



# Evaluation Summary



International  
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## Global Action Programme on Migrant Domestic Workers and their Families (GAP-MDW) - Independent Final Evaluation

### Quick Facts

**Countries:** *Global and 5 Migration corridors (11 countries). Indonesia-Malaysia; Nepal-Lebanon; Paraguay -Argentina; Ukraine-Poland; Zimbabwe/Lesotho- South Africa*

**Final Evaluation:** *July 2016 – December 2016*

**Evaluation Mode:** *Independent*

**Administrative Office:** *MIGRANT*

**Technical Office:** *MIGRANT*

**Evaluation Manager:** *Natalia Popova*

**Evaluation Consultant(s):** *Dr. Una Murray*

**Project Code:** *GLO/12/28/EEC*

**Donor(s) & Budget:** *EU €4,375,000*  
*ILO: €867,577 to cost share activities*

**Keywords:** *Domestic Workers; Migrants; Migrant Domestic Workers; Corridor Approach; C189*

*making decent work a reality for domestic workers worldwide”, serving as a unifying framework for action at country, regional and global levels on domestic work. The GAP-MDW project focused on five domestic workers migration corridors: Nepal to Lebanon; Paraguay to Argentina; Indonesia to Malaysia; Ukraine to Poland; and Zimbabwe/ Lesotho to South Africa. GAP-MDW sought to promote the human and labour rights of MDWs worldwide by addressing the challenges that make them particularly vulnerable to the risks of exploitation and abuse. Research was undertaken to provide evidence of their situation; activities were put in place to enhance capacities of organizations who advocate for MDWs rights; and capacity building approaches were pilot tested in three corridors to protect, support and empower MDWs. Although overall focused on five migration corridors, the project maximized impact by inviting other countries to events and disseminating information widely.*

### Purpose, scope and clients of the evaluation

The purpose of this evaluation is to assess the relevance, effectiveness, efficiency, coherence, and sustainability of the GAP-MDW project, focusing on what was achieved, what challenges were encountered and the underlying reasons for both. The evaluation is for accountability and learning purposes. Key evaluation clients are the EU, the ILO and project partners.

### Methodology of evaluation

### Background & Context

The demand for ILO technical assistance from national constituents on matters relating to domestic workers has increased since the adoption of the Domestic Workers Convention (No. 189) and Recommendation (No. 201), 2011. In 2011, the ILO Governing Body endorsed a global ILO “*Strategy for action towards*

Over 60 people were interviewed face-to-face or by Skype for this evaluation including ILO staff and partners. Field visits took place in late July to Ukraine and South Africa. A survey questionnaire yielded 36 qualitative responses. Constraints related to the large scope of the evaluation and timing (holiday period for many who participated). This final evaluation was carried out fairly soon after the mid-term evaluation, with some interviewees expressing evaluation 'fatigue'.

## Main Findings & Conclusions

Managed from ILO Geneva, the project had global, national and migration corridor focused elements under a strong gender and workers rights focus. Primarily the project sought to make linkages in sending and receiving countries, and amongst various stakeholders within countries, but linking to a global rights agenda. The project set itself an ambitious task.

The GAP-MDW project fits with ILO initiatives such as the *Decent Work for Domestic Workers* campaign; the *ILO Fair Migration Agenda*; and the *ILO Fair Recruitment Initiative*. Four technical departments (MIGRANT, INWORK, SAP/FL and ACTRAV) at ILO headquarters were involved. The GAP-MDW project was relevant to many other ILO initiatives, and timely, in that it was able to seize opportunities through ILO's 2013 leadership of the interagency Global Migration Group and at related high profile events to raise the visibility of migrant domestic workers. It aligned with two Outcomes of the Programme and Budget 2012-15.

The International Domestic Workers Federation (IDWF) was an associate of the project and they developed a global electronic knowledge platform. The number of registered members began at 603 and rose to 40,564 by September 2016. Another associate was the International Trade Union Confederation (ITUC) who launched the '12 by 12' campaign in partnership with IDWF/IUF and others, and with IDWF host the 'My Fair Home' petition. In most of the 11 countries of focus, work on domestic

workers/migrants preceded GAP-MDW, albeit more in some countries (Lebanon, Paraguay, South Africa) than others (Ukraine, Lesotho, Zimbabwe). Operationally the GAP-MDW project linked to projects that worked on combating trafficking or safe migration (such as the ASEAN projects, PROWD, *Work in Freedom*) and worked closely with UN Women in Argentina. Social media was used effectively to reach MDWs themselves (Twitter, Facebook, Whatsapp).

The project experienced external political and environmental challenges: the displacement of Syrian people into Lebanon; two major earthquakes in Nepal greatly affected project activities; and Ukraine experienced ongoing conflict.

Research commissioned examined the different needs of MDWs throughout the migration cycle (pre-employment, at work, and on return). Reviewing the 11 baseline and five thematic studies; the 7 policy briefs and the labour force study conducted (in Zimbabwe, with one ready to go in Nepal), the Global Flagship on MDW summarises many of the key lessons learned on the rights of migrant domestic workers through the GAP-MDW project. The strong collaboration with and between ITUC and IDWF, and the technical assistance provided to IDWF to support their founding congress were effective for global strategies to improve the organization of MDWs. Many regional, bi national and tri national workshops took place in the 5 migration corridors and beyond, to develop strategies, build alliances and move forward the agenda for domestic workers. An inter-regional knowledge sharing workshop in Madagascar was reported as particularly effective with ILO playing an excellent facilitating role amongst constituents and others, and an emphasis on labour agreements between regions and countries. These events allowed for countries to learn from each other, and to understand the international context under which MDWs are placed. National stakeholders also used research findings to strengthen their engagement with government. For example a study contributed to discussions around lowering this age ban in Nepal.

Another achievement was the quantitative statistical module included in the Zimbabwe Labour Force Survey, which provided a detailed profile of the flows of migrant workers. The module was adopted by SADC as an instrument to be used by its other members to inform Labour Market Information Systems. A range of information guides, newsletters, booklets, and 4 videos (one through OHCHR) were produced. Notably both the ITUC-IDWF-ILO guide for collective bargaining and the information ‘passports’ (for domestic workers as they travel) were reported to provide useful and practical information. When disseminated and widely referenced in other initiatives, these tools should continue to enhance awareness of social partners so they can advocate for MDWs. The three vocational training skills manuals developed in Argentina to professionalize workers who care for the elderly, children and housework are already being further adapted for migrants in refugee situations, and will be piloted in 2017 in Jordan, Lebanon and in Egypt.

In Paraguay the project contributed towards the passing of new law on domestic work approved by Parliament in March 2015, equating domestic workers rights with all wage workers rights. In Argentina, with new legislation passed in 2015, a relatively higher number of MDWs enrolled for social security. In Ukraine, Convention 189 ratification is now scheduled for 2019. On the whole, employers did not engage or feature strongly in the overall GAP-MDW project. Nevertheless in Lebanon, innovative pilots were put in place with bank employees, which are expanding further through ILO projects currently under negotiation. In Malaysia, the employers’ organization and government launched a code of conduct for employers of domestic workers in March 2016. Research in South Africa and Malaysia also provided useful insights on how employers view MDWs. In Argentina, employers were encouraged to register their domestic workers.

Generally, with some exceptions questionnaire respondents for the evaluation were positive about the GAP-MDW project, considering activities to be worthwhile, and mentioning those they particularly

appreciated. Many stakeholders interviewed were appreciative of the support from the EU, which allowed for a spotlight MDWs via ILO and partners.

The GAP-MDW project could have benefited from a stronger ‘theory of change’ with regard to what it was trying to achieve, and how, as with so many products, workshops, regions, and multi-processes, the project required more visible ‘discipline’ with regard to how all the components contribute towards eventual outcomes. Even with efforts made by the GAP-MDW project (developing both a results and progress matrix), with so many activities taking place in so many countries, monitoring was very difficult. The project was reliant on ILO national officers or partners reporting. Many interviewed did not find the project indicators particularly useful. However this evaluation notes (as did the mid-term and evaluability assessment) that projects which have an ambitious task (changing attitudes and mind frames towards MDW, not to mention examining laws and working with so many actors), require longer time frames. Attribution is difficult to measure, and in many cases, incremental changes can only be noted in the policy sphere.

Other challenges included the lack of dedicated project staff in many of the 11 countries. Bidding regulations in the EU does not encourage hiring extra ILO project staff in country offices, nor does it allow for flexibility during implementation. Most interviewees made the point that with more human resources and better coordination with national strategies from the start, pilot initiatives would have made better progress and be more sustainable.

The GAP-MDW project did not have an objective to focus adequately on MDWs themselves, although it strove to reach MDWs through partners, encouraging trade unions to represent this category of worker with IDWF reaching out through their electronic platform. Another approach was building the capacity of domestic workers unions. For example SADSAWU in South Africa are pioneering approaches to reach more migrants. Mobilizing different authorities and stakeholders to come together to address MDW rights

is a long process. To sustain work with MDWs, requires more outreach and a 'community development' approach which gradually supports empowerment.

Project management challenges related the complexity of commissioning multi-country studies, handling 5 migration corridors with multiple sites and organizations that were intended to generate information towards concrete legislative change in each corridor as well as for global action and advocacy to protect MDWs. Many of the challenges related to a lack of dedicated staff to this project, coordinating across units at headquarters, as well as budgets and co-financing requirements. Management of the project often relied on the good will of country offices. Effective projects need dedicated staff in the countries of delivery and adequate travel budget to ensure support from Geneva. This was lacking in the GAP MDW project.

**In conclusion**, the GAP-MDW project allowed for an exclusive opportunity to research and focus on the migrant domestic workers domain. When disseminated widely, and packaged in discrete policy briefs, the Global Report on Migrant Domestic Workers will be significant for driving policy advice and change, as it draws on many experiences across the globe. Capacity for relevant organizations to advocate for MDWs drew considerable attention to the MDWs amongst trade unions in many of the countries, but trade unions still require much encouragement to link with this informal sector. The need for a focus on MDWs themselves has been fully recognised as the most sustainable approach for collective action to build advocacy approaches. Organising domestic workers is no easy task and requires further support.

### Recommendations

Continue to focus on this category of often forgotten workers through a corridor approach, with regional dialogues and include MDWs on inter-regional dialogue agendas. Use MDW experience as an example of gender and the care economy in the global

2030 agenda. Continue to document innovative ways of reaching employers of domestic workers and share widely with ILO staff, partners and ACTEMP. Increase and maintain the focus on the transparency of recruitment practices. An awareness raising campaign that highlights research results is still required to reach many more stakeholders, using the information (such as the Global Report on MDWs) emanating from this project. Consider how documentaries and campaigns can reach the popular media. Dedicate time to share information, and follow up on what has taken place. Create more opportunities for inter regional exchange of experiences on MDWs using South-South cooperation, linking to regional bodies such as the SAARC, SADC and the Gulf countries and presenting results widely. Continue to improve and update the knowledge products produced through GAP-MDW such as the information passport for MDWs.

Ensure ILO's strategy on DW4DWs gives consistent signals and messages to constituents, UN partners and donors. Explore opportunities for funding through the International Centre for Migration Policy Development (ICMPD) or 'Africa Trust Fund for stability and addressing root causes of irregular migration and displaced persons'. Maintain the networks set up under GAP-MDW (such as the electronic platforms). Ensure MDWs are visible in the framework for Alliance 8.7. Encourage more close links with MDW organizations themselves. Explore possibilities for peer exchange of domestic workers unions to view other projects or see what is happening in other regions. Include non-union organizations in any research or actions on MDWS. Encourage governments to extend professional skills for domestic workers to NGOs and government training centres. In future projects define adequate M&E procedures using existing ILO procedures and tools and establish a better supervision body and mechanism to better monitor performance. Ensure that evaluation results are comprehensively discussed and the most appropriate recommendations used.