneficiary countries themselves. This approach would allow for the sharing of best practices, address challenges collaboratively, and ensure the continued relevance and effectiveness of the SAW project across different contexts and regions.

Recommendation 6: Promote synergies with international organizations to advance wage policies.

It is recommended that the ILO – and the SAW project specifically– collaborate more actively with other peer organizations and UN agencies to leverage collective expertise and resources in promoting adequate wage policies. This collaboration should focus on advancing the operationalization of living wages, following the ILO principles as established in the Conclusions of the Meeting of experts on wage policies, including living wages.

Recommendation 7: Mobilize resources to consolidate achievements.

To consolidate achievements in promoting adequate wages and develop a methodology adaptable to each targeted subregion (Central America, West Africa, India and South-East Asia), the evaluator recommends exploring options for renewing the SAW project. This could include mobilizing resources funding for a second phase in the four beneficiary countries, with a particular focus on promoting living wages within the broader wage processes, given the growing interest in this topic.

► Appendices

Appendix 1. Terms of reference

Introduction

The Setting Adequate Wages (SAW) project aims to promote wages that ensure a just share of the fruits of progress to all.

In particular, the SAW project seeks to support wage-setting mechanisms, including minimum wages and collective bargaining, in making a stronger use of data and evidence on the needs of workers and their families and economic factors. The project also contributes to identify national factors and conditions that enable wage increases at the macro-level, and supports measures to raise productivity in selected supply chains. Finally, the project contributes to raise awareness on living wages, provides technical assistance to constituents in this regard, and engages with existing living wage initiatives to promote alignment with ILO living wage principles.

The SAW project is a four-year project, implemented as from 1 October 2022 up to 30 September 2026, with a total budget of US\$4,950,495 from the Ministry for Foreign Trade and Development Cooperation of the Netherlands.

The project provides technical assistance in four pilot countries: Costa Rica, Côte d'Ivoire, India and Viet Nam.

As per ILO policies and donor agreement, the project will undergo an internal mid-term evaluation in the fourth quarter of 2024. This document describes the Terms of Reference (ToR) for this internal mid-term evaluation, which will adhere to ILO's policies and procedures on evaluations. The evaluation will be conducted by an external evaluator and managed by the project manager.

The evaluation is expected to:

- Assess the progress of the Setting Adequate Wages project against the project document, logframe and indicators framework;
- Inform the ILO on whether the current project strategy is working, and provide recommendations on what could be changed to increase the likelihood that the project reaches its objectives;
- Identify good practices and lessons learned that would contribute to learning and knowledge development of the ILO and project stakeholders.

The SAW project's performance will be reviewed with regards to the ILO's evaluation criteria and will mainstream gender equality and environmental sustainability, considering the following aspects:

1. Relevance of the project to beneficiary needs;
2. Validity of the project design;
3. Project's efficiency and effectiveness;
4. Impact orientation and sustainability of the intervention.

The **clients** of the evaluation are:

- a. The Ministry for Foreign Trade and Development cooperation of the Netherlands – Close

collaboration with the donor during the evaluation will ensure that donor requirements are met and no additional external evaluation by the donor will be necessary;

- b. The SAW project staff, ILO Country Offices and other field and headquarters staff;
- c. ILO constituents and partner organizations that collaborate with the SAW project in the pilot countries and at the global level.

The evaluation will be **used** in the following ways:

1. Findings and recommendations will inform future project strategy and operations design.
2. The evaluation report will be disseminated within the ILO for organizational learning through the EVAL's i-Track evaluation database. A summary of the evaluation will be made publicly available through EVAL's and project's websites.
3. The donor will use the evaluation report to inform the performance of their development cooperation funds portfolio.

Assignment

Evaluation scope, criteria and questions

The evaluation will evaluate the progress of the SAW project in Costa Rica, Côte d'Ivoire, India and Viet Nam, as well as with respect to the global activities, and will cover the period from September 2022 to November 2024.

The evaluation will examine the project along the following **four standard evaluation criteria**. A more detailed analytical framework of questions and sub-questions will be developed by the evaluator. This may involve adapting the evaluation criteria/questions, in agreement with the Project Manager.

1) Relevance of the project to beneficiary needs

- How do the objectives of Setting Adequate Wages (SAW) project align with constituents' and donor's priorities and to what extent they meet their needs?
- How does the SAW project contribute to and how coherent is it with national and ILO development frameworks (countries' national development plans, UNDAF, DWCPs, P&B, SDGs)?

2) Validity of the project design

- How appropriate and valid are the project strategy, objectives and assumptions for achieving planned results?
- What lessons can be learned for the design of future projects that intend to apply similar approaches?

3) Project's efficiency and effectiveness

- How is the project progressing in delivering its outputs and towards preliminary outcomes in all countries?
- What obstacles has the project encountered during the implementation? What corrective actions are needed to more effectively achieve the intended results?
- How are time frames and work plans being respected, and how are contingencies being dealt with? To what extent has corrective action been taken when required?
- How efficiently is the project using its financial and human resources?

4) Impact orientation and sustainability of the intervention

- Is the project contributing to capacity-building in the pilot countries to enable adequate wage-setting mechanisms and wage policies that are sustainable over time?
- Can specific success stories or case studies demonstrate how the project approach is positively affecting the setting of adequate wages?
- How feasible would it be to replicate the interventions in other regions or sectors, considering factors such as resource availability, contextual differences and stakeholder buy-in?

Methodology

The evaluation methodology should allow for an assessment of progress on outputs and towards outcomes and of the likelihood of impact by combining quantitative data with qualitative assessments and case studies that demonstrate and visualize the work of the project.

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

The evaluation will integrate gender equality and other non-discrimination issues as a cross-cutting ILO concern throughout its methodology and all deliverables, including the final report. To the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue and diversity. Data and information should be collected, presented and analysed with appropriate gender disaggregation.

The evaluator may adapt the methodology, subject to the agreement between the project manager and the evaluator and reflect it in the inception report.

The following methodologies will be used during the evaluation:

Document review:

The evaluator will review the following documents before conducting any interviews:

- SAW project document;
- country project work plans;
- M&E plan;
- annual reports;
- project publications; and
- any other documents that might be useful for the evaluation.

Data review/data collection:

The evaluator will review existing quantitative and qualitative data and collect more progress data where necessary.

Interviews:

Individual interviews or focus group discussions will be conducted as appropriate. Meetings will be scheduled in advance, in accordance with the evaluator's requests and consistent with these terms of reference. A tentative list of individuals to be interviewed include:

- ILO staff who are involved in the management and implementation of the project;

- Selected individuals from the following groups:
 - a) Government ministries, employers' organizations and trade unions that are involved in the project;
 - b) Donor representatives from the Ministry for Foreign Trade and Development Cooperation of the Netherlands; and
 - c) Other organizations and groups as needed.

The evaluator will develop a systematic survey/questionnaire as part of the inception report to guide the interviews, capture qualitative and quantitative data, and ensure objectivity and consistency in interviews. This will also help the evaluator identify knowledge gaps that need to be verified and validated through the interviews.

The evaluator will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

Expected deliverables, timeline and payment schedule

The following deliverables are expected by the evaluator:

Outputs	Description	Approx. Number of days	Tentative time frame (to be completed by)
0. Contracting	Signature of contract and code of conduct for evaluators are finalized.		08 December 2024
1. Desk review and inception report	During the desk review, the evaluator is expected to be briefed by relevant ILO colleagues, review relevant documents related to the project, propose time frames for interviews and submit an inception report outlining the evaluation approach and methods, a final work plan and questionnaire for approval (refer to Annex 2 Checklist: Writing the Inception Report).	9 Days	17 January 2025
2. Evaluation work	The evaluator is required to arrange interviews with SAW project stakeholders in target countries and at global level as necessary.	5 Days	10 February 2025
3. Draft evaluation report	The draft evaluation report describes the findings and recommendations for each project component (See Annex 3: Preparing the evaluation report); The report will follow EVAL format template, including a title page (Refer to Annex 4: Filling in the evaluation title page), lessons learned and good practices (following the relevant template). The quality of the report will be determined based on conforming to the EVAL quality standards (See Annex 5: Rating the quality of evaluation reports).	9 Days	3 March 2025
4. Stakeholders Workshop	Present the initial evaluation findings to stakeholders in workshops organized by the	2 Days	25 March 2025

	ILO. Two workshops will be held to ensure participation from all four countries and accommodate their respective time zones.		
5. Final evaluation report	A final evaluation report is to be submitted within one week after receiving final comments on the draft report. The final evaluation report is subject to approval by the ILO Evaluation Office.	9 Days	30 March 2025
6. Evaluation summary	An evaluation summary is to be submitted based on the evaluation report executive summary (refer to Annex 6 Writing the evaluation report summary).	2 Days	30 March 2025

Specifications:

- ILO cross-cutting issues (international labour standards, social dialogue and gender equality and non-discrimination) shall be explicitly addressed throughout the evaluation activities of the consultant and all outputs including final report and evaluation summary.
- All deliverables must be prepared in English, using Microsoft Word, and delivered electronically to ILO. ILO will have ownership and copyright of all deliverables.
- Deliverables will be considered as delivered when they have been received electronically by the Project Manager and confirmed acceptance of them.
- Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process and incorporate or reflect consideration of amendments proposed by ILO.
- The design, planning and implementation of the evaluation and the write-up of the evaluation report, using an approach agreed with ILO, and for delivering in accordance with the ILO's specifications and timeline.
- Consulting and liaising, as required, with ILO and any partners to ensure satisfactory delivery of all deliverables.
- Making themselves available, if required, to take part in briefings and discussions, online or, if necessary, at the ILO Geneva Office or other venues, on mutually agreed dates, in line with the work outlined in these ToRs.

Terms of contract

Deliverables will be addressed to Elva López Mourelo, manager of the project "Setting Adequate Wages", and will be validated by colleagues from ILO INWORK Branch.

The time frame for the assignment is **8 December 2024 to 30 March 2025**.

Management arrangements

The mid-term evaluation will be conducted by an external evaluator, who will be responsible for conducting the evaluation according to these terms of reference (ToRs).

On the ILO's side, the evaluation will be supervised by the Project Manager and the evaluator will report to him. The Project Manager will:

- Ensure meeting schedules are set up;
- Assist in the implementation of the evaluation methodology, as appropriate (that is, participate in interviews, observe committee meetings) and in such a way as to minimize bias in evaluation findings;
- Review and provide comments on the evaluation report;
- Ensure that the evaluation is conducted in accordance with terms of reference, for the preparation of the draft report of the evaluation, discussing it with the evaluator, beneficiaries and stakeholders;
- Liaise with SAW project staff wherever their engagement is needed to fulfil the requirements above.

Compliance with UN norms and standards for evaluation

This evaluation will comply with UN norms and standards for evaluation and ensure that ethical safeguards concerning the independence of the evaluation will be followed. Please refer to the UNEG ethical guidelines: <http://www.unevaluation.org/ethicalguidelines>.

To ensure compliance with ILO/UN rules safeguarding the independence of the evaluation, the contractor will not be eligible for technical work on the project for the next 12 months and cannot be the evaluator of the final project evaluation.

Annexes

[Annex 1: ILO Evaluation policy guidelines](#)

[Annex 2: Writing the inception report](#)

[Annex 3: Preparing the evaluation report](#)

[Annex 4: Filling in the evaluation title page](#)

[Annex 5: Rating the quality of evaluation reports](#)

[Annex 6: Writing the evaluation report summary](#)

Templates for the evaluation [lessons learned](#) and [good practices](#)

[ILO Code of Conduct: Agreement for Evaluators](#)

[Guidance Note 3.1. Integrating gender equality in monitoring and evaluation of projects](#)

[Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate](#)

Appendix 2. List of documents consulted

N°	Institution	Document
1	ILO	ILO, “SAW Project Mid-term Evaluation TOR”, 14 November 2024.-
2	OECD	OECD, Handbook on Due Diligence for Enabling Living Incomes and Living Wages in Agriculture, Garment and Footwear Supply Chains , 2024.
3	ILO	ILO, Conclusions: Meeting of Experts on Wage Policies, including Living Wages , MEWPLW/2024/7, 2024.
4	ILO	ILO, “ SAW Project: Setting Adequate Wages ”.
5	ILO	ILO, “ Lương tối thiểu thay đổi ra sao trong khủng hoảng COVID-19 và lạm phát: Tổng quan về khu vực Châu Á - Thái Bình Dương ”, ILO Brief, July 2023.
6	Reuters	“ Vietnam Arrests Official Engaged in UN Talks on Labour Reform ”, <i>Reuters</i> , 9 May 2024.
7	Viet Nam News	“ Apparatus Overhaul to Cut 9 Government Entities, Home Affairs Minister Says ”, <i>Viet Nam News</i> , 4 December 2024.
8	ILO-SAW	At the country level, some success stories were documented and published on the website of the project: • Côte d'Ivoire: Creating a Data-Driven Framework for Wage Setting • Costa Rica: Enhancing Transparency and Evidence-based Social Dialogue in Wage Policy • India: Strengthening Minimum Wage Systems to Address Regional Disparities • Viet Nam: Strengthening Tripartite Dialogue and Data-Driven Wage Policies
9	ILO	ILO, “ Meeting of Experts on Wage Policies, including Living Wages ”.
10	ILO	ILO, “ Setting Adequate Wages: The Question of Living Wages ”, ILO Brief, October 2022.
11	ILO	ILO, Guide on Measuring Decent Jobs for Youth: Monitoring, Evaluation and Learning in Labour Market Programmes , 2018.
12	ILO	ILO, Wage Policies, including Living Wages: Report for Discussion at the Meeting of Experts on Wage Policies, including Living Wages , MEWPLW/2024, 2024.
13	ILO	ILO, Programme and Budget for 2024–25 , 2023.
14	ILO	ILO, SAW Project Document (unpublished)
15	ILO	ILO, “ The Implications of the SDGs on ILO's Results Framework – Remarks from an Evaluation Perspective ”.
16	ILO	ILO, “Estudio sobre la relación entre informalidad y salarios mínimos”, ILO Working Paper (unpublished)
17	Ministry of Labour and Social Security – Costa Rica	Costa Rica, Ministry of Labour and Social Security, “ Dashboard sobre salarios mínimos ”. Available at: https://mtss.go.cr/
18	ILO	ILO, “Estudio sobre incumplimiento de los salarios mínimos”, ILO Working Paper (unpublished).
19	ILO	ILO, “ Writing the Inception Report ”, i-eval Resource Kit Checklist No. 3, March 2014.
20	ILO	ILO, “ ILO Evaluation Guidelines and Support Guidance Documentation ”, September 2019.
21	ILO	ILO, “ Template 4.1: Lessons Learned ”, March 2021. ILO, “ Template 4.2: Emerging Good Practices ”, March 2021.
22	ILO	ILO, ILO Policy Guidelines for Results-based Evaluation: Principles, Rationale, Planning and Managing for Evaluations , fourth edition.

23	ILO	ILO, " ILO Code of Conduct: Agreement for Evaluators ", 2018.
24	ILO	ILO, " Guidance Note 3.2: Adapting Evaluation Methods to the ILO's Normative and Tripartite Mandate ", June 2020.
25	ILO	ILO, " Preparing the Evaluation Summary for Projects ", i-eval Resource Kit Checklist No. 8, February 2014
26	ILO	ILO, " Guidance Note 3.1: Integrating Gender Equality in Monitoring and Evaluation ", June 2020.
27	ILO	ILO, Rating the quality of evaluation reports , i-eval Resource Kit Checklist No. 6.
28	ILO	ILO, " Filling in the EVAL Title Page ", i-eval Resource Kit Checklist No. 7.
29	ILO	ILO, SAW Project: Inception Report (internal document)
30	ILO	ILO, SAW Project: Monitoring and Evaluation Plan (internal document)
31	ILO	ILO, SAW Project: 2023 Implementation Report (internal document)
32	ILO	ILO, SAW Project: Annual Plan 2024 (internal document)
33	ILO	ILO. SAW Project: Annual Plan 2025 (internal document)
34	ILO	ILO, "Efectos a corto plazo de cambios en los salarios mínimos sobre la tasa de empleo informal", ILO Working Paper (unpublished)

Appendix 3. List of persons interviewed

ILO officials

	Office	Name	Title	Email
	ILO Headquarters			
1	Geneva	Patrick Belser	Wage Team Coordinator	belser@ilo.org
2	Geneva	Elva López Moureló	Project Manager (SAW project)	lopezmoureló@ilo.org
3	Geneva	Guillaume Delautre	Project Manager (SAW-A project)	delautre@ilo.org
	ILO Thailand & Sri Lanka			-
4	Bangkok	Xavier Estupiñan	Wage Specialist – Asia	estupinan@ilo.org
5	Colombo	Anoop Satpathy	Wage Specialist – South Asia	satpathy@ilo.org
	ILO Côte d'Ivoire			-
6	Abidjan	Toa Bi Ulrich Olivier DJE	National Project Coordinator	djet@ilo.org
7	Abidjan	Na Pahimi BAIZEBBE	Chief, Regional Programming Unit, Regional Office for Africa	baizebbe@ilo.org
8	Abidjan	Ndeye Coumba DIOP	Director, Country Office	diopc@ilo.org
9	Dakar	Faustin Amoussou	Social Dialogue Specialist	amoussou@ilo.org
	ILO Viet Nam			-
10	Hanoi	Vu Kim HUE	National Project Coordinator	kimhue@ilo.org
11	Hanoi	Nguyen Ngoc TRIEU	Senior Programme Officer	trieu@ilo.org
12	Hanoi	Ingrid CHRISTENSEN	Director, Country Office	christensen@ilo.org
	ILO Costa Rica			-
13	San José	José Pablo VEGA HERRERO	National Project Coordinator	vegaherrero@ilo.org
14	San José	Leonardo FERREIRA NEVES	Deputy DWT/CO Director • DWT/CO-San Jose	ferreira@ilo.org
	ILO India			-
15	New Delhi	Ranjit PRAKASH	National Project Coordinator	prakashr@ilo.org
16	New Delhi	Divya VERMA	Senior Programme Officer	divya@ilo.org
17	New Delhi	Michiko MIYAMOTO	DWT/CO Director	miyamoto@ilo.org

Constituents

	Location	Name	Title	Email
	Costa Rica			
18	San José	Eduardo Prado	Presidente del CNS y representante del Sector Estatal	pradoze55@gmail.com
19	San José	Frank Cerdas	Miembro del CNS y representante del Sector Empleador	fcerdas@uccaep.or.cr

20	San José	Martin Calderón	Miembro del CNS y representante del Sector Empleador	mcalderon@cnaacr.com
21	San José	Dennis Cabezas	Miembro del CNS y representante del Sector Trabajadore	famdeca2@gmail.com
22	San José	Maritza Arias	Miembro del CNS y representante del Sector Trabajador	machaves2006@gmail.com
23	San José	Isela Hernandez	Secretaria del CNS y Jefa del Departamento de Salarios Mínimos del Ministerio de Trabajo	isela.hernandez@mtss.go.cr
Côte d'Ivoire				
24	Abidjan	Ekpo Angathe Guy Serge	Representative of government	angatheserge@yahoo.fr
25	Abidjan	Edouard Ladouyou	Representative of employers	edouard.ladouyou@gmail.com
26	Abidjan	David Bli Blé	Representative of workers	blibledavid@gmail.com
India				
27	Assam	Anamika Tewari	Labour Commissioner, Assam	labourcommissioner@yahoo.com
28	Assam	Ramen Das	All India Centre of Trade Unions	-
29	Telangana	Janak	Chairman, Minimum Wage Board	-
30	Telangana	Chandrashekhar	Secretary, Indian National Trade Union Congress	-
31	Telangana	Shyam Sunder Jhaju	Labour Secretary, Minimum Wage Board	col.labour.telangana@gmail.com
32	Jharkhand	Rajesh Prasad	Assistant Labour Commissioner	sec_labour@jhr.nic.in
33	Jharkhand	Biswas	Centre of Indian Trade Unions	-
34	Tamil Nadu	Ramesh Kumar	Associate Professor, HOD	tilschennai@tn.gov.in
35	New Delhi	Alok Mishra	Joint Secretary-Labour	-
Viet Nam				
36	Hanoi	Nguyen Huyen Le	Head of Wage Division, Ministry of Labour, Invalids and Social Affairs; Lead member of National Wage Council Technical Team; Project Focal Point	nguyenhuyenle@gmail.com
37	Hanoi	Vi Thi Hong Minh	Deputy Director, Bureau of Employers' Activities, Viet Nam Chamber of Commerce and Industry	viminhvcci@gmail.com
38	Hanoi	Pham Thi Thu Lan	Deputy Director, Institute of Workers and Trade Union, Viet Nam General Confederation of Labour	lanphamthithulan@gmail.com

Donor

	Location	Name	Title	Email
The Netherlands				
39	The Hague	Charlotte Bernhard	Senior Policy Advisor Sustainable Production and Trade	charlotte.bernhard@minbuza.nl

Appendix 4. Data collection worksheet

ILO evaluation criteria	Key evaluation questions	Method
Relevancy	Does the project respond to the beneficiary needs?	SWOT
	How do the objectives of the SAW project align with constituents' and donor's priorities and to what extent they meet their needs?	Documentation review
	How does the SAW project contribute to and how coherent it is with national and ILO development frameworks (country's national development plan, UNDAF, DWCPs, P&B, SDGs)?	Interviews + IQ
Validity	Do you think that the project design is in adequacy with the formulated project objectives?	Interviews
	How appropriate and valid are the project strategy, objectives and assumptions for achieving planned results?	SWOT + Interviews
	What lessons can be learned for the design of future projects that intend to apply similar approaches?	SWOT
Efficiency and effectiveness	Project's management and methodology allow for efficiency and effectiveness?	IQ
	How is the project progressing in delivering its outputs and towards preliminary outcomes in all countries?	IQ + SWOT
	What obstacles has the project encountered during the implementation?	SWOT
	What corrective actions are needed to more effectively achieve the intended results?	Interviews
	How are time frames and work plans being respected, and how are contingencies being dealt with?	Interviews
	To what extent is corrective action taken when required?	Interviews
	How efficiently is the project using its financial and human resources?	Interviews
Impact and sustainability	Are the impact and sustainability of the project intervention concretely verifiable and technically measurable at the field level?	IQ + Interviews
	Is the project contributing to capacity-building in the pilot countries to enable adequate wage-setting mechanisms and wage policies that are sustainable over time?	IQ + Interviews
	Can specific success stories or case studies demonstrate how the project approach is positively affecting the setting of adequate wages?	IQ + Team meeting
	How feasible would it be to replicate the interventions in other regions or sectors, considering factors such as resource availability, contextual differences and stakeholder buy-in?	Interviews

Note: IQ = Individual questionnaire

Appendix 5. Stakeholders interview matrix

	C	R	E1	E2	I	S	IN
1. Are the initial assumptions still valid? (Political context, socio-economic situation, business environment, sensitivity to setting adequate wages, and so on)		X			X	X	X
2. Do the activities implemented make it possible to achieve the objective and results of the project? (Could you suggest some lessons learned and/or success stories?)			X	X			
3. Is the approach consistent? (If not, what could be the bottlenecks? If yes, could identify some best practices?)	X					X	
4. Are stakeholders involved? (Participatory dynamics, inclusive exchange, empowerment, ownership, institutional/national/governmental appropriation, private sector financing and so on)			X				X
5. Does the program promote the creation of inter-institutional synergies? (Any difficulties and or lessons learned to mention? Best practices to share?)	X		X		X	X	X
6. What do you think is the dynamic of public-private partnership? (Financial involvement of the private sector, appropriation of adequate wages strategy and so on.)	X	X	X	X	X	X	X
7. Are cross-cutting themes effectively taken into account? (Green jobs, respect for ecology, environmental protection, circular economy, gender equity, digitalization of intervention methodologies, development of soft skills, poverty reduction and so on.)	X	X	X	X	X	X	x
8. Has the image of the ILO and/or SAW project improved in your country? (Impact of awareness and communication activities developed by the project, and so on.)	X	X	X	X	X	X	X
9. What do you think about the sustainability of the project? (Is SAW sustainable in its current state? What modifications should be made? Are the tools developed appropriate for your country? Can the Government (key ministries/agencies involved) and/or private sector/selected enterprises assume continuity?)						X	X
10. How do you see the rest of the project? (Strategic themes to take into account: priority activities, interlocutors and partners to introduce, additional geographical coverage, possible modification of the internal structure, system of institutional partnerships, involvement of the public/private sectors, additional problems and/or difficulties not yet processed/identified, "how" the implementation affects the desired impact)		X		X	X		

Notes: X indicates correspondence between questions and OECD evaluation criteria: C = Coherence, R = Relevance, E1 = Efficiency, E2 = Effectiveness, I = impact, S = Sustainability, IN = Inclusivity.

Appendix 6. Self-assessment questionnaire

1. SAW partners

Social partners & other major partners	
Main Partner of the Project in your country:	
Other tripartite partners:	
Other public partners:	
Other private partners: (selected enterprises)	
Supply chains actors: (agriculture, textile, garment, etc.)	
Other associative partners (Civil Society):	
Do you think it is necessary to strengthen the capacities of the following partners?	If so, what are their specific capacity-building needs?
Ministry of Labour	
Other public partner	
Employer organizations	
Workers' organizations	
Other key stakeholders	
Commitment of social partners	According to your national experience, what are their critical entry points?
Ministry of Labour	
Employers' organizations	
Workers' organizations	
ILO Constituents engagements	Explain and describe
How do you involve social partners?	
What have you done to improve this engagement?	
Is there any national committee/steering committee now where they can talk about project achievements and get constituent feedback?	

2. Beneficiaries

Direct, indirect, final beneficiaries	Please give an overview
Who do you think are the direct beneficiaries of SAW in your country?	
Who do you think are the indirect beneficiaries of SAW in your country?	
Who do you think are the final beneficiaries of SAW in your country?	

3. Cross-cutting issues (CCIs)

ILO cross-cutting issues (1)	Have these CCI been subject of particular interest in your country?		If so, how were they implemented?	
	Yes	No		
CCI related to International Labour Standard				
CCI related to Social Dialogue				
CCI related to Gender Equality				
CCI related to Non-discrimination)				
Cross cutting issues (2)	Explain the specificities of the SAW project			
How do you mainstream gender approaches and inclusion processes?				
Do you still need further support on addressing transversal issues?				

4. Interinstitutional collaboration and networking

Synergies & coordination		Explain SAW Project contribution to...
Government	National developments plans, etc.	
UN system	UNSDCF, etc.	
ILO	P&B, DWCP and CPO, etc.	

5. Funding issues

Budget	Yes	No	If so, explain why	If not, explain why
In your opinion, is the Project budget sufficient in your country to achieve the expected objectives?				
	Yes	No	If so, explain how	If not, explain why

Do you think you can obtain additional funding from donors in your country?				
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6. Monitoring and evaluation system (M&E)

Monitoring and evaluation system (1)	Explain and illustrate your answer / Give some examples				
What type of monitoring tools you currently use?					
What would help you improve your tracking system?					
Monitoring and evaluation processes (2)	Yes	No		If yes, justify	If not, what innovative tools do you suggest?
Do you think that the SAW has an adequate M&E system to ensure the management of the Project as described in the PRODOC and included in the logical framework?					
Is the M&E system effective in measuring the impact of SAW in your country?					

7. Communication

Communication strategy	Yes	No	If so, explain for what purpose	If not, explain why
Do you think the Project available communication strategy is efficient?				

8. Reporting

Reporting	Yes	No	If not, explain	If not, what alternative tools would you suggest?
Do you think the SAW reporting tools are suitable for your work?				
Does the current reporting frequency seem adequate to you?				

9. Theory of Change and Leave No One Behind approach

Theory of Change and Leave No One Behind approach	
How do you understand the SAW "Theory of Change" and in particular in the specific case of your country?	
What does the slogan "Leave No One Behind" mean in the context of SAW Project and in particular in the specific case of your country?	

10. Indicators

SAW Project Indicators			
How would you classify the SAW indicators according to the designations below.	Transcribe in each window below the SAW indicator according to your ranking	which indicators do you find difficult or easy to achieve?	Easy or difficult... explain why?
Quantitative indicators			
Qualitative indicators			
Process indicators			
Impact indicators			
Sustainability indicators			

11. Project strategy

Three pillars: <i>The project seeks to promote higher living standards for workers and their families. The strategy of the project rests on three pillars</i>			
Halfway through the implementation of the Project, do you think that these fundamental pillars will be achieved by the end of the Project?			
	Yes	No	
1. Workers receive wages that are adequately defined			
2. The capacity of enterprises to pay higher wages is increased.			

3. Living wage initiatives are strengthened along the lines of the ILO Brief on “setting adequate wages: the question of living wages”.			
Another pillar would you like to suggest?			

12. Outcomes

Outcomes	In your opinion, are the Project’s three outcomes concerning your country relevant in terms of ... ?		Explain why
	Yes	No	
Politics and governance			
Flexible routes			
Inclusive programs			
Learning			

13. Risks

Risk assessment	Make a choice and explain the raisons			
	Low	Medium	High	Reasons
The possibility that the project methodology does not generate the expected results.				
The possibility that negotiators refuse to adopt an evidence-based approach.				
The possibility that wage negotiations are based on ill-founded assumptions about marginalized and disadvantaged groups.				
The possibility that agreed wages are not adjusted to reflect changing needs and economic conditions.				
The possibility that national statistical agencies do not invest in collecting new data.				
The possibility of interference in the analysis or presentation of statistical data				
The possibility that labour inspectorates do not maintain their investment in in the area of wages				
The possibility of not finding consultants/national staff with the required skills				

14. Scaling up

Scaling up	Yes	No	Explain your choice Please describe the process
In your opinion, what are the possibilities for scaling up the different SAW interventions?			
In your opinion, which actors will be able to engage in scaling up?			
In your opinion, what could be the conditions on the basis of which current SAW partners can engage in scaling up?			
In your opinion, how can this scaling be achieved?			
In your opinion, what are the limits of scaling learning systems?			
In your opinion, what are the factors opposing scaling up?			

15. ILO criteria

Evaluation criteria	In your opinion, are the ILO criteria concerning your country relevant in terms of... ?		
	Yes	No	Explain why
Relevancy			
Does the project respond to the beneficiary needs?			
How do the objectives of SAW project align with constituents’ and donor’s priorities and to what extent they meet their needs?			

How does the SAW project contribute to, and how coherent it is with national and ILO's development frameworks (Country's national development plan, UNDAF, DWCPs, P&B, SDGs)?			
Validity	Yes	No	Explain why
Do you think that the project design is in adequacy with the formulated project objectives?			
How appropriate and valid are the project strategy, objectives, and assumptions for achieving planned results?			
What lessons can be learned for the design of future projects that intend to apply similar approaches?			
Efficiency and effectiveness	Yes	No	Explain why
Project's management and methodology allow efficiency and effectiveness?			
How is the project progressing in delivering its outputs, and towards preliminary outcomes in all countries?			
What obstacles has the project encountered during the implementation?			
What corrective action are needed to more effectively achieve the intended results?			
How are time frames and work plans being respected, and how are contingencies being dealt with?			
To what extent corrective action is taken when required?			
How efficiently is the project using its financial and human resources?			
Impact and sustainability	Yes	No	Explain why
Are the impact and sustainability of the Project intervention concretely verifiable and technically measurable at field level?			
Is the project contributing to capacity-building in the countries to enable adequate wage-setting mechanisms and wage policies that are sustainable over time?			
Can specific success stories or case studies demonstrate how the project approach is positively affecting the setting of adequate wages?			
How feasible would it be to replicate the interventions in other regions or sectors, considering factors such as resource availability, contextual differences, and stakeholder buy-in?			

16. Result-based management approach

Expected Results	Do you think the SAW project is in the right direction to achieve the following results?		If yes, explain how.	If not, explain why.
	Yes	No		
Tripartite institutions have access to better information and evidence to set adequate statutory minimum wages				
Social partners have access to better information and evidence to support their demands and positions on wage bargaining.				
More information is available to social partners and labour inspection services to improve compliance with statutory and negotiated wages.				
Selected enterprises in agriculture and textile and garment supply chains – and/or other supply chains identified in beneficiary countries - have				

better information on ways to improve productivity.				
Governments and social partners have information about macro factors that support and enable sustainable wage growth.				
Actors involved in living wage initiatives have better understanding of the needs of workers and their families, and of economic factors in wage setting.				

17. Good practices

Good practices	Have you identified good practices within the context of the SAW Project ?		If yes, please describe.	If not, explain why.
	Yes	No		
Good practice 1				
Good practice 2				
Good practice 3				
Other good practice?				

18. Lessons learned

Lessons learned	Have you identified lessons learned within the context of the SAW Project ?		If yes, please describe.	If not, explain why.
	Yes	No		
Lesson learned 1				
Lesson learned 2				
Lesson learned 3				
Other lesson learned?				

Appendix 7. SWOT analysis

A strengths, weaknesses, opportunities and threats (SWOT) analysis is a well-known method that has the double advantage of a broad participatory dynamic associated with an interactive assessment of the results observed.

A SWOT analysis takes place in 4 distinct stages:

- **Step one:** Each staff (NPC, the SAW top management staff) does its SWOT analysis individually.
- **Step two:** Each staff sends its SWOT analysis to the consultant.
- **Step three:** An online meeting is organized for each country in order to consolidate a national SWOT (which means four online meetings, one each for Costa Rica, Côte d'Ivoire, India, Viet Nam)
- **Step four:** A global SWOT approach at the project level is developed by completing the consolidated national SWOTs with the various elements provided by top management staff.

Key questions for the SWOT analysis:

- ▶ Identify the strengths, risks and perspectives of the SAW project?
- ▶ Are ILO cross-cutting issues taken into account by the project?
- ▶ Do you think that each of the following cross-cutting issues – international labour standards, social dialogue, gender equality and non-discrimination – can be considered as a success and/or a weakness, and/or an opportunity, and/or a threat?
- ▶ What aspects of the M&E system need to be changed to enhance the effectiveness of the project?
- ▶ Other issues?

Legend for the SWOT table:

- Strengths & Opportunities Looking back on the past
- Weaknesses & Threats Looking forward to the future
- Strengths & Weaknesses Project internal dynamic
- Opportunities & Threats External context appraisal
- ▶ Good practices can be inserted in both of the following windows: Strengths & Opportunities.
- ▶ Lessons learned can be presented in the following windows: Weaknesses & Threats.

The SWOT table:

Strengths	Weaknesses
Opportunities	Threats