



ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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Acronyms

ACI	Areas of Critical Importance in ILO Strategy
ANEP	National Association of Employers, El Salvador
C131	ILO Convention 131, Minimum Wage Fixing
C183	ILO Convention 183, Maternity Protection
C189	ILO Convention 189, Decent Work for Domestic Workers
CHODAWU	Conservation, Hotels, Domestic and Allied Workers' Union, Tanzania
COC	Code of Conduct for Employers of Domestic Workers, Zambia
CPO	Country Programme Outcome
DW	Domestic Worker
DWCP	Decent Work Country Programme
FFTUZ	Federation of Free Trade Unions of Zambia
ILO	International Labour Organization
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch
LEAAZ	Labour Consultants and Employment Association of Zambia
MW	Minimum Wages
NWC	National Wage Council, Costa Rica
OBF	Outcome Based Funding
OSH	Occupational Safety and Health
P&B	Programme and Budget
RB	Regular Budget
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
SIDA	Swedish International Development Cooperation Agency
SME	Small and Medium Enterprise
TPTWG	Tripartite-plus Technical Working Group, Zambia
TU	Trade Union
UCCAEP	Costa Rica Union of Chambers and Associations of the Private Sector
UHDWUZ	United House and Domestic Workers Union of Zambia
UNDAP	United Nations Delivering As One Programme, Tanzania
WORKQUALITY	Conditions of Work and Equality Department of the ILO
ZFE	Zambian Federation of Employers
ZCTU	Zambian Congress of Trade Unions

1. Acknowledgments

This evaluation was made possible by the generosity of project partners in Costa Rica and Zambia in sharing their information, time, and knowledge with the evaluators, including domestic workers and domestic worker union members, for whom attending the evaluation meetings represented a considerable personal effort and cost.

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2. Executive summary

Summary of the project purpose, logic and structure

The evaluated project was funded through an Outcome Based Funding partnership agreement with Sweden (SIDA). It built directly on a previous SIDA project (2012-2013) which focused on “Making Decent Work a Reality for Domestic Workers”. The evaluated project broadened this focus from working exclusively on domestic workers’ rights (in line with the P&B Outcome 5, Indicators 5.1), to also working on the promotion of minimum wage policy for workers who are vulnerable or in precarious conditions of employment (including domestic workers), in line with P&B Outcome 5, Indicator 5.2.

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

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

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

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

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

Present Situation of the Project

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

Purpose, scope and clients of the evaluation

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

Methodology of evaluation

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

The evaluation was conducted through:

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

Main Findings and Conclusions

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

The project, which was highly demand-led, was also relevant to the needs of its key target groups (domestic workers and workers vulnerable to low wages), building, in particular, on existing work and campaigns of state partners and workers' organizations (although at times this was more of a difficult task in relation to employers). However, an emphasis on protection of domestic workers from violence is one target group priority which could be further addressed (and, in terms of strategic coherence, this could be better linked to the P&B Outcome 6 on OSH).

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

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

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

- Increased political commitment to domestic workers' rights/ minimum wages (though with some challenges in bringing employers' organizations, in particular, on board);
- Public awareness and attitude change, around domestic work and minimum wages;
- Creation of spaces for dialogue between ILO constituents on DW rights/ minimum wages

- Capacity building of key organizations, in particular state technical bodies working on minimum wages, and domestic workers' unions
- Knowledge development and research, including the development and dissemination of global products;
- Progress towards ratification/ implementation of relevant ILO labour standards, in particular C189, which looks set to be ratified in El Salvador and Zambia in the short term

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

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

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

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

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

Recommendations

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

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

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

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

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

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

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

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

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

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

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

3. Project Background

3.1 Project Objectives

The subject of this final independent evaluation is a project funded through the third phase of an ILO partnership agreement with Sweden (SIDA). This partnership works through an outcome-based funding agreement, aligned with the ILO's Strategic Policy Framework 2010-15 and the Programme and Budget for 2010-2011, 2012-2013, and 2014-2015. The title of the project is "Outcome 5: Thematic Funding for 2014-2015" and it had a budget of US\$ 1,015,554.

The 2014-15 project built directly on the previous phase, also supported through the partnership agreement with SIDA (2012-2013), which focused on "Making Decent Work a Reality for Domestic Workers". The current project broadens the focus from working exclusively on domestic workers' rights (in line with the P&B Outcome 5, Indicators 5.1¹), to also working on the promotion of minimum wage policy for workers who are vulnerable or in precarious conditions of employment (including domestic workers), in line with P&B Outcome 5, Indicator 5.2².

3.2 Intervention Logic

More specifically, understanding how effective the project has been against the goals of Outcome 5, means assessing whether the project activities, and the impacts that resulted from them, are in fact the best way of achieving these broader goals – i.e. the project's theory of change. There is no explicit theory of change outlined in the project documents, possibly as the project components are largely demand-led, and build on existing processes and activities, and responses to specific entry points in each of the country CPO contexts (see below). However, in spite of this, some key elements of a broader theory of change can be inferred both from the project strategy and from the elaboration of ILO Outcome 5 more generally, i.e. that working conditions for domestic workers and low wage workers will be improved by:

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

Accordingly, the project included six main components which include a set of 'global products', which are a set of tools, methodologies and knowledge products related to domestic workers' rights, and five CPOs, three addressing domestic workers' rights (in line with Outcome 5 indicator 5.1) and two addressing minimum wages (in line with Outcome 5 indicator 5.2). The focus of each, drawn from the project documents, is briefly described below.

Global Product: GLO328 Advancing decent work for domestic workers

The specific nature and context of domestic work (including the nature of the employment relationship, the household as a site of employment, and more generally the lack of recognition of domestic 'care'

¹"Number of member States in which tripartite constituents, with ILO support, adopt policies or implement strategies to promote improved or more equitable working conditions, especially for the most vulnerable workers"

²"Number of member States that, with ILO support, strengthen their institutional capacity to implement sound wage policies"

work as 'real work') presents particular challenges for extending core labour rights and decent work to domestic workers. Since the adoption of C189 at the International Labour Conference in 2011, the ILO has received an increasing number of requests for support from countries ratifying convention C189, or working towards progressive ratification of the convention.

In the first biennium of this SIDA supported project (2012-13) the ILO responded to these requests through the development of a range of resources for policy development, capacity-building, to inform social dialogues and policy development at country level, and to equip ILO partners and staff who directly assist national constituents. Resources were completed on five thematic areas (Working Time; Wages; Compliance and Enforcement; Organizing Domestic Workers; and Assessment methodologies). In this 2014-15 Outcome 5 project, the ILO continued to develop these policy resources, in response to ongoing requests from constituents. The focus of additional policy resources developed under this project included continued work on: Wages; Working Time, and Assessment methodologies, and developed new sets of global products on: Extension of social security to domestic workers, collective bargaining and other forms of negotiation, dispute resolution, and protection of migrant domestic workers.

Global Product summary description from Logframe: The ILO will, building on what it developed and produced in 2012-13, continue to develop policy resource packages which could be used by national constituents and ILO staff in building capacities of national institutions, designing effective & sound policies, facilitating meaningful social dialogues and strengthening organizations of domestic workers and employers of domestic workers. These resources are a response to increasing demand from national constituents as well as ILO Field Staff for more information and guidance on how to effectively extend labour protection to domestic workers and improve working conditions.

Cabo Verde CPO CPV127

Background from project document: Cape Verde is an emerging economy that has progressed from low-income to middle-income country in less than two decades. However, it still suffers from a significant degree of inequality with a Gini coefficient that has increased from about 43 in the late 1990s to about 50 in 2010. On 1st January 2014, following a 5-year internal discussion among institutions in Cape Verde, a new minimum wage (MW), set at 11,000 Escudos (about 120 Euros), came into force. Domestic workers are covered by the new MW. The level of the new MW was not based on empirical evidence; instead, it was based on consensus between trade unions, employers and the monitoring of the Ministry of Labour. At the time of fixing the MW, it was believed that the level was not high enough to make a difference to those at the low end of the wage distribution. But a minimum wage was expected to improve the working conditions of low-paid workers while low-income households increase their incomes and gain a larger share of the fruits from the recently experienced economic growth in the country. There was a clear intention among the authorities, policy makers and social partners to make the minimum wage binding and effective in reducing inequality and poverty without necessarily having an adverse impact on other target policies such as full employment. In particular, the government was concerned with the employment of domestic workers as there was hardly any information on the wage distribution for this particular sector.

CPO summary description from logframe: To build national capacity for setting sound minimum wage policy, the methodology for monitoring and assessing the impact of minimum wage setting will be fully developed and tested, the experience systematised and knowhow transferred to the relevant national agencies, and minimum wage information dissemination strategy designed and assessed.

Costa Rica CPO CRI133

Background from project document: Costa Rica had, until 7 years ago, a minimum wage policy which was adjusted on the basis of inflation but not of productivity growth. In the last 7 years, the real purchasing power of minimum wages has increased through tripartite agreements on the adjustment mechanism and the composition of minimum wages in the country, as well as a campaign on compliance of minimum wages. With the current government administration, sworn in on May 8th, 2014, there is a clear objective of continuing and strengthening the expansionary policy for wages. However, this occurs in a context where inequality increases, medium wages are accelerating more than minimum wages but in some sectors, minimum wages are even 90% of median wages, such as in agriculture. The Decent Work Country Program addresses the need expressed by the new authorities on national minimum wage policy (which is also in the UNDAF work plan) specifically with respect to development objectives of reducing inequality and increasing income for the less well-off.

The National Wage Council (NWC) is a tripartite mechanism through which government, workers and employers address issues related to the minimum wage structure of the country (unique in the region as it is based on levels of qualification), adjust the minimum wages according to inflation and real GDP growth, and advise specific queries from employers, workers, courts or the Social Security System. There is strong pressure on members of the NWC, as well as broader group of social partners, to balance apparently contradictory objectives, such as reducing income gap whilst reducing unemployment. Costa Rica applies an occupation-based MW system, and the Labour Ministry is concerned about wage gaps affecting vulnerable workers such as domestic workers, the overwhelming majority of whom are women.

CPO summary description from logframe: To strengthen national capacity for designing and enforcing minimum wage policy that address wage and income inequality, vulnerable groups and unemployment, new guidelines for occupational MW system will be reviewed, NWC members will receive further training, a system for gathering and analysing better data for wage policies will be institutionalised, and an integrated communication and inspection strategy for MW compliance will be established.

El Salvador – CPO SLV107

Background from project document: The country has made substantial progress in recent years in terms of legislative measures that ensure gender equality. As regards social and workers' protection in domestic work in particular, the Salvadorian social security institute (ISSS) with support of the Technical Secretariat of the Presidency (TSP) and the ILO, has carried out a study on social security coverage of domestic workers, which identified various aspects of the social security regime for domestic workers which explain low coverage. The lack of minimum wage is an additional challenge to domestic workers' registration in the social security. The TSP is a key partner on social security matters because it coordinates and oversees the newly created universal social protection system. Under the scope of the social protection floor that the El Salvador universal system aims to put in place, domestic workers who fall below (due to low wages) the poverty line might be recipients of a subsidy or cash transfer.

A sub-regional trade union campaign led by ILO, CSU and TUCA, in collaboration with FES, was launched on 18 June 2014. This will specifically highlight four issues considered by the Central American TU campaign as fundamental: working hours, social security, pensions and minimum wage. Under this sub-regional umbrella, the Salvadoran trade unions will undertake a national campaign to promote the ratification of C189 and labour rights of domestic workers, and will use and/or adapt sub-regional campaign information materials, and will design additional materials for the national context as needed.

CPO summary description from logframe: Assistance will be extended to MTPS, ISDEMU, STP and some trade unions and civil society organizations, which have already initiated actions to promote ratification of C189 and improve social protection for domestic workers, to carry out a coordinated awareness and advocacy campaign on DW rights, provide technical inputs for the ratification process, expand social security coverage, and build the capacities of emerging domestic workers' unions to claim their rights.

Tanzania – CPO TZA 104

Background from project document: Through UNDP Tanzania, all UN agencies work together as one to contribute in the realization of national development goals as outlined in the National Strategy for Growth and Reduction of Poverty (MKUKUTA II) and the Zanzibar Poverty Reduction Plan (MKUZA II). Working conditions component is under UNDP and is aimed at making decent work a reality for domestic workers in Tanzania.

A Tripartite National Action Plan towards promotion of decent work for domestic workers was formulated and adopted by the tripartite partners in 2013, and publicly launched in March 2014. During the Plan launch, the tripartite partners also announced intention to ratify C189. The implementation of Mainland's National Plan of Action has begun, with the completion of a law and practice analysis, a national survey on domestic work and a qualitative research on employment practices and working conditions in 2013. Priorities in 2014-15 are based on this Plan.

In Zanzibar, tripartite partners plan to lead and coordinate their own actions to improve working conditions, and to make changes in regulations governing employment in domestic work. Under the guidance of the Labour Advisory Board, a first draft of tripartite plan of action was produced by a tripartite working group in March 2014, and has been submitted to the Labour Commission of Zanzibar. The major elements of the action plans are awareness-raising, building the capacities of different officials to implement national standards and extend improved protection to domestic workers, and ratification of Convention No. 189. In 2013, CHODAWU-Mainland launched a major awareness-raising campaign, to which ILO-Sida contributed; this will be sustained and intensified. In addition, other social partner organizations (CHODAWU-Zanzibar, ATE and ZANEMA) intend to launch their own campaigns and boost the whole national awareness-raising effort.

CPO summary description from logframe: Improving working conditions of domestic workers is a long process that requires multifaceted interventions. Taking off from the national action plan adopted by Mainland's tripartite partners in 2013, and stronger advocacy capacity by the domestic workers' union CHODAWU, the TZA tripartite partners will fully roll out Mainland's national action plan, embark on a Zanzibar national action plan, develop the capacity of Labour Ministry officials to enforce labour legislation in domestic work, and intensify awareness-raising among their ranks and domestic workers and employers in general. ILO assistance will support these priorities. The CPO benefits from two in-depth national studies on domestic work carried out in 2012-13.

Zambia – CPO ZMB134

Background from project document: In 2011, the Government of Zambia enacted the Minimum Wages and Conditions of Employment (Domestic Workers) Order, 2011, published as Statutory Instrument No. 3 of 2011 on 7 January 2011. The Order sets a minimum wage, standards for working time, sick leave, maternity leave and severance pay, and minimum age at 15 years old for admission to domestic work. This was the first time that Zambia passed legislation specifically regulating the working conditions of domestic workers and in 2012, the Government of Zambia revised the order under Statutory Instrument No. 45, which increased the minimum wage by 67%. The Domestic Workers' Order is due for review.

One of the concerns of the Labour Ministry is low compliance with the minimum wage and other standards. At the same time, a review of labour laws for possible reform is on-going. The Labour Ministry is keen on mainstreaming domestic work issues into the labour law reform process.

The country's tripartite constituents are committed to improving the working conditions of domestic workers in Zambia, and would like to build upon initiatives in 2012-13 (dissemination of the code of conduct for employers of domestic workers; orientation of maids centres on DW rights and code of conduct; initial training for domestic workers' unions) and new knowledge base gained (two studies on domestic work sector). The first step to be taken in 2014, as envisaged by the Labour Ministry, is to draw up a national plan of action, and corollary to this, to set up a tripartite-plus technical working group which will ensure coordinated actions among the tripartite partners. A national consultation meeting in February 2014 produced a number of recommendations which can serve as basis for this plan of action. The objective of Zambian domestic workers' unions, FFTUZ and ZCTU, is improved knowledge and skills among leaders and organizers of domestic workers, and strengthened representational capacity of domestic workers' unions in Zambia. They will build upon the foundational training workshop for domestic workers union leaders held in 2013.

CPO summary description from logframe: Effectively improving domestic workers' working conditions is a long process that requires multifaceted interventions. The Zambian government took an important step towards improving protection of DWs by enacting Statutory Instrument No. 3, which set minimum wage and basic protections for domestic workers. Since then, the tripartite partners have disseminated a code of conduct for employers of domestic workers and worked with maids' centres to improve compliance. Two in-depth national studies on domestic work were carried out in 2012-13. Taking off from these efforts, the ILO will assist the tripartite partners meet priorities they set for 2014-15: embark on a coordinated national tripartite plan of action to improve the working conditions and legal protection coverage of domestic workers; identify areas where the legislative framework could be improved; sustain and intensify the process of changing people's understanding of domestic workers' rights in Zambia; and strengthen the representational capacity of domestic workers' unions.

3.3 Project Management

The overall management of the project was conducted by a team of two members of staff from the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK) of the Conditions of Work and Equality Department (WORKQUALITY). These members of staff coordinated the overall project including reporting to the donor, SIDA, via PARDEV using the IRIS system for project monitoring and reporting, and the overall coordination of the different teams involved in the work.

Staff from a range of different ILO departments and branches contributed to the development of global products, as relevant to their core areas of work and expertise. The five CPOs were managed differently according to their particular contexts and the institutional presence of the ILO in each country. The Cabo Verde CPO was managed by a team of wages experts from INWORK at ILO HQ in Geneva. The Costa Rica CPO was managed by core ILO staff in the Costa Rica ILO office in San Jose. This included a Gender Specialist throughout, as well as two Employment Specialists and a Skills and Enterprise Specialist who coordinated the project in a gap between one Employment Specialist leaving the office and the new Employment Specialist arriving. The El Salvador CPO was led by the Gender Expert in the regional office in Costa Rica and coordinated by a consultant hired for the project through co-funding with another SIDA project and a Norwegian gender project. The Tanzania CPO was led by a number of core ILO staff in the country office but was progressively handed over to the UNDP programme where it is now being coordinated. The Zambia CPO was managed by staff in the ILO office in Lusaka.

4. Evaluation background

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

5. Evaluation Methodology

The conceptual framework of this evaluation was mapped out in the Evaluation Terms of Reference provided by the ILO Evaluation Manager, and draws on the OECD Results-Based Management Framework. Accordingly, it specifies that the purpose of this final evaluation is to assess the *relevance, effectiveness, efficiency, impact* and *sustainability* of the ILO approach to this project. In addition to the OECD criteria, the framework specified in the TORs also encompasses the project's *coherence* with wider ILO strategies and activities, as well as the project's contribution to the promotion of *gender equality* in the work of the ILO and its constituents as an area of cross cutting concern, in line with the ILO Policy on Gender Equality and Mainstreaming.

More specifically, the TORs specify that the evaluation will use these seven criteria to explore how SIDA funding contributed to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators.

Based on this framework, the evaluation team, in consultation with the project team in the ILO, developed a final set of evaluation questions. These are included in the Inception Report in Appendix 4 of this report.

The final independent evaluation was conducted through a range of data collection methods. These included:

- a desk review of relevant project documents, and wider literature about the fields of domestic workers' rights and minimum wage provision;
- briefings at ILO Geneva, and subsequent correspondence on specific questions with relevant HQ staff via e-mail and phone;
- field visits to Costa Rica and Zambia, which included meetings with project staff, ILO constituents and project beneficiaries (see Appendix 5 for a list of evaluation participants);
- phone/Skype interviews with project staff from the countries not addressed through field visits or meeting in ILO headquarters (El Salvador and Tanzania)
- A short questionnaire survey for ILO staff (in country and at HQ) who were directly involved in the project (see questionnaire results in Appendix 7). This questionnaire was directed to 37 members of ILO staff in HQ and country offices, of who 15 (i.e. slightly fewer than half) responded.

Data generated was used to triangulate findings, interrogating the same research questions with a mix of data sources, including both objective measures (e.g. numbers of reports published, meetings held, policy milestones achieved) and subjective measures (e.g. values, opinions and preferences expressed by respondents, respondents' and evaluators' assessment of the quality of project reports and activities), and posing the same questions to a mix of different project staff and ILO constituents.

In terms of sampling, the two country case studies for field visits (Costa Rica and Zambia) were selected to ensure a spread across the regions covered by the project (Africa and Latin America) and across the outcome indicators addressed (5.1 work on Domestic Work and 5.2 work on Minimum Wages), as well

as on the basis of the feasibility and practicality of organising the field visits (meaning that the selection prioritised countries with an in-country ILO team in the position to organise field visits, logistics and meetings). These two country case studies were assessed in detail, including interviews with project staff, ILO constituents and project beneficiaries. In addition, the evaluation targeted key ILO staff who have been involved in different ways in the project across the range of collaborating units, both through interviews and through the questionnaire survey.

6. Findings

This section describes the evaluation findings, organized around the logic of the project strategy. In this vein, it will start by exploring the validity of the project strategy (sections 6.1 and 6.2 looking at its *Relevance* and *Coherence*), go on to examine how well this was delivered in practice (section 6.3 looking at *Efficiency*) and the results that flowed from its implementation, from the immediate *Impacts* (section 6.4) to the *Effectiveness* (6.5) of these impacts in achieving the wider Outcome 5 objectives, as well as the ILO's objectives regarding *Gender Equality* (6.6). Finally, it will look at the *Sustainability* (6.7) of the processes and structures that the project has initiated.

6.1 Relevance

Strategic relevance

This project, as indicated by its title, focuses on contributing to the achievement of Outcome 5 of the ILO P&B, 2010-2015. Outcome 5 aims to ensure that '*Women and men have improved and more equitable working conditions*' and its associated indicators focus specifically on working conditions for the most vulnerable workers (5.1) and on promoting sound wage policies (5.2). In particular, this outcome addresses the problem that vulnerable workers, and/ or those who do not participate in the labour market in typical working relationships or terms of employment (amongst whom domestic workers are a significant group), tend to be excluded from standard labour provisions.

The focus of outcome 5 on improving working conditions for vulnerable workers means that the choice of branch to lead on the project (INWORK, the Inclusive Labour Markets, Labour Relations and Working Conditions Branch) has a clear rationale, given this branch's responsibility for *inclusion* with reference to working conditions, and their leadership role on supporting the rights of domestic workers, including the promotion of Convention 189, which has been key in catalysing a focus on how to extend labour protection and rights, including minimum wages, to domestic workers, with wider implications for the treatment of other vulnerable groups of workers.

The detailed strategy development specified in the ILO P&B under outcome 5 includes a focus on specific groups of vulnerable workers, including both *domestic workers* and workers in *Small and Medium Enterprises* (SMEs). However, the main emphasis has been on domestic workers as a specific group (including in the minimum wage components) as domestic work has been a key focus of the INWORK team since the adoption of Convention 189 in 2011. It seems strategically relevant to build work around this core area of INWORK's expertise and activity, and build momentum from the adoption of C189 in 2011.

In addition to being highly relevant to the existing ILO Programme and Budget (P&B) the project is also very well placed to feed into the new iteration of the ILO P&B which is being launched from 2016. In this new ILO P&B, Outcome 6 (which will also be coordinated by INWORK) focuses on '*Formalization of the informal economy*', and the experience and learning of this current SIDA project on outcome 5 of the 2010-15 P&B as well as will be a valuable resource to feed into the new outcome 6. The learning of this project will be particularly relevant for the third indicator under this outcome: "*Indicator 6.3: Members States in which at least one of the constituents has taken measures to promote gender equality or*

address the needs of vulnerable groups when facilitating the transition to formality” as well as indicator 6.1 “Extension of protection to specific categories of workers”

Alignment with other labour standards

The project interventions are also clearly aligned with relevant international labour standards. The project was directly concerned with the application of the Minimum Wage Fixing Convention (No. 131) in Costa Rica (where it has been ratified) and Cabo Verde (where it has not been ratified, but minimum wage policies are in the process of being introduced), and with the Domestic Workers Convention (No. 189) in El Salvador, Tanzania and Zambia, which are all working towards the ratification of this convention. Furthermore while Costa Rica and Cabo Verde primarily addressed Convention 131, their focus on extending minimum wages to vulnerable groups of workers meant a significant cross focus on C189 in project activities in both of these countries. In addition the project has consistently dealt with the Workers with Family Responsibility Convention (No. 156), especially in relation to working hours and the right to rest, and, more intensively, on the Maternity Protection Convention (No. 183) in relation to the rights of domestic workers.

Relevance to constituents’ and target groups’ priorities

In general, the selection of the five project countries responded to constituents’ demands/ needs, building on the previous phase of the SIDA project. The Philippines and Paraguay, which had been in the previous iteration of this SIDA project (2012-2013) had other sources of funding to continue their work on domestic workers’ rights, but Zambia and Tanzania did not, and there was demand from constituents to build on work initiated in the previous phase. The new work on minimum wages in Cabo Verde and Costa Rica responded to requests of support from constituents in these two countries (in Costa Rica in response to the stagnation of the minimum wage system and the limited capacity of the NWC, and in Cabo Verde due to interest in developing a better understanding of the impact of the new 2014 national policy on minimum wages).

In general, the detail of the specific project strategies for the five country sub-projects were also demand led. For example, the Costa Rica CPO on minimum wages (CPO CRI133) built on ongoing support (pre-dating this project) to the National Wage Council and updating/ improving the system of minimum wages, at the request of local partners. At the same time, including a focus on minimum wages for domestic workers in the wider minimum wages CPO responded to the fact that, while Costa Rica ratified Convention 189 in 2014, as they already had fairly strong labour protection for domestic workers, the main gaps in relation to C189 were minimum wages and social security, which can now be addressed by this project and a separate CPO for Social Security for Domestic Workers (which is RBSA funded).

In Zambia and Tanzania the project built on strategic priorities defined by national bodies (such as the Tripartite-plus Technical Working Group (TPTWG) in Zambia) in the previous SIDA project in the 2012-13 biennium, although in the case of Tanzania, change in government commitment to the issue meant an increased focus on working through the union, CHODAWU, as the primary national partner. In El Salvador the project strategy was defined through engagement with local stakeholders by the ILO regional team in response to a request from the new Minister of Labour appointed by the recently incoming government, which is strongly supportive of domestic workers’ rights.

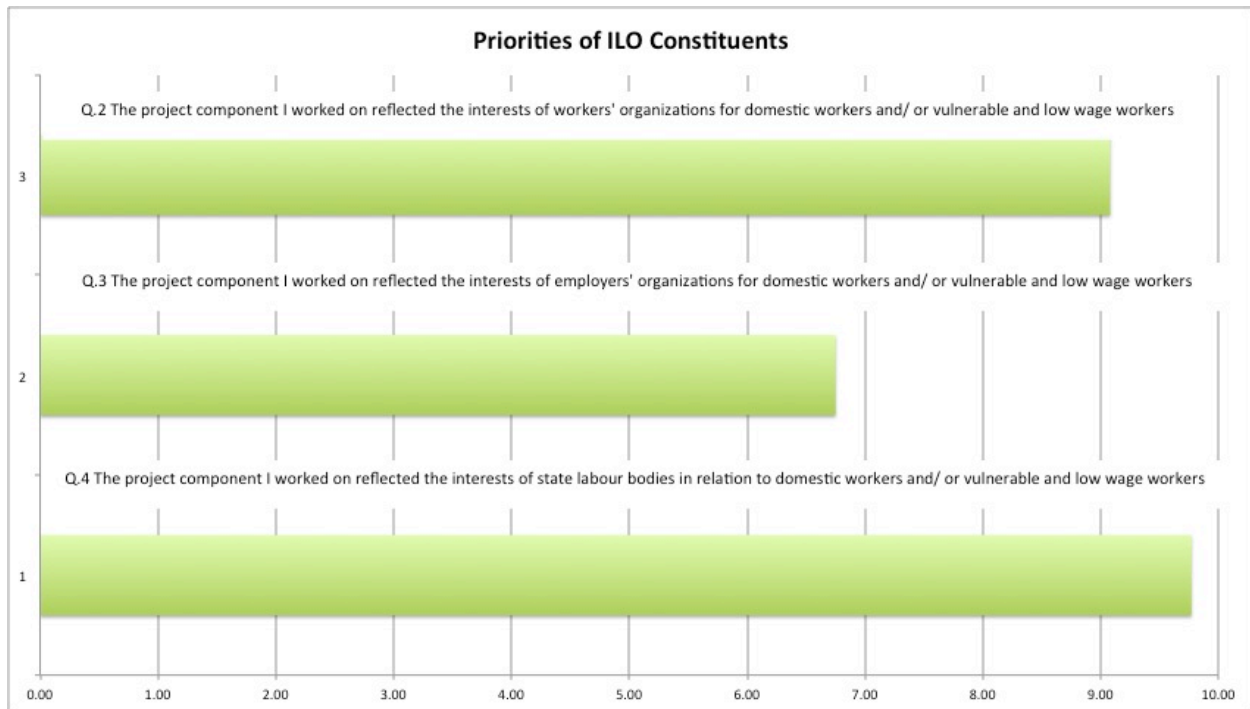


Figure 1: Evaluation questionnaire results: Priorities of ILO constituents

Looking specifically at how the project design reflected the priorities of the ILO tripartite constituents, it is worth stressing that much of the demand expressed for project components, as well as the decision making around project processes and inputs (e.g. drafting of TORs and recruitment of consultants) was undertaken in cooperation with national tripartite structures. For example, it was evident during the field visits to Costa Rica and Zambia that members of the National Minimum Wage Council (Costa Rica), and the Tripartite-plus Technical Working Group (TPTWG) on domestic workers (Zambia), which are both tripartite structures, had a strong feeling of ownership of the project strategies.

However, while there was evidence of strong ownership by tripartite structures, specific constituent groups (and in particular employers) at times felt that project strategies were not always in line with their priorities. For example, in Costa Rica, members of the Costa Rica Union of Chambers and Associations of the Private Sector (UCCAEP) argued that, while this is no longer the case, they felt that the ILO had, in the past, been biased in supporting workers' interests over those of employers, and were resistant to the newly proposed model of minimum wage allocation, which they felt was biased towards keeping wages high. The response to the evaluation questionnaire (see Figure 1, above) seems to confirm that ILO staff also feel that the project was less successful in reflecting the interests of employers. This is explored in more detail in section 6.4, below.

In Tanzania, as noted above, it appears that the project was less successful in ensuring the buy-in of state constituents. While a Tripartite Working Group was created in the previous phase of the project in the last biennium, it has not met since 2013, and, during evaluation discussions with project staff, this was attributed to lack of political commitment of the government to progressing towards the ratification of Convention 189. However, the feeling by the project team is that commitment to C189 will increase with the incoming government.

The Global Products developed through the project have also been, in general, demand led, as they are developed in response to constituent demands which are relayed to technical branches in Geneva via requests to country/ regional offices, and are further tested and validated in countries. For example, the project was used as a means to trial the Dispute Resolution tool for Domestic Workers (in Tanzania), and, on the other side, the study on minimum wages for domestic workers in Costa Rica and on dispute resolution for domestic workers in Zambia have been incorporated as case studies in global products.

In terms of the extent to which the project was directly relevant to the priorities of target groups (domestic workers and groups of workers vulnerable to low wages), there seems to be sound evidence that this is the case (see for example the study on minimum wages for domestic workers in Costa Rica described in section 6.4, below, which was an existing campaigning issue for the main representative organization for domestic workers, the Association of Domestic Workers, (ASTRADOMES), who had already prepared and submitted a proposal to the National Wage Council related to this issue in July 2014).

As another example of relevance to target group needs, in Zambia, the United House and Domestic Workers' Union of Zambia (UHDWUZ) has existed since 1997 and its campaigning issues on the rights of domestic workers are very much in line with the provisions under C 189 that this project is aiming to promote. The relevance of these campaigning issues was also confirmed through the evaluation during meetings with domestic workers including both union members and trainees at the two Maids Centres visited.

However, one target group priority for domestic workers is the susceptibility of domestic workers to violence and abuse, including sexual abuse. This was raised during evaluation visits to the UHDWUZ, Maids' Centres in Zambia, and discussions with ASTRADOMES (who linked this particularly to the legal dependence of migrant DW on their employers) in Costa Rica, and which is also confirmed by wider research and campaigning (see for example, Human Rights Watch³ or Amnesty International⁴).

This is something which was not explicitly addressed by the project, either at the level of country sub projects, or through the development of global products. During evaluation discussions it emerged that this is in part due to the approach and ethos of Convention 189. While C 189 does refer to violence (and indeed is one of the only conventions that does, apart from C169 on Indigenous and Tribal Peoples), its main emphasis is on ensuring that domestic workers can access equal labour rights, rather than on banning unacceptable and exploitative forms of domestic labour particularly associated with violence (such as domestic labour involving trafficking and child labour). The strategic emphasis of the work on C189 is therefore more on decent working conditions (e.g. wages, working hours, right to rest). Issues of violence have been addressed by the project to an extent, as the gendered power relations in households are routinely highlighted and explored in project outputs and studies. Nonetheless, protection from violence and sexual abuse could also be addressed more explicitly as a basic employment right, for example through Occupation Safety and Health (OSH) measures. However to date the team working on C189 has had difficulties in bringing the OSH branch on board, as they tend to view OSH in narrower terms, with a focus more on industrial safety, around, for example, sectors such as construction or fisheries. However it was indicated during discussions that they OSH branch is now increasingly focusing on psycho-social issues so this could open up more interest on work on domestic workers protection.

6.2 Coherence

In addition to being relevant to the outcome (5) that the project is designed to deliver on, it seems clear that the project is coherent with the wider strategy of the ILO, and with the other outcomes being delivered through global products and CPOs in the five project countries.

Conceptually the focus on improved working conditions for vulnerable workers is coherent with a range of other outcomes in the ILO P&B and the project has been designed in a way that realises synergies with other ILO strategic outcomes, and avoid conflicts with them.

³<https://www.hrw.org/news/2008/11/24/protect-domestic-workers-violence>

⁴<https://www.amnesty.org/en/latest/news/2014/04/foreign-domestic-workers-qatar-shocking-cases-deception-forced-labour-violence/>

Thus, for example:

- The project inputs on minimum wages, including the Cabo Verde and Costa Rica programme and the global products, have explicitly considered the potential impacts of minimum wage policies on employment opportunities, which could otherwise be an area of conflict with the wider ILO P&B, if minimum wage regimes affected productivity (with reference to ILO Outcome 1: *More women and men have access to productive employment and income opportunities*). This was a significant focus of knowledge products in the project, such as the studies on the impact of the minimum wage policy conducted in Cabo Verde, and the minimum wage reform studies in Costa Rica, which assessed the impact of minimum wage policies on the living standard of workers and their households, *balanced against* impacts on productivity and employment.
- The global product development has addressed specific issues that the domestic work sector raises for migrant workers (coherent with Outcome 7: *More migrant workers are protected and more migrant workers have access to productive employment and decent work*).
- The project has worked, in relation to domestic workers, on developing strong and independent organizations for both workers (Outcome 10) and employers (Outcome 9) – although, as discussed below (in section 6.4), this has been more of a challenge for employers.
- The project has worked to promote up to date and effective labour legislation (in line with Outcomes 11 and 18) for example in relation to efforts to modernise and streamline minimum wage systems in Costa Rica, and in supporting gap analyses between international best practice on domestic worker policy (C189) and national policy regimes.
- The project has also worked extensively to support, strengthen and promote tripartite spaces for social dialogue (in line with Outcome 12), such as the various working groups on domestic work policy and the national wage councils.
- Finally, the project is coherent with the ILO's cross cutting strategy promoting gender equality and non-discrimination through a strategy of gender mainstreaming and can also be considered to have had significant inputs to outcome 17 (*Discrimination in employment and occupation is eliminated*), as the precarious and poor conditions of both domestic workers and many other workers vulnerable to low wages are related in many ways to gender norms as well as relations of class and race. Furthermore the project's focus on minimum wages for domestic workers in particular has highlighted the need to question the extremely low level of minimum wages for domestic workers, compared to other base wages for 'unskilled' workers. Research conducted during this project can be used to highlight that this situation appears not to be in line with the provisions of ILO Convention 100 (specifically *equal remuneration for men and women workers for work of equal value*) given that this low pay can be linked to the fact that it is a field of employment dominated by women (and in many contexts is also noticeably racialized/ ethnically composed) – i.e. the low remuneration can be related less to the value of the work, than to the composition of the labour force.

As discussed above, under relevance, one area of strategic fit which could have been more fully elaborated is with ILO Outcome 6 (*Workers benefit from improved safety and health conditions at work*) given the vulnerability of domestic workers to different forms of violence and abuse. However, despite this, overall, the project is highly coherent with the wider ILO strategy.

This strategic coherence has also been evidenced in practical cooperation. At head quarter level, the project has been successful in reaching out across branches and divisions to engage with staff working on a wide range of outcomes and labour issues. The project has also been able to build synergies with relevant activities funded through other mechanisms at country level by linking to other CPO – for example in Costa Rica the project was able to make linkages to another CPO (with RBSA funding) on social security for domestic workers, which has cross cutting concerns with minimum wages (as promoting social protection contributions by employers implies costs to them, which might affect wages, and the social protection contribution rules also mean that domestic workers working on part time wages are excluded from employer contributions under current legal norms). One result of the cross learning between these two CPOs (which isofparticular relevance to part-time domestic workers)

has been the current proposal, supported by ASTRADOMES, to have a government subsidy to address this gap in employer contribution. In Zambia, the project also collaborated with a Social Protection CPO (RBSA and GIZ funding) to conduct a study on strategies for extending social protection to domestic workers. Findings of the study are currently informing policy dialogue and have also been used to design a project proposal focussing on social protection as a viable strategy towards formalization of the domestic work sector.

6.3 Efficiency

In terms of the efficiency of project delivery, with some small exceptions, the project has been delivered as envisaged in the strategy outline in the project documents and log-frames. This can be attributed to the sound project management, both by the INWORK team coordinating the overall project, and by the various ILO staff and consultants managing the country sub projects and specific global product outputs.

The project was managed by the core INWORK team in Geneva and through a number of different arrangements in the five project countries. In Costa Rica and Tanzania the project was led by ILO staff in country; in Cabo Verde, which has no ILO office, it was led by wage experts from Geneva; whereas in El Salvador (which also has no country office) a project manager was hired (through cost sharing with another Norwegian funded project and with another SIDA project on Outcome 17 with the Gender and Diversity Branch) who was supported through the regional office in Costa Rica. In Zambia, the project was supported by ILO staff with experience in working on domestic work issues. All the management arrangements seem to have worked well, but there may be concerns for sustainability in countries with no ILO presence if it is not possible to continue to engage the projects managers hired for the project beyond the scope of the project (e.g. in El Salvador).

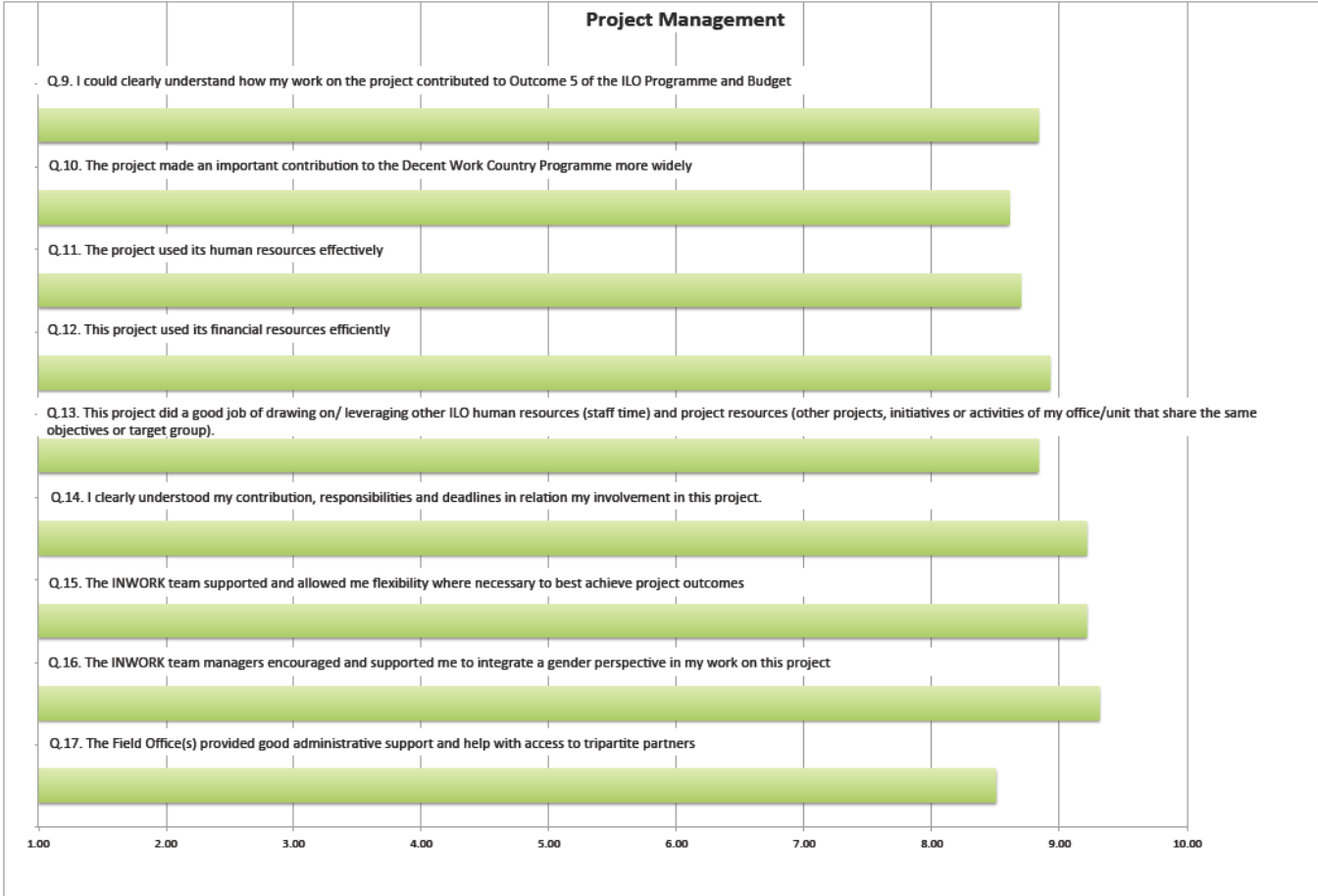


Figure 2: Evaluation questionnaire results: Project management

The high standard of project management was confirmed from a number of different perspectives. The staff who responded to the evaluation questionnaire rated the project management highly across the board, as outlined in Figure 2, above (with a particularly high ranking of the inputs by the INWORK team, Q15 and Q16). This feedback was confirmed during discussions with ILO headquarters staff, who consistently highlighted the strong project management by the INWORK team, emphasising in particular their strength in fostering collaborative work across branches and departments and enthusing people to work on the project. This was further confirmed from the perspective of tripartite constituents during the two country visits to Costa Rica and Zambia, who uniformly praised the dedication and commitment of the ILO staff and project manager involved in the project.

Delivery of outputs in logframes

As a result, the vast majority of the project outputs have been delivered as envisaged in the logframes, and generally to a high standard. Furthermore where specific project outputs have not been delivered, this has mainly been due to responses to changes in the project context which made planned outputs irrelevant or unfeasible. Thus for example in El Salvador CPO SLV107, Output 1.1 (a report on rapid assessment of domestic workers' working conditions, wages and social protection) was not undertaken, because, after the project strategy was finalized, a very high quality report delivering this output had been produced by the Central American University (CAU). The project therefore reallocated the budget and used it instead for printing and disseminating the existing report produced by the CAU, and producing a more user friendly version of it (in support of the CPO's outputs 1.3 and 2.2 on advocacy campaign on domestic worker rights). In the case of the Zambia CPO, ZMB134, for Output 1.2 ("*Launch of National Action Plan*") the plan was not formally launched during the project period, but will now be launched through the ILO website as has been approved by the MOLSS in March 2016, and for output 3.3 for the ("*Tripartite representatives & speakers, including from among domestic workers, receive training to speak on radio programmes, district fairs and forums*"), feedback from partners was that they are already used to and confident with media speaking. In the case of Zambia, the cancelling /scaling down of these outputs, and reallocation of budgets to other outputs, was also expedient, as exchange rate fluctuations had reduced the original budget available of \$189,000 down to \$168,518.

In one case, the non-delivery of a planned output (El Salvador Output 1.2, a summary report based on the ILO-UNDP national report on work-family balance) was due to the hired consultant not delivering, rather than changes in the context which made output irrelevant. In this case funds were reallocated for use on developing user friendly versions of project outputs on the policy gap, and so continued to feed into the project strategy.

ILO staff highlighted that this flexibility in changing outputs and reallocating funds as relevant was made possible in part by Outcome Based Funding modality used by SIDA, which gives more space for strategic adjustment of the details of the project strategy, with a view to maintaining an overall focus on the best way to achieving the wider project and Outcome 5 goals. It was emphasised that this was much more adaptable than normal TC funding, which tends to be more 'micro-managed'.

Monitoring and reporting

On the other hand, the light-touch management of the Outcome Based Funding did have one less advantageous result, in that the lack of detailed reporting requirements by the donor meant that detailed reporting against the logframe outcomes and indicators has not been systematically compiled at the country level. Instead, the required reporting was at the level of outcomes, through the ILO IRIS system, which is fairly high level. As a result it became clear during the evaluation mission that summary reports against the more specific logframe indicators (as opposed to higher level ILO outcome indicators) were not consistently kept/available. This does not appear to have been a problem for the management of the various country projects, and the delivery of outputs (which, as highlighted above, was well managed). However, it may present a risk for institutional memory and learning.

Such institutional learning and memory is particularly important given the high ILO staff turnover in some of the country offices. For example in Costa Rica where the employment specialist project leading the project had moved to a different country office, handed over to an enterprise specialist, and then eventually to the new employment specialist, there was lack of a clear record of detailed project progress to date. In the case of El Salvador (where there is no ILO country office), the project relied on consultants as project managers, and in the case of Tanzania, the project has been handed over to UNDP. In these cases, where there is staff change, institutional change or use of external consultants who may not be rehired, there is a risk of loss of the detail of institutional memory if reporting is limited to outcomes (what was achieved) rather than also to logframe reporting (which also highlights how it was achieved, and how challenges were addressed).

Use of project resources

In terms of the efficient use of project resources, it seems that the project did an excellent job of using the project funds to leverage existing ILO expertise through regular budget funding. Thus, for example, the project budgets allocated to the development of global products (GLO328) largely funded additional costs (such as translation, printing, travel and workshop accommodation for trial applications of tools) without costing the core staff time in developing and testing the global products. Therefore while the SIDA contribution to the development of the global products was relatively small, it played a crucial role in leveraging time and commitment of core ILO staff, and also in the dissemination of the tools produced. In fact, this strategy was used so consistently that many of the ILO Headquarters staff involved in working on global products who participated in the evaluation were not aware of the source of funding for this work, seeing it rather as part of their 'core' work.

The project also did a good job of leveraging other resources at country level, again through drawing on the inputs of core staff funding through ILO regular budgets. In addition the project has been able to co-fund a number of its activities, e.g. through cost sharing with UNDP in Tanzania, and the US Department of State in Costa Rica.

6.4 Impact

Delivering in the project context

The project has clearly initiated and/ or contributed to a number of key impacts affecting the working conditions of domestic workers, and the access of low paid workers to decent livelihoods through improved minimum wage systems. However, staff involved in the evaluation stressed that there was a need for realistic expectations about these impacts, given that the Outcome Based Funding modality is through 2 years of intervention, which is a very short period to achieve large scale institutional change in areas of intervention (domestic work and minimum wages) which are often characterised by serious political opposition, lack of a sound institutional base for management and social dialogue, and the need to confront deeply embedded social norms.

Some examples of such issues in the project context which made impact challenging in a two year window include:

- In Costa Rica the elections in 2014, at the beginning of the project, meant that changes in government staffing and structures had to be finalized before the project could start, leading to delays.
- In Tanzania, after initial government participation in the Tripartite Working Group, headed by the Ministry of Labour and formed in 2012, and the development of a national Action Plan, there has been a lack of political will in government which has diminished the leadership role of the Ministry of Labour in the field of domestic workers' rights.
- In Zambia, while there is buy in from government, the lead government actor, the MOLSS, has issues with budget and staffing and its budget has been further cut by around 70% in 2016. In

addition the country is currently in the process of a national labour law reform. While this creates an entry point for the reform of laws on domestic work, it has also meant delays as domestic work is only one aspect of a much larger reform process which also makes demands on MOLSS staff time and resources.

However, despite such challenges, the project has been able to deliver a significant set of impacts both in relation to directly addressing the working conditions and rights of domestic workers and low wage workers, and in creating the institutional conditions that are necessary to begin to move towards the delivery of such rights. Some of the key project impacts are discussed in overview below.

Increased political commitment to DW rights/ minimum wages

One of the key impacts of the project has been to build political commitments for, and/ or address points of resistance to, moving forward on domestic workers and sound minimum wage systems. Evidence of such increased political commitment can be seen in some of the impacts discussed below (e.g. creation of institutional spaces for dialogues, progressive implementation or ratification of relevant ILO conventions, C189 and C131, and demand for global products).

The success in building political commitment can be attributed to a number of strategies. One very effective strategy that the ILO has used is drawing on their technical legitimacy/ expertise to build and disseminate a research and knowledge base that challenges the myths on which points of resistance to acting on domestic workers rights and / or minimum wages are based. An excellent example of this strategy is the study on the potential impact of minimum wages for domestic workers in Costa Rica (see Box 1, below).

Box 1: Minimum Wages for Domestic Workers in Costa Rica

One important impact that the project has delivered in Costa Rica is better understanding and addressing points of resistance to addressing very unequal minimum wage provisions for domestic workers, which are significantly lower than (60% of) the Minimum Minorum which is the legal wage base for unskilled workers. Changing this situation has been a campaigning issue for the key domestic workers' organization, ASTRADOMES, and they have had some success in negotiating with the MOLSS, who agreed to progressively raise the minimum wages for domestic workers with a 2% addition increase compared to other minimum wages.

However, this commitment would have a very slow impact and could take 20-30 years to bring the domestic workers' minimum wage in line with the minimum minorum. In practice, there is continued resistance to addressing this situation more substantially from other tripartite actors represented in the National Wage Council on the basis of a number of arguments including that domestic workers' wages are in fact supplemented by in-kind payments (food, accommodation), and that raising domestic workers' wages would have implications for the employment of women in employing households as they need domestic workers to free up time to work.

The strategy of the project to address these points of resistance has been to address these arguments, which are in fact ideologically based (and stemming from gender norms), with methodologically sound empirical data (see Trejos 2015) which effectively demonstrates that these arguments are unsound (e.g. as the in-kind payments do not account for the 40% gap between domestic workers' wages and the minimum minorum, as the main employing houses could afford the increased salaries, and as a significant portion of women (around 50%) in employing households do not in fact work). The strategy of a sound empirical challenge to these arguments was further strengthened by the project's choice to use the main expert that the NWC had used for its wider technical studies on the minimum wage system (even though this led to delays in implementation of the study due to his availability), which gave this evidence greater legitimacy. The findings are scheduled to be presented to the NWC in the coming

months. Finally the project is now building on this success by supporting the 'translation' of the study into a more user friendly version for public information and advocacy campaigning use by ASTRADOMES.

At the global level, a similar strategy, based on building up an empirical knowledge base, has been the creation of databases on national performance on key labour issues, making progress (or lack of progress) publicly visible and pushing government to be accountable. For example the project contributed to an inventory of social protection measures for domestic workers in 160 countries, highlighting different progress in terms of legal coverage, effective coverage, and highlighting instances of good and bad practice.

It is important to note, however, that the ability of the project to build political commitment varied across different tripartite constituent groups. The responses to the evaluation questionnaire (Figure 3, below), as well as interviews and review of project documents, indicated a general pattern that, while the project reached out to all three constituent groups, it was most consistently effective in working with workers' organizations and with state partners, but had more challenges in working with employers (see Q 6, in Figure 3, below).

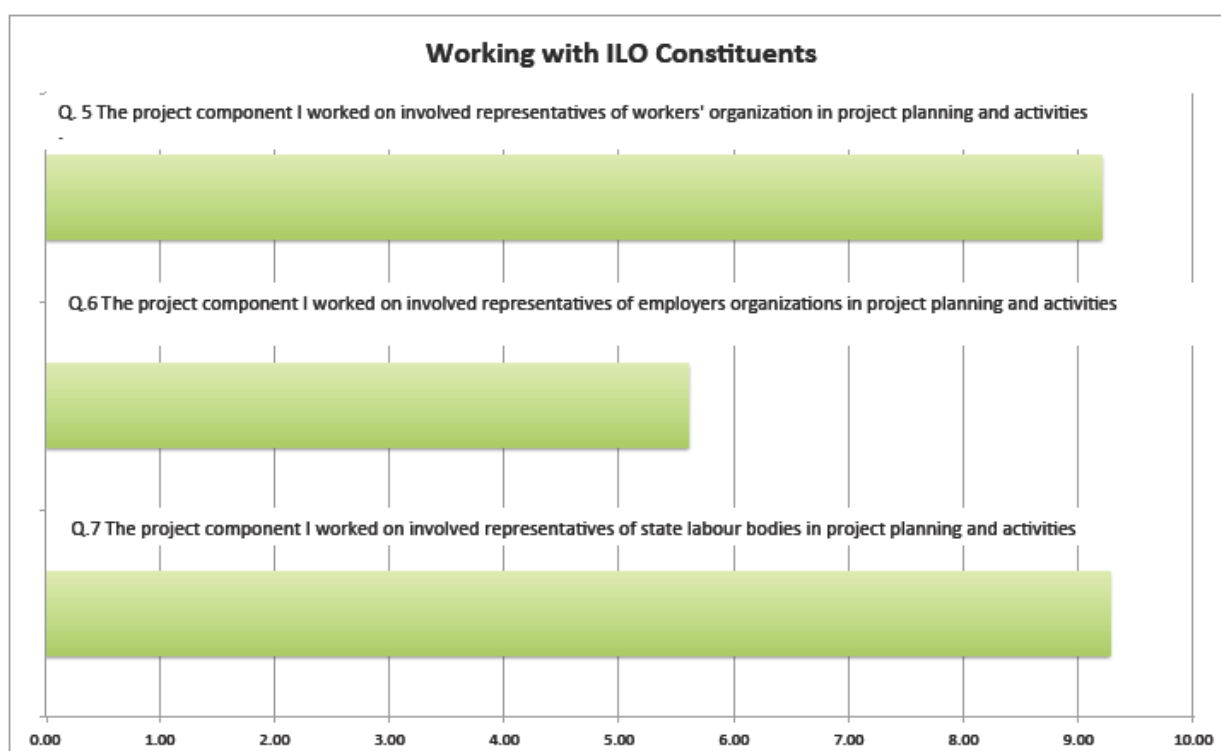


Figure 3: Evaluation questionnaire results: Working with ILO constituents

This is confirmed by narrative responses to the questionnaire which highlight the challenges of working with employers (as well as, in some cases, working with state bodies, and even unions)⁵:

“Although employers and the government were involved, they were not so much supporting the project since they were not interested with issues of domestic workers” and “Employers organizations are against extending domestic workers same rights that to other workers. This is not a highpriority for the TU either.” It is notable that while the comments also mentions state and unions, these comments (in line with the quantitative findings in Figure 3) suggest that the common denominator of resistance was employers.

A review of the project documents, and the evaluation interviews, indicate that, for the main part (in Cabo Verde, Costa Rica, El Salvador and Zambia) the project was largely demand led by state

⁵As the evaluation questionnaire was anonymous, it is unknown which country/ global product area these comments relate to.

institutions, meaning there was a good level of state support. In Tanzania, where the project encountered blockages in working with/ building the political commitment of state partners, the strategy undertaken was to shift the emphasis of the projects onto activities focused on building union capacity and public awareness.

At the same time, while the project generally seems to have been able to work effectively with unions, there were nonetheless challenges in this. On the one hand, domestic workers unions in some of the project countries are new (as in El Salvador), or established, but precarious in terms of their membership and financial base (as in Zambia) and so need institutional support. On the other hand, ensuring commitment from general/ umbrella unions can be problematic, especially where union members (as some project staff noted) appear to behave more as employers of domestic workers than as advocates for domestic workers. In El Salvador, one response to this was an advocacy campaign by unions which focused, in part, on building commitment to domestic workers rights in the trade union movement more generally⁶.

However, as discussed above, the main challenge across the board seems to have been building the commitment and involvement of employers' organizations. This is made complicated by the fact that the project worked with employers at a range of levels, from the national umbrella organizations for employers (such as ANEP in El Salvador, UCCAEP in Costa Rica, or the Zambia Federation of Employers), to associations for the employers of domestic workers (in Zambia only), to referral centres for domestic workers (Maids Centres in Zambia), down to private households as individual and unorganized employers of domestic workers.

Looking at national level employers' organizations the project had some level of success. With reference to minimum wages, in Costa Rica, while there was resistance to raising minimum wages by UCCAEP on the basis of arguments around the costs to business and productivity, the project was nonetheless able to engage employers in supporting the work on the NWC in reforming the minimum wage system through highlighting the technical role of the project (i.e. through empirically based and technically sound studies, see case study above).

However, there have been challenges for work with national employers' organizations on issues relating to domestic work. This is in part because national employers' associations do not include representatives who are employers of domestic workers, and the argument that heads of industry are probably de facto employers of domestic workers is an unconvincing one, as the interests that they represent (e.g. of keeping labour costs low to business by assuring affordable domestic work for their employees) are likely to overlap with, but not be the same as households as employers of domestic workers, who are also concerned with the standard, consistency and management of relations between domestic workers and employers, to be balanced with keeping wages affordable.

Despite this, there does seem to have been some success in working with general federations of employers on domestic workers rights. For example the Zambia Federation of Employers facilitated the development of a standard contract for employment of domestic workers. The contract has been endorsed by the tripartite constituents, with high level advocacy work already conducted for its inclusion in domestic work statutes as part of the on-going labour law reform. In Tanzania, while the employers association did not actively produce materials, they participated in project activities and were supportive of the development of standards. These cases can perhaps be attributed to the wider good relationship between the ILO and these employers' federations, rather than a specific concern with domestic work issues. In the case of Tanzania, this meant that while there was change at the employers' federation level, this did not carry through to the sector, or individual employers' level. In other cases, for example, El Salvador, where the employers' association (ANEP) was more actively resistant to domestic workers' rights, the strategy of the project was to consistently invite them to meetings and forums in an effort to mitigate their opposition.

⁶CPO SLV107Output 2.1: National TU plan for national Campaign activities.

However, because the motivations of general employers are likely to be different from those of actual employers of domestic workers (as discussed above) it is critical to also develop organizations of employers of domestic workers. This has only been successfully achieved in the Zambian case. There are two key challenges here in developing organizations of the employers of domestic workers.

Firstly, as private individual households, whose interests tend to be better served by the status quo than those of domestic workers, where there is little protection for domestic workers vis-à-vis their employers, it is not clear what would motivate employers to organize to lobby for their interests. In the case of Zambia, where the project was successful in supporting the establishment of an Association for Employers of Domestic Workers, which is in the process of being registered with the MOLSS, this is an important question. While this association currently has 255 (according to its leadership) signed up members, the extent to which these members are *active* is not clear (and as the association is not yet registered, they are not yet paying their fees of 250 kwacha a year). The evaluation discussions suggested that there is a complex set of motivations for this organization. The current leader is also an erstwhile head of the United House and Domestic Workers Union of Zambia (UHDWUZ), and is currently both the head of LEAAZ (the Labour Consultants and Employment Association of Zambia), which is the umbrella organization for Labour Consultants (who can be paid to mediate between domestic workers, and their employers in the instance of labour disputes), and also works for an educational institution which is proposing to develop a standardized and certified skills development programme for domestic workers. The creation of the Association for the Employers of Domestic Workers definitely represents an important step forward, not least because this is an institutional requirement to have a counterpart to allow for a recognition agreement for the DW union (as without this, according to the Industrial Labour Relations Act 269, workers are only allowed to form a union in an enterprise with at least 25 members of staff which clearly does not fit the situation of domestic workers). However, while it is an important step, the multiple positions of the Association's leadership could create conflicts of interest, which underscores the need for a clear analysis of the motivations of employers for domestic workers to organize.

It is worth emphasising that the ILO project coordinator repeatedly pushed for such a study to be undertaken by the Association, but that there was a lack of will at the employers' association end to carry it through. A failure to engage deeply with the motivations of employers was also evident in the *"Advocacy and Communication Strategy to Support the Domestic Workers Rights in Zambia"* supported by the project, in which some core messages defined on behalf of employers, are identical to those for domestic workers: *"Domestic work is work like any other, respect domestic workers rights"* and *"We demand enforcement of laws to protect domestic workers"*, which seem, in reality, to reflect the incentives more of workers than of employers to mobilize around this topic.

In fact, looking at the context of domestic work in Zambia it seems that there could be clear incentives for employers to organize. Thus for example, where domestic workers and employers only have a verbal contract, in the context of a dispute, the Labour Department will accept the version of the contract given by the worker (not the employer), which could be one rationale for employers to support the formalization of employees' contracts. Evaluation interviews also indicated that the informality of labour contracts, and employees' dissatisfaction with working conditions means that domestic workers often leave employers after short working periods, with a high turnover of workers. This is likely to be a concern as domestic workers in Zambia frequently live in their employer's households (58% according to the 2013 ILO Survey), and are involved in care of household members, and therefore employers would benefit from more long term employment relationships in which it is possible to build relations of trust. However, such interests of employers have not been systematically researched or fed into the rationale for employers' to organize.

Secondly, even where employers organize not to protect their own interests, but rather based on principles of social justice, or feminist solidarity, ILO staff felt that there would be a resistance from wider national employers' federations to allow this kind of solidarity based associations of employers of

domestic workers to have space on national tripartite forums, such as Minimum Wage Councils, as negotiating partners.

At the next level, the project has perhaps had most traction in working with employers at the level of referral agencies (Maid Centres). In Zambia, these Maids' Centres have been key in rolling out standard contracts, raising awareness to domestic workers of their rights during skills training. This is a potential area for formalization (through contracts) and awareness of rights, though one caveat is that currently only 8% of domestic workers in Zambia find their jobs through Maids' Centres (2013 ILO survey).

At the level of individual households as employers, the project's main point of intervention has been through public awareness campaigns, and (in the case of Zambia) a Code of Conduct, as discussed below.

In summary therefore, while the project has had important impacts in building the commitment of key actors, the biggest challenge has been with employers. In this regard it was highlighted that one hiatus in the development of global products, despite requests from country level staff, has been guidance and material on how to work with employers on domestic work issues. On the basis of this, one learning of the project is that there is a need to engage more deeply with researching the motivations and institutional spaces for employers' associations for domestic workers.

Public awareness and advocacy

One of the key project activities, across the five countries, has been public awareness and advocacy campaigns on minimum wages and domestic workers. As discussed above, for domestic workers, in the absence of effective employers' organizations, this has been key in reaching employers as individual citizens rather than as clearly defined interest based organizations.

Advocacy and awareness campaigns have had a number of target groups: employers, and the general public more generally, to instil the recognition of domestic workers as real workers with rights, general trade unions, to highlight the same message, and the low wage workers and domestic workers themselves, to increase familiarity with their legal rights and the importance of collective action to claim these rights. These messages have been through campaigns which involved a number of different actors, including trade unions, and media organizations.

One important strategy for the project campaigns has been the 'translation' of research and legislation into user friendly products (e.g. the study on minimum wages for domestic workers which is being turned into a user friendly brief for advocacy campaigns by ASTRADOMES in Costa Rica, the study on legal gaps and the proposed social protection reforms in El Salvador, and the use of non-written forms of communication such as radio phone in shows and street theatre, outreach by union street stewards, and training in Maids' Centre in Zambia, as well as radio and TV campaigns in Tanzania). These strategies were highlighted as being very effective during evaluation discussions and appear to have been a key contribution of the project.

While there has been a very strong focus in the project on awareness raising and attitude change, the impact of associated interventions still needs to be tested. In the case of Cabo Verde the ILO staff involved said that a survey had been undertaken which indicated that public knowledge of minimum wage laws went up from around 20% before the project to around 50% who knew of it after the project (though only 25% of respondents after the project knew the amount). In El Salvador the project partner Méridas, who was involved in the public campaigns, will undertake a study on the impact of the campaign in March/ April 2016, which will also help to highlight the impact of this area of work, but no information is available yet.

Creation of spaces for dialogue between ILO constituents on DW rights/ minimum wages

One key impact that the project has had is in creating (or strengthening) tripartite spaces for dialogue. This is a critical precondition of policy development, both in building commitment for policy and in terms of creating the space for the specific content of policy to be negotiated and agreed. These have included core Tripartite bodies (e.g. the National Wages Council in Costa Rica) and tripartite bodies which also include members beyond the core tripartite constituents, where these are weak or are not the only relevant actors, e.g. the Formation of Tripartite-plus Technical Working Group (TPTWG) in Zambia, which was formed with the support of the project in 2014. In addition, where it was not possible to involve the full range of tripartite actors in such bodies (e.g. in El Salvador where some of the unions were unwilling to work with government, which would have meant a tripartite structure that wasn't broadly representative) the project strategically worked instead with multi stakeholder committees which did not claim to be tripartite, but coordinated a range of relevant government stakeholders instead.

Capacity building of key organizations

In addition to creating and/ or working with tripartite institutions, the project has had an important role in capacity building for national institutions.

In Costa Rica, the NWC has existed since its creation through the constitution of 1949, and is officially independent of the MOLSS. In practice, it is funded through the MOLSS and has not had the in-house capacity to undertake the research or technical studies to support its work. The project has been critical in filling this gap through use of both ILO and consultant expertise. In terms of the future of the NWC, the project has also supported an analysis of different institutional and funding models between the NWC and the MOLSS which are currently under discussion. In Cabo Verde, similarly, a key focus of the project was building the technical capacity of the national statistical office, the Instituto Nacional de Estatística de Cabo Verde (INECV)

Another key focus in El Salvador, Tanzania and Zambia has been to build the capacity of domestic workers' unions. In Zambia, for example, in addition to supporting the TPTWG, a critical focus of capacity building was on the UHDWUZ, which has existed since 1997, but has faced institutional and governance challenges over the last years both due to its complicated and contested affiliation to two different parent unions (the Zambian Congress of Trade Unions, ZCTU and the Federation of Free Trade Unions of Zambia, FFTUZ), and its difficulties with recruiting members and difficulty in collecting member fees to ensure financial sustainability, as well as limited leadership and organizing skills. The project has played a key role in addressing these issues, including capacity building for its leaders, particularly the local leadership using the street steward structure to increase outreach and potentially fee collection, and has supported the union in developing a sustainability strategy. One gap in this strategy, given that it was a key challenge raised by union members, is that while there is a strong focus on union member recruitment, there is no explicit strategy for financial sustainability and fee collection from members. The feeling from meetings with union members and leadership is that, in the short term at least, the union will need continued external support to continue to function and grow.

Knowledge development

Research and knowledge development has been a key contribution of the project, both in terms of global products, and in terms of national level research and methodology development. This has been a very strong, and much appreciated, aspect of the project including work on the knowledge base on minimum wages in Costa Rica and Cabo Verde (already discussed above), on the legal gaps between national domestic work legislation and C189 (e.g. in El Salvador and Zambia) and on the specific needs of domestic workers in relation to social security.

As emphasised previously, while much of the impact of the project has built on advocacy and attitude change, the role of ILO as a technical institution with know-how on research and methodology development has been critical in grounding political debates in empirical knowledge, which has been key to securing the buy in and political commitment of tripartite partners.

Ratification/ implementation of relevant ILO labour standards

In terms of the ratification of ILO conventions, the project has been working towards the ratification of C189 in El Salvador, Tanzania and Zambia. While this has not yet been achieved in any of the three countries, it is hoped that C189 will be approved by the El Salvador congress in April/ May 2016, when it will be tabled. It is also hoped that ratification of C189 will progress in Zambia, where there is a National Plan of Action and the ratification of C189 has been discussed at national level, during the first sitting of the Tripartite Consultative Labour Council in 2016.

In Tanzania, while there was resistance from government to the ratification of C189, National Action Plans for Mainland and Zanzibar were adopted and launched, Zanzibar has developed a regulation for domestic workers and has sent this through to Geneva and UNDP/ILO, which are currently assisting with the content. In the context of limited political commitment from government, the project has also focused on public advocacy through the unions and media campaigns, and developing other ‘models’ for labour protection of domestic workers, such as the Code of conduct for UN staff developed through the project.

For Cabo Verde and Costa Rica, the focus has been less on the ratification of policy than on national work to implement, adjust and assess the impact of minimum wage policies.

Professional impact on participating staff

Interviews with ILO staff during the evaluation indicated that the project has had important professional impacts on participating staff. This was further confirmed by responses to the evaluation questionnaire (see Figure 4 below) which was designed after the evaluation interviews at ILO headquarters, and so included questions on professional impact as an emerging theme.

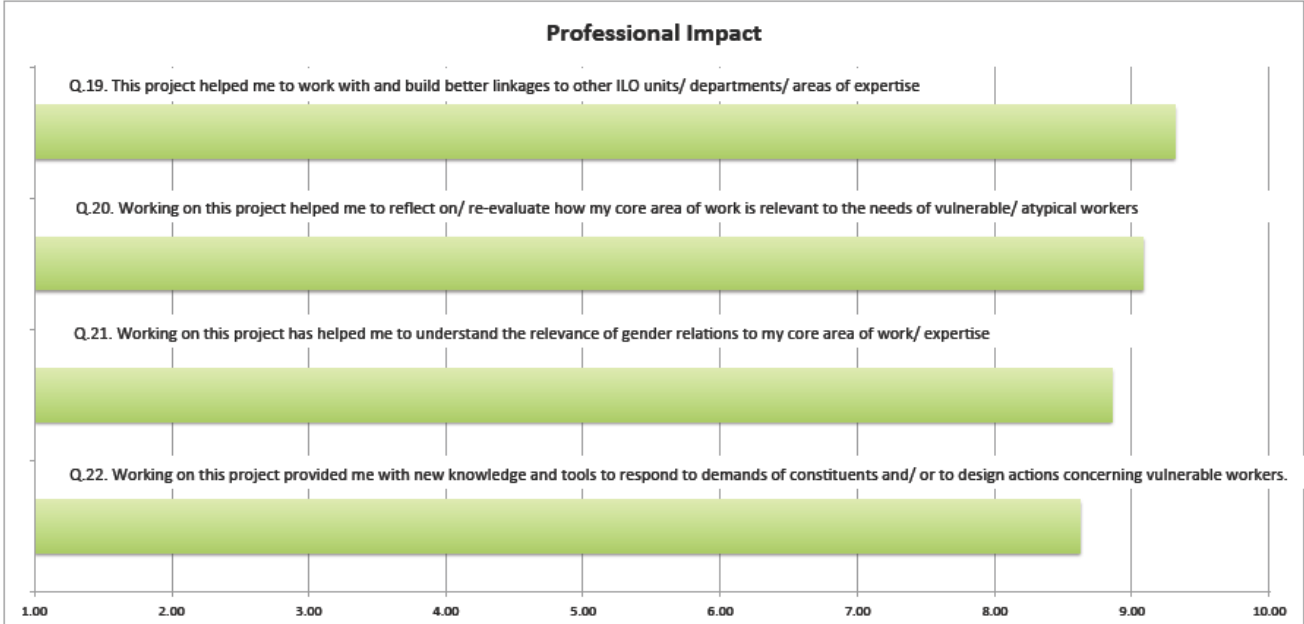


Figure 4: Evaluation questionnaire results: Professional impact

The general finding here is that the project had important professional impacts, in particular in terms of staff networking across specialisms (Q 19) and re-framing / re-evaluating their approach to their core areas of expertise from the perspective of non-typical groups of workers, such as domestic workers or other groups of workers vulnerable to low wages (Q 20). Thus for example, staff involved in the development of global products indicated the importance of the project in terms of fostering a focus on how to work with ‘hard to reach’ groups of workers, including rural workers, security guards, or self-

employed workers vis-à-vis issues such as minimum wages or social protection. As a specific example, the Collective Bargaining team did a brief on Non Standard Workers which was based to a large extent on learning from the brief developed through the SIDA project on collective bargaining for domestic workers.

In general, therefore, it seems that this project appears to have had a very positive impact on participating staff, as illustrated by a quotation from the narrative feedback to the evaluation questionnaire:

“This was most fulfilling of all my projects in ILO as it addressed legal and social exclusion and discrimination of a big segment of working population. It demonstrated that extending labour protection is social change, beyond legal reforms, and that the ILO should be ready to engage with national constituents on a sustained basis to mobilise this change.”

6.5 Effectiveness

The measure of the effectiveness of this project must, in the final analysis, be the contribution that it has made to the objectives of Outcome 5 of the P&B – i.e. the extent to which vulnerable women and men’s working conditions have improved and become more equitable or are on a path towards doing so. In particular this would include improvements in the working conditions of domestic workers as a specific vulnerable group, and improvements in the realm of wages (i.e. better wages for low wage workers, and reduced wage inequality, balanced against protecting employment numbers in the context of wage increases).

Overall the fact that this project was through Outcome Based Funding was helpful to this effect as it meant that project staff kept a strong focus on the larger picture of how they were contributing to Outcome 5 and its indicators, which was what they were required to report against. Another factor which was highlighted by participating staff and partners across the project was the emphasis on long term relationship and building trust (i.e. that this project was part of a wider collaboration between the ILO and its tripartite partners, which ensured a good working relationship and the strategic relevance of the project components).

More specifically, understanding how effective the project has been against the goals of Outcome 5, means assessing whether the project activities, and the impacts that resulted from them, are in fact the best way of achieving these broader goals – i.e. the project’s theory of change. As discussed in section 3 of this evaluation, while there is no explicit theory of change stated in the project document, a broad theory can be inferred i.e. that working conditions for domestic workers and low wage workers will be improved by:

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

The extent to which the project impacts are related to these entry points for change is explored in Figure 5 below, and further discussed in the following section.

Effects	Key Project Impacts per Country				
	Cabo Verde	Costa Rica	El Salvador	Tanzania	Zambia
Project context: Key	New minimum wage policy	Project delayed	New government and Labour	Lack of commitment of	High level support towards

challenges and support for impacts	launched in 2014, but lack of research and data on which to assess level and impact of the new MW on living standards and employment.	by 2014 elections Well established NWC, but with limited institutional capacity for research, and a MW system that was stagnating. Social bias against claims for equal access to MW for DW	Minister supportive of DW rights Resistance from Employers Some unions unwilling to work with government	government to work towards ratifying C189 Strong support from DW Union CHOWDAWU	ratification of C189. High level of informality and limited budget and institutional reach of MOLSS DW Unions exists but institutionally weak
Policy Progression	Development of knowledge base to assess impact of new policies on MW	Inputs to policy proposals around reforming the MW system, including for DW	Development of National Plan of Action towards C189, through Multi Stakeholder Committee Study on legal gaps between EI S law and C189 conducted and presented to Parliament Recs on changes to legislation on society coverage for DW Ratification of C189 Tabled for 2016 parliament discussion in 2016	Endorsement of C189 Draft regulations on DW for Zanzibar being incorporated into regulations and validation workshop to be held Code of conduct for UN staff employing DW National Action Plans on DW in mainland and Zanzibar developed, adopted and launched	Development and adoption of National Plan of Action for DW Gap analysis between Zambia legislation (incl Stat. Inst 3) for DW and C189 produced and discussed in national workshop, and factored into Labour Law Reform discussions to be held in 2016 Standard contract for domestic work developed, endorsed by tripartite constituents and to be included in statute. Ratification of C189 tabled during first sitting of the Tripartite Consultative Labour Council in 2016
Constituents: Commitment, capacity, cooperation increased	Capacity building of INVEC, national statistical agency	Capacity building for NWC on developing an effective MW system Institutional and sustainability strategy options for NWC assessed and discussed. Plan for compliance on MW and capacity building for Labour Inspection on MW Capacity building	Development of multi-stakeholder committee for government actors working DW rights Wide reaching capacity building for TUs and representative orgs of DW	National Forums including stakeholder and social partners Media training held Training course for Labour Inspectors designed conducted and completed Training course for mediators	Support to TPTWG as vehicle for coordination Leadership, recruiting and organizing training for UHWDWUZ Practical recruitment exercise for domestic workers conducted to consolidate training of

		for ASTRDOMES , the DW representative org		conducted	UHDWUZ Institutional sustainability strategy for UHDWUZ Support to creation of Association for Employers of DW
Knowledge base improved	Study to monitor the impact of new minimum wage policies on employment and living standards Development of guidance note for M&E of minimum wages	Support to the labour Observatory to produce future employment forecast 2016- 2020 Studies on options to improve the MW system classification and calculation of wage rises Study on impact of changing MW for DW	User friendly versions of study on DW labour conditions produced by Central American University and of studies on social security reform for DW	Fact Sheet on DW produced and distributed in Zanzibar Book of National DW case studies in progress	Study on dispute resolution process for DW in Zambia. Annotated (summary) booklet on national DW studies developed, printed and disseminated. Study on strategies for extending social protection to domestic workers in Zambia.
Social norms changed	National minimum wages information dissemination plan developed and conducted. Information notes developed and disseminated.	User friendly version of MW for DW study to be used for information and advocacy	Campaign by Trade Unions to change public and TU attitudes toward DW Information campaign on social security rights of DW	Radio and TV campaigns DW Day in Zanzibar	Awareness campaigns and strategy developed and rolled out Information dissemination during commemoration of the 4th Anniversary of C189 targeting employers of domestic workers within ILO and ILO constituents Maids' Centres training of DW on rights Use of COC and standard contract for public awareness

Figure 5: Contributions of project impacts to effectiveness

In terms of the first strategy for change, around *policy development*, a key concern of the project has been progressive policy development towards the ratification of C 189 (in El Salvador, Tanzania and Zambia) and supporting the application and improvement of policy on minimum wages in Cabo Verde and Costa Rica.

One question here is whether policy is necessarily the most effective instrument for protecting vulnerable workers' rights in the context for very high levels of informality (e.g. in Zambia) and /or in the context of limited capacity and reach (beyond metropolitan centres) of state labour bodies.

Thus, for example, in Zambia, according to the most recent Labour Market Profile, 89% of workers work in the informal sector, and the budget of the MOLSS has been cut in 2016 by around 70%, and it has a fairly limited presence outside of Lusaka, the Copper-belt, and the main provincial cities. In this context, where there is clearly very limited capacity for Labour Departments to implement and police compliance with labour protection policies, it might seem that the development of further and more rigorous policies is unlikely to have any significant impact of the bulk of domestic workers. However, this critique would be built on assumptions about how policy 'works'.

A key linkage here, therefore, is the relationship between *policy development* and *attitude change*. In Zambia, and Tanzania, policy products like the Standard Contract and the Code of Conduct seem to have been less immediately important as compliance mechanisms for Labour Departments, through avenues such as labour inspection and legal grievance resolution, and more important as an instrument to shift social norms. Thus it seems that policy and policy tools affect domestic workers through changing how employers regard each other's employment practices as peers (i.e. changing the extent to which it is socially acceptable for employers not to pay their employees the minimum wage, or not to respect the right to rest), or acting as a basis for collective claims by domestic workers, including both individual and collective claims through unions. In the context of a high level of informality this seems like a sound strategy, and means that policy development is still likely to make an important contribution to domestic workers' rights despite the very limited capacity of the MOLSS to implement policies.

In contrast, the work on minimum wages in Costa Rica and Cabo Verde effectively replaces collective bargaining as a means of setting wages, which means that to a certain extent it requires a stronger role for policy actors in determining wage levels through research and applying them through compliance mechanisms, than on social dialogue and collective bargaining. However, at the same time, the focus of the minimum wage global products and project components on simplifying the minimum wages systems towards the ideal of a single minimum wage would make the possibility of minimum wages being respected through public awareness and social norms, rather than labour compliance, more realistic. This is, therefore, perhaps an area of concern in Costa Rica where there seems to be some resistance to the simplification of the minimum wage in practice, with the new proposed structure remaining relatively complex, despite the ILO team's promoting of progress towards a simplified and ideally single minimum wage system.

In relation to the *capacity building of tripartite organizations*, this appears to have been effective in building the capacity of relevant national organizations to lobby for the rights of domestics works and low wage workers. A critical component of this capacity building has been to build the creation and use of *Research, tools and knowledge*. However, some areas of concern that have been discussed above relate to the issue of fully understanding the incentives around memberships for some organizations supported (e.g. whether wider TUs or Employers' associations are really motivated to work on domestic work issues, what motivates employers of domestic workers to organize, and what motivates domestic workers to be active fee paying union members). Furthermore, even where the ILO have a clear knowledge base on how and why groups such as domestic workers' unions organize (as per the global product on collective bargaining and organizing) there may be a lack of political will and/ or resources.

As discussed above, *research, tools and knowledge* have also been crucial in bringing a 'technical' element to essentially political debates, which has created a legitimacy for ILO inputs and a common ground on which otherwise opposed tripartite organizations are able to discuss and negotiate.

Institutional effectiveness

It is also worth discussing two issues related to the effectiveness of the ILO as an institution, to enable it to deliver its strategy, including outcome 5. These are the extent of *institutional learning*, and the success of *building commitment to domestic worker and low wage workers' rights across the institution*.

Institutional learning

A repeated theme that came up during the evaluation interviews was how the project was able to bring a new element to the wider work of ILO staff (discussed above under impacts), but at this level of effectiveness, this is also relevant in terms of the input that the project (and the wider work on domestic work) can have/ has had on reframing and expanding the focus of other areas of ILO activity so that they are more inclusive and relevant to the needs of vulnerable workers. Some examples that were highlighted during the evaluation include the following:

- Migration: The project was able to highlight specific migration issues that are thrown into relief by the specific arrangements of domestic workers, for example, the particular practices of recruitment agencies, issues around women's freedom of movement (explored in the next section on gender), and rules around sponsorship and changing jobs for migrants.
- Creating partnerships between trade union confederations and other workers' organizations: Due to the lack of strong domestic workers' unions in many contexts, the ILO cooperated with the ITUC and IDWF to establish a partnership that would enable the ILO to carry out its work in consultation and collaboration with various forms of domestic workers' organizations, in addition to the national trade union confederations in a given country been pushed to work with other types of collective organizations than official TUs (this partnership started during the ILC in 2010 and 2011 when C189 was being negotiated, the ILO Workers' Group agreed to open up workers' representation to other domestic workers' organizations that were not necessarily affiliated to the national trade union confederations). This project has continued to build on this kind of collaboration (e.g. with Méridas in El Salvador, ASTRADOMES in Costa Rica). This approach has fostered wider institutional learning on how to create partnerships between unions and workers in the informal economy.
- Collective bargaining: The research documenting collective bargaining and other forms of negotiation in the domestic work sector has provided food for thought on how collective bargaining can be adapted or complemented to include vulnerable or informal workers.
- Minimum wages: The work on minimum wages, in particular for domestic workers, has fostered learning relevant for other sectors which also have in kind payments (e.g. agriculture plantation workers, security guards) or piece rates for work.
- Working Time: The project has brought lessons for how to work with issues such as zero hour contracts, less in terms of the substantive content, but rather in terms of how to reorient an area of work away from serving those with more typical terms of employment, and incentivise ILO teams to change existing approaches.
- Dispute Resolution: The work on domestic workers has highlighted the need to address the needs of vulnerable groups of workers, which will now be a focus of the Labour Law branch in their general Dispute Resolution Tool. The experience of domestic workers highlights the specific nature of this kind of household level/small scale employment which is relevant for many informal/ small scale workers more generally – i.e. fear of arbitrary loss of job, the close personal nature of the relationship, lack of awareness of rights, etc. Accordingly, one relevant contribution of the project to the Global Research Synthesis on Dispute Resolution to be published in 2016, is the inclusion of 8 questionnaires on domestic work in addition to the 50 general country questionnaires

However, in terms of institutional learning, one missing element at the level of the project itself, rather than more ILO wide, has been a lack of collective space to reflect on the project strategy and revisit the assumptions embedded in the implied theory of change. As reporting has been at the CPO/ outcome level, there has been less space to discuss the detail of the project strategies/ learnings. The gender specialists on the project did manage to meet using the ILO gender meeting in autumn 2015 Geneva,

but there have not been similar opportunities for other staff. While the project did launch a knowledge sharing platform with access within the ILO system, there was poor uptake by field staff. The project management were hoping to set up a learning meeting for the wider project team using the ILO ITC in Turin but have not been able to secure funding to do this to date.

Building commitment across the institution

Another theme in relation to how the project has contributed to the institutional effectiveness of the ILO which emerged during the evaluation is its role in fostering intra-institutional learning and coordination on the issues of domestic workers, in particular, and vulnerable workers/ atypical working arrangements more generally.

One illustration of this is the success of the ILO’s Domestic Work Technical Working Group, composed of staff working on domestic work across a range of branches and departments. It was highlighted that this kind of cross institutional working group is not unusual in the ILO, but they tend to be more short term structures which work towards a specific output or event (for example there was a recent working group on Global Supply Chains for a specific report). The Domestic Work working group is unusual in being a more long term structure which has had a more lasting effect on building relationships and knowledge across the ILO.

In addition, the project has contributed to institutional learning about how best to deal with issues of gender/ vulnerable workers mainstreaming vs sectoral approaches. For example in Costa Rica the project has addressed minimum wages and mainstreamed a focus on domestic workers into that, while in Tanzania, Zambia and El Salvador domestic work has been dealt with sectorally (although with UNDP taking over in Tanzania, they are now aiming to mainstreaming DW into all the other areas they are working on). This dual approach has highlighted some of the tensions between these strategies: on the one hand the scope for influencing core institutions on issues such as minimum wages (such as the INVEC in Cabo Verde or the NWC in Costa Rica) through a mainstreaming strategy; on the other hand that if domestic workers are dealt with through mainstream interventions, particular issues relating to their circumstances (such as the balance between minimum wages and the right to rest) may be overlooked. Therefore, institutional learning here is perhaps the importance of a dual approach with both elements of sectorial actions and mainstreaming.

6.6 Gender concerns

Domestic work and minimum wages are both areas of concern for decent work and are run through with complex and deeply embedded gender equality issues, many of which have been highlighted and acted on by the project (see Figure 6 below)

Gender Issue	Issues related to domestic work and minimum wages
Sex composition of labour forces and linked poor work conditions	<p>It is consistently highlighted that women dominate in domestic labour forces in most contexts. The percentage of women as domestic workers is 83 % globally (ILO 2013) and very high in some individual countries e.g. 92.44% in El Salvador (Antezana Rimassa 2015). Linked to the fact that domestic work tends to be far less well protected than other sectors of work, this imbalance constitutes a large scale gender inequality.</p> <p>In terms of low wages, sectors in which women dominate, including domestic work, along with other sectors (such as garment industry, EPZs), tend to be characterised by low wages, as well as more ‘feminized’ terms of employment (flexible or part time employment, lack of social protection etc.) (Standing 1999; UNRISD 2010)</p>

<p>Value of 'care' work</p>	<p>One of the explanations for the unequal treatment of sectors in which women dominate numerically is that paid care work is normally seen as an extension of the reproductive work that, according to traditional gender norms in most contexts, women do 'for free' in their own households. It is therefore not understood as 'real work', with implications for working conditions and low wages. This flows from, but is a different problem from, the sex composition of the labour force, as it means that even where men are a significant proportion of domestic workers (as in Zambia, where they constitute 44% of the domestic worker labour force (ILO 2013)) they are also affected by the devaluation of 'care' work.</p> <p>This devaluation of care work was clearly illustrated by the project through the arguments expressed as to why domestic workers should have a lower minimum wage than unskilled workers, based on the assumption that they are the least skilled of all workers (despite their crucial role in household well-being).</p> <p>The value given to care work also relates to what is defined as an employment relationship – for example in Zambia where a high proportion of domestic workers - 66% (ILO 2013) are unpaid and viewed not as employees, but as dependents or distant relatives despite the fact that they have clear employment relations (assigned tasks, sanctions for poor performance etc).</p>
<p>Representation in labour organizations</p>	<p>While women predominate in the domestic work sector, this is not reflected in women's representation in workers' organizations, with the male domination of general trade unions in most countries and particular challenges for the unionization of domestic work as a sector in comparison to other sectors (ILO Policy Brief, no date).</p>
<p>Construction of the private sphere</p>	<p>The distinction between the household as a 'private' sphere, as opposed to the public spheres of work and politics has long been an area of contention for feminist and gender equality advocates. This is a critical area of concern in relation to domestic work, as it prevents the understanding and legal recognition of employers of domestic as 'employers' and of private households as places of work which should be subject to labour norms and labour inspection. Some of the global products, drawing from progressive case such as Uruguay and Argentina, highlight approaches to challenges this construction of households as 'private' and beyond the purview of labour inspection.</p>
<p>Work/ life balance: Gender division of labour beyond employment</p>	<p>As noted above, predominant gender norms means than in most contexts women are expected to take on the majority of reproductive care work within the household. This occurs even where they also work as paid carers, effectively creating women's 'care chains' rather than sharing of care with male partners (Hochschild 2000). This has implications for work/life balance of domestic workers where they have to balance work with care of family members (with different implications for live in and live out workers). It also has implications for minimum wages as women with productive responsibilities are more likely to work part time, and part time work is often linked to lower pro rata wages.</p> <p>In addition the typical gender division of labour in which women predominate in unpaid reproduction has led to debate around strategies of how to promote gender equality through the policy approach to domestic work. On the one hand there is the attitude that paid domestic work further relegates women to the sphere of care, and should therefore be eliminated and replaced by more sharing of unpaid reproduction in households between women and men. On the other hand is the strategy (promoted by C189) of ensuring that domestic work is not conflated with</p>

	unpaid reproduction, and therefore undervalued and poorly protected, but is, rather, valued as ‘work like any other’.
Neutral or sex specific policy?	<p>One issue confronted in minimum wage systems which was highlighted e.g. in the workshops on minimum wages run by the project in Costa Rica, is how to ensure a more gender neutral system of job evaluation to address conscious or unconscious gender biases.</p> <p>On the other hand, a different issue raised for domestic work is the need for access to sex specific policies which recognise the different needs of women and men workers. One key area for female domestic workers which was addressed by the project, as per C 183, is access to maternity coverage in line with other sectors of employment. Another more problematic area, highlighted by the global tools on domestic work and migration, is the practice of sex specific policy designed to ‘protect’ women migrant workers or their dependents, but which may also serve to weaken women’s equal labour rights. For example (according to discussions with ILO staff from MIGRANT) some South Asian countries have policies controlling women’s mobility (e.g. in Nepal, only allowing women over 30 to migrate for work, to protect them from sexual exploitation, in Sri Lanka, requiring migrant women, but not men, to demonstrate that they have made childcare arrangements for their children before they are granted travel permits).</p>
Gendered power relations	One issue consistently highlighted by the experience of the project as well as in the global products developed, is that many of the forms of gender inequality in work highlighted above, are made possible by societal gender power relations. In addition, the fact that domestic work takes place in the sphere of the household, where highly unequal gendered power relations around decision-making, and voice, are manifested in many contexts, makes domestic workers particularly vulnerable to exploitation, including violence and sexual abuse.
Intersectionality	<p>Finally it is important to highlight that the gendered power relations that affect domestic work, and low wage workers, tend to intersect with other aspects of social identity including class, ethnicity, or race. For example, in Costa Rica, members of ASTRADOMES, the domestic workers’ organization, highlighted that the majority of domestic workers are from Nicaragua, which affects both their formal rights (due to their exclusion from national citizenship rights, and difficult registrations processes) and their informal rights, through the lesser social status accorded to Nicaraguan migrants in Costa Rica.</p> <p>The intersection of class and gender is also a critical concern as it may explain why, in some contexts, feminists who are middle class and professional, or white collar unionists, who are employers of domestic workers are not supportive of (working class) claims for domestic workers’ rights.</p>

Figure 6: Gender issues highlighted in relation to domestic work

The project has been able to engage effectively with these gender issues, through global products as well as through country level interventions. However, this has frequently involved engagement at the country level to push the analysis of national stakeholders beyond the first area of relevance (*sex composition of labour forces*), as the default approach of programming tends to be that domestic work is a gender issue because this is a predominantly female area of employment, even where this is by no means the key gender issue for domestic workers (thus for example, the Zambia Advocacy and Communications Strategy (Republic of Zambia 2015: 21) states that it will focus on the gender

dimension of domestic work *'taking into consideration that females constitute the majority in the domestic work sector at 56%'*, which is hardly a majority).

As discussed above in the sections of impact and effectiveness, one of the key contributions of the project has been to foster wider learning on the need to address the conditions of vulnerable groups of workers, and/ or workers with atypical working conditions. As much of the vulnerability and atypical nature of the work addressed by this project has flowed from gender relations (as discussed in Figure 6) it can be argued that the project's level of engagement with gender issues has been central to this learning.

Institutional support for gender equality

Institutional support for working on gender in this project has been strong. In fact, in addition to the SIDA funding for this project, the Gender Equality and Diversity Branch of ILO also received \$500,000 of funding from SIDA linked to ILO Outcome 17, which was intended to mainstream a focus on gender equality into a range of other SIDA supported outcome based funding (including this Outcome 5 project as well as SIDA support to outcomes, 9, 10, 14 and 18). Staff from the gender equality branch working on this project highlighted that their support to this Outcome 5 project was chiefly co-funding of project activities (such as the global tool on Dispute Resolution and its trialling in Tanzania, and some of the salary for the project manager in El Salvador), with minor technical inputs (e.g. comments on concepts notes etc.) rather than in depth technical inputs on gender. This, it was explained, was because the lead INWORK team on this Outcome 5 project already have significant gender expertise and the understanding of gender issues in relation to domestic work is already well developed, so it was felt that technical input from the gender branch would be better focused on the other outcomes (9, 10, 14 and 18) where an undertaking of gender issues is weaker. In addition in terms of the work on minimum wages, support on gender issues was provided by the gender expert in country (Costa Rica) and from headquarters (Cabo Verde) meaning that these gender linkages with minimum wage issues were also well developed.

In general, where relevant the outputs and documents produced by the project have done a good job of disaggregating data by sex, where relevant, and also of undertaking gender analysis, with some notable examples of good practice in sound, evidence based gender analysis (for example the study on minimum wages for domestic work on Costa Rica, discussed above, which was also adapted into a user friendly version for campaigning by the union, as well being used as a case study for the global product on minimum wages for domestic workers).

Another notable success of the project appears to have been the effectiveness with which it has been used to mainstream a focus on gender equality into the work of staff in ILO collaborating units, and of ILO constituents as discussed above under institutional effectiveness. Interestingly this has not been seen as gender mainstreaming, so much as building a focus on the inclusion of non-typical workers in the work of ILO branches and partner organizations. However as much of the non-standard working arrangements that this project has highlighted stem from gender relations (as in the case of domestic workers) so this success could be seen as a case study for wider learning on how to mainstream gender equality in the work of the ILO through sectoral interventions, and could highlight interesting lessons for the Gender Equality and Diversity Branch, who are tasked with mainstreaming a focus on gender, diversity and equality issues in the work of the organization. Some key components of the success in mainstreaming are, perhaps the way that the project was able to:

- Speak to the 'core area' of work (e.g. wages, social dialogue, right to rest etc.) for participating staff, rather than being seen as an add-on;
- Use the momentum of the launch of C189 in 2011, and its high profile at the Labour conference to draw on both internal and external support;
- Developing institutional structures (e.g. the Interdisciplinary Working Group on Domestic Work) to foster collaboration across the ILO, and;

- Employing a very collaborative and inclusive management, with credit to the particular capacity of the lead INWORK team.

6.7 Sustainability

Globally, at the level of the ILO, the work on domestic workers and minimum wages seems set to be sustained. Within the institution work on domestic workers is set to be addressed through Outcome 6 in the new ILO P&B, the tools that have been developed continue to be disseminated and available through the ILO website, and feedback during the evaluation indicated that the Technical Working Group on Domestic Work is continuing to work strongly. In terms of staffing, however given that one of the lead INWORK team on Domestic Workers has retired, it may be important to consider support to ongoing staffing on the topic. In addition, as discussed above in relation to institutional effectiveness, the project is likely to have a lasting impact on learning within the ILO in terms of bringing a focus on including vulnerable workers and addressing atypical working conditions across the ILO's core areas of work. Externally to the ILO, it appears that there is continued demand for support on working on domestic workers rights (with six ratifications made or coming into force during 2015).

At the level of the five country projects, while the project has done much to foster the sustainability of processes and structures initiated there may need to be more support to ensure sustainability. Specific efforts have been made to develop sustainability plans (e.g. for the UHDWUZ in Zambia, or the NWC in Costa Rica) and there is evidence that many of the processes initiated through the project will continue to work beyond the scope of the project through the activities of local partners – e.g. in El Salvador, the study on legal gaps between national legislation on domestic workers and C189 will be presented to the women's commission of parliament in March 2016, and the project partner organization Méridas is continuing to run training workshops for domestic workers' unions outside the scope of the project. It is also important to note that the 5 project CPOs were not exclusively SIDA funded so it appears that there is scope to continue some activities through other funding sources including RB and RBSA.

Despite this, it was clear from discussions with members of some of the projects' partner institutions that they felt the need for continued support from the ILO, both financially and technically. This included, for example, the UHDWUZ and the Association for Employers of Domestic Workers in Zambia (and, notably in the case of Zambia, while a sustainability plan has been developed for the UHDWUZ, one notable absence in this plan was around fees and the generation of income which will be critical for their financial independence and sustainability).

Finally to ensure continued support at the country level it will be important to consider how to support continuity of staffing to support process and structures initiated through the project, particularly where this has been run by consultants (e.g. El Salvador) or staff on fixed term contracts (e.g. Zambia) whose work may no longer be funded unless new project resources are found.

7. Conclusions

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

The project, which was highly demand-led, was also relevant to the needs of its key target groups (domestic workers and workers vulnerable to low wages), building, in particular, on existing work and campaigns of state partners and workers' organizations (although at times this was more of a difficult task in relation to employers). However, an emphasis on protection of domestic workers from violence is one target group priority which could be further addressed (and, in terms of strategic coherence, this could be better linked to the P&B Outcome 6 on OSH).

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

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

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

- Increased political commitment to domestic workers' rights/ minimum wages (through with some challenges in bringing employers' organizations, in particular, on board);
- Public awareness and attitude change, around domestic work and minimum wages;
- Creation of spaces for dialogue between ILO constituents on DW rights/ minimum wages
- Capacity building of key organizations , in particular state technical bodies working on minimum wages, and domestic workers' unions
- Knowledge development and research, including the development and dissemination of global products;
- Progress towards ratification/ implementation of relevant ILO labour standards, in particular C189, which looks set to be ratified in El Salvador and Zambia in the short term

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

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

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

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

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

8. Lessons learnt and Recommendations

8.1 Lessons learnt

The evaluation findings discussed above in section 6 generate a number of lessons, which are detailed in the attached Lessons Learnt summaries (see Appendix 1). In summary, these lessons, which include learning from good practices (see Appendix 2) cover the following:

- ***Engaging effectively with employers.*** Working with employers is a crucial component of the ILO tripartite strategy, and is a critical for promoting the rights of domestic workers and other vulnerable/ low wage workers. However the domestic work sector presents particular challenges for this. Progress has been made by the project, and there have been successes in ILO reaching out to employers' organizations by emphasising its technical expertise and knowledge generation role over its political role. In addition some novel employers' organizations (e.g. the Association of Employers of DW in Zambia) have been supported. Information on employers' organizations and their role in negotiation were also highlighted in an ILO policy brief. However this area of work would benefit from a deeper engagement, through research and consultation, with the incentives of employers to support an initiative for decent work for DW and for sound minimum wage policies.
- ***How to 'formalize' in an increasingly informal global economy?*** The project is extremely well placed to inform Outcome 6 of the new P&B (Formalizing the Informal Sector). Furthermore it may also be a good starting point to interrogate what the vision of 'formalization' promoted by this new Outcome should constitute. Research suggests that, in an increasingly globalised economy, the formal labour conditions that were associated with national economies with developed welfare states and state managed labour protection, are increasingly rare, in particular in the global South. Thus for example, research has highlighted the feminization of labour force participation (Standing 1999; Razavi 2000), characterized both by increasing female labour force participation, and by more flexible, unprotected, part time, and low wage conditions of employment (Riisgaard 2009; Kabeer et al 2011), and increasingly blurred distinctions between the formal and the informal sector (Fernández 2012), which result from increasingly competitive global markets and national deregulation of labour protection in an effort to attract international business. In this context, the experience of extending labour protection and decent work to domestic workers could provide wider learnings about how to extend labour protection to informal sector workers, not through trying to produce traditional formal labour markets, which are increasingly a chimera, but by developing novel ways of governing employment and providing the core components of decent work, in the context of flexible, small scale forms of work, with distinctive employment relationships, as typified by domestic work.
- ***Policy for compliance, or for social change?*** One question raised by the evaluation was the relevance of focusing on policy change in the context of very high levels of informal sector employment and limited capacity of state labour bodies to manage compliance with labour legislation, for example in Zambia, where 89% of workers work in the informal sector, and the budget of the MOLSS has been cut significantly. However the project has highlighted the scope to use policy not only as mechanisms for state enforcement and compliance, but through changing how employers regard each other's employment practices as peers (i.e. changing the extent to which it is socially acceptable for employers not to pay their employees the minimum wage, or not to respect the right to rest), or acting as a basis for collective claims by domestic workers, including both individual and collective claims through unions. In the context of a high level of informality this seems like a sound strategy, and means that policy development is still likely to make an important contribution to domestic workers' rights despite the very limited capacity of the MOLSS to implement policies.

- ***Effective mainstreaming strategies.*** Mainstreaming issues such as gender equality into sectoral areas of intervention is an ongoing challenge for organizations such as the ILO, and one which consistently faces institutional resistance, watering down of rights based agendas, and marginalization. The experience of mainstreaming the rights of DW into the core work of the ILO, as evidenced by the project seems to have been a highly successful example, and lessons can be learnt from some of the core approaches used, linking a focus on DW to the 'core areas' of work (e.g. wages, social dialogue, right to rest etc) of participating staff; building on the momentum of the launch of C189 in 2011, and its high profile at the Labour conference to draw on both internal and external support; developing institutional structures (e.g. the Interdisciplinary Working Group on Domestic Work) to foster collaboration across the ILO, and; employing a very collaborative and inclusive management, with credit to the particular capacity of the lead INWORK team.

8. 2 Recommendations

A number of recommendations flow out of the findings and lessons learnt of the evaluation. These are outlined below in Figure 7.

Issue	Recommendation #	Lead Party	Time frame	Budget	Priority
Strategic learning					
Working with Employers	1.1. In order to improve engagement with employers of domestic workers and other vulnerable low wage workers, it is recommended that future country level actions should include research components to better understand the motivations (and points of resistance) of employers and well as documenting good practices for engaging with employers.	INWORK lead team ILO Country and Regional offices	2016	RB and TC	High
	1.2. Learning on engaging with employers should feed into the production of global tools on how to engage employers on domestic workers' rights, which systemises knowledge and best practices on this topic, which is currently a gap in the global tools on DW.	INWORK lead team	2016-17	RB and TC	High
Learning for new ILO Outcome 6	2. The project has generated learning on how to extend labour protection into flexible and atypical forms, and areas, of employment which could be used to generate learning on new strategies to 'formalise' and extend labour protection. The ILO should put in place processes to systemize this learning (workshops, knowledge products)	New Outcome 6 coordinator in INWORK	2016-18	RB	Medium
Using policy instruments to address social norms	3. One lessons learnt by the project has been the scope to use policy instruments as mechanisms for addressing social norms as well as for labour enforcement and compliance. Testing whether this works in practice to realize the rights of domestic and low wages workers requires research (impact assessment) to be undertaken.	ILO Country and Regional offices	2016-17	RB	Medium
Effective Mainstreaming Strategies	4. The findings suggest that the mainstreaming strategy employed by this project has been particularly effective in bringing different branches/	INWORK Project team Gender and	2016-17	RB	Medium

	division of the ILO, as well as different external partners, on board. This learning should be documented/systematized to contribute to the wider gender and diversity mainstreaming strategy of the ILO.	Diversity Branch			
Domestic Workers and Violence	5.1 The project suggested that there should be a more explicit focus on policy development to address the C189 focus on protection from violence and abuse. This should be addressed initially through increased work with the ILO OSH branch, to develop country level inputs and global products on domestic work and protection from violence and sexual abuse.	OSH Branch INWORK team	2016-18	RB and TC	High
	5.2 This issue should be further highlighted by using the upcoming ILO Women at Work Centenary Initiative, which will include a focus on violence in the workplace, as well as the International Labour Conference in 2018, to highlight issues related to Domestic Workers protection from violence.	ILO Headquarters	2018	RB	Medium
Project management					
Theory of Change	6. Future project documents should explicitly outline the projects' theories of change, clarifying how it is expected that project activities and impacts will lead to the overarching project objectives, recognizing the projects' contexts.	PARDEV	ASAP	RB	High
Logframe reporting	7. While the project donor only required outcome level reporting, there is nonetheless a value to detailed monitoring and reporting at the level of Logframe indicators to support institutional learning and institutional memory.	INWORK team PARDEV	2016	RB	High
Communication and sharing	8. The project has generated a great deal of learning, and there would be real value in creating spaces for learning across the CPO teams, and the HQ staff involved in the development of global products. The ILO should therefore explore the space for a learning event to bring together the different staff who have worked on the project.	INWORK team WORKQUALITY Department	2016	To be decided by the concerned Departments	Medium

Sustainability	9.1 Some of the in-country organizations created or supported by the project (e.g. Domestic Workers' Unions, DW Employers' Associations) are not yet in the position to function as independent and sustainable bodies. In these cases the ILO country offices should seek further areas of funding to continue supporting these organizations in the short to medium term.	ILO Country Offices	ASAP	To be decided by the concerned Departments	High
	9.2 Sustainability strategies for DW unions need to engage more explicitly with the issue of income generation and fee collection as well as recruitment of members.	ILO Country Offices ILO HQ staff working on Unions	ASAP		Medium
	9.3 The project team needs to develop a strategy for continuity where in country projects have been managed by consultants/staff, whose funding to support ongoing activities initiated through the project will end with the end of eth SIDA support.	ILO Country Offices	ASAP	To be decided by the concerned Departments	High

Figure 7: Recommendations

1. Lessons Learnt

ILO Lesson Learned Template

Project Title: Outcome 5 – Thematic Funding for 2014-2015
 Project TC/SYMBOL: GLO/14/67/SID

Name of Evaluator: Julian Walker and Saranel Benjamin
 Date: March 2016

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
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LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p><i>Engaging effectively with employers for domestic workers’ and low wage workers’ rights.</i></p> <p>Working with employers is a crucial component of the ILO tripartite strategy, and is critical for promoting the rights of domestic workers and other vulnerable/ low wage workers. However the domestic work sector presents particular challenges for this. Progress has been made by the project in reaching out to umbrella employers’ organizations by drawing on the ILO’s wider good relations with them through other collaborations, and by emphasizing their technical expertise and knowledge generation role over their political role. In addition, some novel employers’ organizations (e.g. the Association of Employers of Domestic Workers in Zambia) have been supported. However the project has highlighted some challenges for working with employers of domestic workers in particular, which could act as a basis for wider learning and the development of knowledge tools. This includes the following:</p> <ul style="list-style-type: none"> • In the case of supporting Associations for Employers of Domestic Workers (as in Zambia), there is a need for deeper research and consultation to understand what would incentivize employers to organize. • Where employers’ of DW have been motivated to organize on the basis of solidarity with workers, and feminist principles (rather than by employers’ own interests), this may create barriers for inclusion within wider employers’ umbrella organizations and tripartite structures. How to support the recognition of such social justice based employers’ organizations by wider tripartite constituents could thus be an area of inquiry. • The scope for promoting DWs’ labour rights through agencies for

	<p>domestic workers (e.g. Maids' Centres) also seems a promising avenue, but (judging by DW contract templates produced by Maid's centers in Zambia examined during the evaluation) the extent to which they represent employers' interest vis a vis workers' rights is an area for further research.</p>
Context and any related preconditions	<p>The need to develop an understanding of how to engage with employers is an area of general concern for ILO staff and partners working on the ratification and implementation of C189, so these learnings can be generalized.</p>
Targeted users / Beneficiaries	<p>INWORK, ACTEMP, and ILO partners working on C189</p>
Challenges /negative lessons - Causal factors	<p>The evaluation highlighted a level of resistance from employers to engage on domestic workers' rights, as well as weak linkages between different 'levels' of employers' organizations. There was also insufficient attention to researching incentives for employers to work on the domestic work sector.</p>
Success / Positive Issues - Causal factors	<p>The project was able to effectively work with some employers by drawing on the ILO's wider good relations with employers bodies, built through other areas of collaboration. The ILO was also able to better work with employers by emphasizing its technical role as a knowledge broker.</p>
ILO Administrative Issues (staff, resources, design, implementation)	<p>Building a knowledge base on work with employers of domestic workers may require securing additional financial resources from donors.</p>

ILO Lesson Learned Template

Project Title: Outcome 5 – Thematic Funding for 2014-2015

Project TC/SYMBOL: GLO/14/67/SID

Name of Evaluator: Julian Walker and Saranel Benjamin

Date: March 2016

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p><i>Contribution to Outcome 6 in the new ILO P&B: How to ‘formalize’ in an increasingly informal global economy?</i></p> <p>The project is extremely well placed to inform Outcome 6 of the new ILO P&B strategy (Formalizing the Informal Sector). Furthermore it may also be a good starting point to interrogate what the vision of ‘formalization’ promoted by this new Outcome should constitute. Research suggests that, in an increasingly globalised economy, the formal labour conditions that were previously associated with national economies with developed welfare states and state managed labour protection, are now increasingly rare, in particular in the global South. Thus for example, research has highlighted the feminization of labour force participation, characterized both by increasing female labour force participation, and by more flexible, unprotected, part time, and low wage conditions of employment, and an increasingly blurred distinctions between the formal and the informal sector, which result from increasingly competitive global markets and national deregulation of labour protection in an effort to attract international business. In this context, the experience of extending labour protection and decent work to domestic workers could provide wider learnings about how to extend labour protection to informal sector workers, not through trying to produce traditional formal labour markets, which are increasingly a chimera, but by developing novel ways of governing employment (including through change in social norms) and providing the core components of decent work, in the context of flexible, small scale forms of work, with distinctive employment relationships, as typified by domestic work.</p>
<p>Context and any related preconditions</p>	<p>The wider context of globalization and feminization of labour conditions makes this lesson widely relevant.</p>

Targeted users / Beneficiaries	ILO branches and tripartite constituents working on the promotion of decent work and labour governance for informal sector workers.
Challenges /negative lessons - Causal factors	Potential resistance to promoting alternative modes of labour governance (as opposed to classic formal sector regulatory approaches) from some ILO staff and constituents?
Success / Positive Issues - Causal factors	The project has generated a great deal of evidence of alternative forms of labour governance (including minimum wages, labour inspection, access to social protection etc.) which feed directly into this area of debate. These have already been extensively disseminated through the global products and the domestic work working group.
ILO Administrative Issues (staff, resources, design, implementation)	Outcome 6 of the new ILO P&B is already defined, which may make it difficult to open up the understanding/ definition of 'formalizing' to debate.

2. Good Practices

ILO Emerging Good Practice Template

Project Title: Outcome 5 – Thematic Funding for 2014-2015

Project TC/SYMBOL: GLO/14/67/SID

Name of Evaluator: Julian Walker and Saranel Benjamin

Date: March 2016

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>Effective mainstreaming strategies</p> <p>Mainstreaming issues such as gender equality into sectoral areas of intervention is an ongoing challenge for organizations such as the ILO, and one which consistently faces institutional resistance, watering down of rights based agendas, and marginalization. In this light this project has had notable success in fostering intra-institutional learning and coordination on the issues of domestic workers, in particular, and vulnerable workers/atypical working arrangements more generally.</p> <p>The experience of mainstreaming the rights of DW into the core work of the ILO, as evidenced by the project seems to have been a highly successful example, and lessons can be learnt from some of the core approaches used. Successful strategies appear to have included the following:</p> <ul style="list-style-type: none"> • linking a focus on DW to the ‘core areas’ of work (e.g. wages, social dialogue, right to rest etc.) of participating staff; • balancing specific interventions (CPOs focused on C189 in particular) with mainstreaming approaches (addressing domestic workers’ rights issues through CPOs focused on issues such as minimum wages and social protection) • building on the momentum of the launch of C189 in 2011, and its high profile at the Labour conference to draw on both internal and external support; • developing institutional structures (e.g. the Interdisciplinary Working Group on Domestic Work) to foster collaboration across the ILO, and; • employing a very collaborative and inclusive management, with credit to the particular capacity of the lead INWORK team.
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>This success appears to have relied in part on specific conditions, which include the timely launch and high profile of C189, and the particular skills and working practices of the core project management team. However the broad approach is replicable.</p>

Establish a clear cause-effect relationship	The casual relationship is broadly evidenced by the collaborative project outputs and the feedback and views of ILO staff and partners involved in the evaluation.
Indicate measurable impact and targeted beneficiaries	The chief measurable impact is the number of technical resources and studies that have included a focus on domestic workers' as well as the integration of a focus on domestic workers into CPOs focused on sectoral issues such as minimum wages or social protection.
Potential for replication and by whom	ILO teams working to 'mainstream' an approach – principally the ILO Gender and Diversity Branch
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This learning is relevant to Gender Equality and Non-Discrimination as a cross-cutting policy driver in the new ILO P&B 2016-2017
Other documents or relevant comments	n/a

ILO Emerging Good Practice Template

Project Title: Outcome 5 – Thematic Funding for 2014-2015

Project TC/SYMBOL: GLO/14/67/SID

Name of Evaluator: Julian Walker

Date: March 2016

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p><i>Using policy to influence social norms and practices, rather than as a compliance tool.</i></p> <p>One question raised by the evaluation was the relevance of focusing on policy change (towards the ratification of C189 and the application of minimum wage laws) in the context of very high levels of informal sector employment and limited capacity of state labour bodies to manage compliance with labour legislation (for example in Zambia, where 89% of workers work in the informal sector, the budget of the MOLSS has been cut significantly, and there is limited presence of the Labour Department outside the main urban centres). However the project has highlighted the scope to use policy not only as mechanisms for state enforcement and compliance, but as a means to change social practice and norms, e.g. how employers regard each other's employment practices as peers (i.e. changing the extent to which it is socially acceptable for employers not to pay their employees the minimum wage, or not to respect the right to rest), or acting as a basis for collective claims by domestic workers, including both individual and collective claims through unions. This has been achieved through public information campaigns on policies for domestic workers and/ or minimum wages, including the translation of policy into user friendly notes, or accessible policy products, such as a Code of Conduct for employers of domestic workers, and Standard Contracts for the employment of domestic orders. In the context of a high level of informality this seems like a sound strategy, and means that policy development is still likely to make an important contribution to domestic workers' rights despite the very limited capacity of the MOLSS to implement policies.</p>
<p>Relevant conditions and</p>	<p>This approach seems replicable and appropriate for other contexts where</p>

Context: limitations or advice in terms of applicability and replicability	efforts to promote labour regulation for vulnerable workers is conducted in the context of a high level of informality. One condition that made this possible in the case of the project was a high level of buy in from ILO constituents in the project countries (e.g. state labour bodies, unions, employers' federations).
Establish a clear cause-effect relationship	Evidence from the project evaluation indicates that the campaigns and user friendly policy products have increased awareness of policy rights for domestic workers and minimum wages. However a clear cause/effect relationship needs to be established in terms of the actual impact on workers' rights (i.e. whether this awareness is translated into these workers being able to better access these rights). This is therefore a recommended area for future research.
Indicate measurable impact and targeted beneficiaries	Public awareness (amongst vulnerable worker and their employers) of labour rights as outlined in relevant policies. Application of these labour rights in practice, without recourse to formal compliance mechanisms.
Potential for replication and by whom	Other ILO global products and CPOs working to promote vulnerable workers' rights in the context of a high level of informality
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This good practice could be relevant more generally to the application of the new ILO Outcome 6 on Formalizing the Informal Sector.
Other documents or relevant comments	n/a

3. Terms of Reference

Programme 2014-2017
Outcome 5: Thematic Funding for 2014-2015
Final Independent Evaluation
Terms of Reference

Project Title:	Outcome 5: Thematic Funding for 2014-2015
Type of Evaluation:	Final independent evaluation
Countries:	Cabo Verde, Costa Rica, El Salvador, United Republic of Tanzania, Zambia
Project End:	31 December 2015
Evaluation Manager:	Rasha TABBARA
Technical Unit:	Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK)
Collaborating Units:	CO-Lusaka; CO-Dar es Salam; CO-San José; MIGRANT; SOCPRO; LABADMIN/OSH; LABOURLAW; GED, Turin Center

1. BACKGROUND AND CONTEXT

Low wages, instability of earnings, and poor working conditions in general tend to be concentrated within certain groups of workers. These workers are disproportionately women, members of disadvantaged ethnic minority, racial or immigrant group, workers with low education, and young (Global Wage Report 2010/11, pp. 37-46). They tend to be clustered in the informal economy, agriculture and tertiary sectors such as social services including domestic work.

Available literature, including recent research, on domestic work have documented the high incidence of low wages (often within the bottom decile of wage distribution), long working hours with hardly any weekly rest, servitude and child labour, and moral, physical and sexual abuse. Excluded, *de jure* or *de facto*, from labour and social protection, domestic workers account for a substantial portion of informal employment in many countries. Estimated at 53 million to 100 million, domestic workers comprise a huge workforce in developing and developed countries. By all indications, their number will not stop growing as demand for personal and home care services continues to increase. Women are dramatically overrepresented (83% of domestic workers) and often come from particular racial, ethnic and socially disadvantaged populations. Exclusion of domestic workers from legal protection and informal employment in domestic work are among key drivers of women’s informal employment, vulnerability and unequal treatment in the labour market.

National domestic work studies (2012-13) in **Tanzania** and **Zambia** give evidence of high incidence of unpaid domestic work and excessive in-kind payments, informal and strongly personalised employment arrangements, and child workers. While labour regulations set a minimum wage and other terms of employment, compliance is low. In **El Salvador**, a special social security regime applies to domestic workers but membership is low and minimum wage protection does not cover domestic workers. Poor working conditions are not only traceable to legal gaps or poor law enforcement; these are also explained by social and institutional factors, namely, the low social value assigned to domestic work and to women's care work, discriminatory practices against women and ethnic groups largely perform domestic work, lack of recognition of domestic workers as workers with labour rights, lack of knowledge about the law on both workers' and employers' sides, workers' (and especially women workers') lack of bargaining power and voice in policy making, and obstacles to compliance with legislation.

In response to the particular vulnerability of domestic workers, the ILO has provided assistance to member states (around 36 developing countries in 2012-13) to design and implement policy, legal and/or other institutional measures across a broad range of policy areas in order to improve workers protection and working conditions in the domestic work sector. The ILO strategy to make decent work a reality for domestic workers, endorsed by the Governing Body in November 2011 as a follow-up to the adoption of the new Domestic Workers Convention and Recommendation, provides the broad framework for ILO actions to respond to national demands.

Minimum wage is a key policy instrument for protecting workers, especially those who are vulnerable to unequal treatment and those in precarious employment, from low and irregular earnings which lead (and trap) those who are employed into poverty. This involves a gender dynamic as women are more likely to be in precarious, informal employment than men. Since the second half of the 1990s, the share of low-wage earners has increased in about two-thirds of countries across the world. Although productivity and education are key determinants of wages, they are insufficient. Since the 2000s, there has been a trend towards a more vigorous use of minimum wages in both developed and developing countries. The challenge for policymakers is determining the "right", "fair" and "effective" minimum wage. An even tougher challenge in many countries is how to extend minimum wage protection to workers who have traditionally been outside minimum wage regulation or received only a fraction of the national MW, such as domestic workers and rural workers. In **Cabo Verde**, after years of tripartite discussions, the government finally fixed a national minimum wage, which also applies to domestic workers. The tripartite constituents are now keen to know the impact of the minimum wage and the grounds on which to base their minimum wage policy, and have asked the ILO for assistance in this regard. In **Costa Rica**, in spite of a mechanism for yearly adjustments based on inflation and GDP growth since 2011, income inequality and pay gaps between groups of workers have been increasing. Domestic workers are among those workers whose wages are far below that of unskilled workers. The overall level of minimum wage compliance in Costa Rica has oscillated in the latter years, with some estimates stating 17% non-compliance with the "minimum minimorum".

The ultimate objective of this programme is improved, more equitable working and living standards for workers especially those in vulnerable situations. The programme achieves this by strengthening the capacities of national governments, workers' and employers' organizations, and other governance institutions to assess, design and implement effective policies, laws and programmes concerning wages and earnings, working time and other conditions of work. ILO assistance operates at two levels: (i) country level, consisting of direct assistance to national constituents, tailored to specific needs and opportunities; and (ii) global level, building the knowledge base and policy tools necessary for understanding issues and alternative policy measures, which policy- and decision-makers and ILO specialists could use. Countries assisted under the Sida programme in 2014-15 are: Cabo Verde, Costa Rica, El Salvador, Tanzania and Zambia.

2.

OUTCOME STRATEGY

The aim of the Outcome 5 Strategy is to strengthen the capacity of member States to establish policies on wages and earnings, working time and other conditions of work that ensure decent standards of living and adequate protection of workers. These are core dimensions of an employment relationship and workers' protection. Outcome 5 has two success indicators:

- Indicator 5.1: Member states in which tripartite constituents, with ILO support, adopt or implement strategies to promote improved or more equitable working conditions, especially for the most vulnerable workers; and
- Indicator 5.2: Number of member States that, with ILO support, strengthen their institutional capacity to implement sound wage policies.

In 2014-15, the Outcome 5 Strategy focuses on strengthening national capacities to design, implement and monitor wage policies including those covering wage-setting and minimum wages, and to address vulnerability at work with special attention to domestic workers and workers in SMEs. The particular focus on domestic workers as a category of vulnerable workers is in line with ILO's Strategy on domestic workers, which covers the period 2012-2015. The Strategy is grounded in relevant ILO standards, in particular the Minimum Wage Fixing Convention, 1970 (No. 131), the Workers with Family Responsibility Convention, 1981 (No. 156), the Maternity Protection Convention (No. 183) and the Domestic Workers Convention, 2011 (No. 189), in the Conference resolution concerning efforts to make decent work a reality for domestic workers worldwide (2011), and in the conclusions of the Tripartite Meeting of Experts on Working-Time Arrangements (2011). As with all Outcomes under the P&B, particular attention is placed on promoting gender equality and non-discrimination, which is done by incorporating a gender lens in policy research, policy development and other forms of national capacity-building. The issues and policy challenges that predominate domestic work reflect to a great extent gender-based inequalities in the labour market and, more generally, social norms and values regarding gender roles and division of labour regarding paid work and care (paid and unpaid) work.

The ILO builds national capacities through actions at two levels: (i) at country level, direct assistance to national constituents largely within the framework of CPOs; and (ii) at global level, the production of new knowledge base and policy tools ("global products").

The scope and nature of country-level assistance depends on the specific national policy context (i.e. issues and problems, policy framework and opportunities for change; and political commitments) and demands expressed by the tripartite constituents, but in most cases, ILO assistance consists of the development and transfer of methodologies and tools that national constituents could use, generation of new empirical databases about national phenomena of concern, building of national capacities through training, technical advisory service and practical actions, awareness-raising, and policy advocacy and dialogues. The collection and analysis of sex-disaggregated empirical data on working conditions, including wages, are necessary for sound, gender-sensitive policy assessment and design, and are thus often an integral part of ILO country-level technical assistance (e.g. supporting the national wage survey in Cabo Verde, and the domestic worker surveys in Zambia and Tanzania, which will inform ILO work in these countries in 2014-15).

Global products, on the other hand, are designed and produced to assist current and future CPOs, and the wider number of ILO member States. Based on standard practice of 2012-13, new knowledge base and policy tools (e.g. new data and statistics, guidelines, manuals, information resources on alternative policies and legal instruments, and comparative country experiences) to be produced in 2014-15 will be made accessible to national constituents as well as ILO specialists in the Field Offices.

Analytical and country-level work on domestic workers will directly contribute to reducing gender-based inequalities and discrimination in the labour market. ILO technical assistance on maternity protection will focus on the design of schemes that provide low-income women workers with access to maternity-related benefits in the context of social protection floors. The gender pay gap will receive special attention in the main global analytical reports of the biennium.

Under the Sida-funded project, the Global Product described below consists of developing and sharing knowledge resources and policy tools, which are meant to be used by national constituents and ILO Field specialists in improving working conditions of domestic workers and other vulnerable groups of workers. The policy resources to be developed in 2014-15 build upon the policy resource packages which were initiated by INWORK with ILO partner units in 2012-13. Knowledge gaps in many policy areas cannot be addressed in one shot or with one tool. Minimum wage policy is one field where gaps are many and demand for ILO assistance is huge, and thus an additional tool will be added to the resource began in the past biennium. To illustrate the use of these global resources, some tools developed in the past biennium will be used by CPOs under this proposal (a description of the CPOs is highlighted in the section below): ZMB134, SLV107, CPV127 and CRI133 will benefit from ILO the country case studies on minimum wage setting for domestic workers; TZA104 will use the training module on labour inspection and compliance in domestic work sector. The data and methodological guidelines generated by the national quantitative and qualitative studies carried out in three countries in 2012-13 will inform the development of outcome measurement methodology in 2014-15; and are informing the design of new researches on domestic work in the framework of other TC projects. At the same time, the global tools benefit from the practical knowledge being generated by countries on the challenges, workings and impacts of policy and legal reforms.

Global Product

Although domestic work is one of the world's oldest professions, it is a relatively new and poorly understood area for public policy and labour regulation. Regulating working conditions of domestic workers and extending them effective protection raise a number of challenges and difficult issues considering the specificity of domestic work. Since the adoption of the Domestic Workers Convention, the ILO Office has received an increasing number of inquiries from national constituents regarding how to effectively extend protection to domestic workers: What did other countries do, what were their experiences and what were the results? What policies work? How are policies designed? Is it feasible to enforce labour regulations in domestic work? Will these not adversely affect families that employ domestic workers and reduce employment or increase informality in the sector?

To respond to these demands, the ILO embarked in 2012-13 on the development of policy resource packages that could be used for capacity building, to inform social dialogue and policy development at country level, as well as to equip ILO partners and staff who directly assist national constituents. Policy resource packages are designed to systematise knowledge and tools based on country-level practical actions and experiences, empirical research and pilot tests.

A number of policy resources were completed in five thematic areas during 2012-13: (i) Working Time – a working time recording tool; a policy brief on working time of live-in domestic workers (published online); (ii) Wages – 5 country case studies of MW-setting for domestic workers; (iii) Compliance and Enforcement – a training module on labour inspection; an introductory guide on labour inspection and compliance; (iv) Organizing Domestic Workers – case studies of domestic workers' organizations; and (v) Assessment methodologies –guidelines for a national survey to produce national estimates of domestic workers (visible and “invisible”, not captured by LFS) and employers of domestic workers; and qualitative research guidelines to determine patterns of employment relationships and working conditions. These policy resources incorporate a gender lens and will highlight the gender dimensions of policy issues, challenges and responses.

In 2014-15, the ILO will continue to build knowledge base and develop policy resources in order to address the long list of policy questions from national constituents. Specifically, additional policy resources will be developed in the areas of Wages and Working Time; and resource packages on two new areas (extension of social security to domestic workers, and protection of migrant domestic workers) will be initiated. As regards to Assessment methodologies, measurement of impacts of policy and legal reforms regarding domestic work on informality of employment will be developed and tested.

Direct assistance to Country Programme Outcomes (CPOs)

The project contributes to the achievement of five target CPOs under Outcome 5.

Three CPOs are linked to Indicator 5.1:

- Tanzania (TZA104): Improved and equitable working conditions, particularly for vulnerable groups and informal economy
- Zambia (ZMB134): Improved working conditions, particularly for vulnerable groups
- El Salvador (SLV107): Acciones para mejorar las condiciones de trabajo de las trabajadoras domésticas y promover la ratificación del Convenio núm. 189

Two CPOs are linked to Indicator 5.2:

- Cabo Verde (CPV127): Améliorer les conditions de travail pour les hommes et les femmes, notamment à travers l'établissement d'un salaire minimum
- Costa Rica (CRI133): Building effective minimum wage policies in Costa Rica

Both CPV127 and CRI133, while focused on minimum wage policies, are concerned with extension of minimum wage protection to vulnerable workers with specific mention of domestic workers. Among the policy issues mentioned by constituents in Zambia and El Salvador is minimum wage for domestic workers; they will thus benefit from the practical knowledge and policy tools being developed in Cabo Verde and Costa Rica.

3. RATIONALE FOR THE EVALUATION

-
- The ILO entered a third phase of its partnership agreement with Sweden (Phase I: 2010-2011; Phase II: 2012-2013; Phase III: 2014-2017), through an outcome-based funding agreement, aligned to ILO's Strategic Policy Framework 2010-15 and the Programme and Budget for 2010-2011, 2012-2013, and 2014-2015.

The partnership programme for 2014-2017 supports ILO work at the global and country levels and sets out to contribute to the achievement of several ILO P&B Outcomes, in particular those concerning Outcome 5 (Women and men have improved and more equitable working conditions), Outcome 9 (Employers have strong, independent and representative organizations), Outcome 10 (Workers have strong, independent and representative organizations), Outcome 14 (The right to freedom of association and collective bargaining is widely known and exercised), Outcome 17 (Discrimination in employment and occupation is eliminated) and Outcome 18 (International labour standards are ratified and applied). The partnership programme also supports the area of critical importance on jobs and skills for youth.

4. PURPOSE AND CLIENTS OF THE EVALUATION

The purpose of this final evaluation is to assess the relevance, effectiveness, efficiency, coherence, impact and sustainability of the ILO's actions taken under this project. It will seek to ascertain what has worked, what has not worked, and the underlying reasons (internal and external). The evaluation will also identify contributions made to the ILO's internal learning processes. The evaluation will be undertaken in accordance with the ILO's Evaluation Policy adopted by the Governing Body in 2005,

which provides for systematic evaluations of projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in promoting decent work and social justice. The evaluation will comply with UN and OECD/DAC norms and standards, and ethical safeguards will be followed.

The key evaluation clients will be:

- Sweden as project donor
- ILO as executor of the project
- Project management and staff

5. SCOPE

The project has a budget amounting to US\$ 1,015,554 and is directly linked with P&B Outcome 5, Indicators 5.1 "Number of member States in which tripartite constituents, with ILO support, adopt policies or implement strategies to promote improved or more equitable working conditions, especially for the most vulnerable workers", and Indicator 5.2 "Number of member States that, with ILO support, strengthen their institutional capacity to implement sound wage policies".

Following ILO evaluation requirements, the evaluation will be based on the Development Assistance Committee (DAC) criteria of relevance, efficiency, effectiveness and evidence of impact and sustainability through contributions of ILO support. The evaluation will identify how donor funding contributes to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators.

6. EVALUATION QUESTIONS

In analyzing the evaluation data compiled, and drawing conclusions about the relevance and strategic fit of the projects, as well as the validity of their design, impact orientation and sustainability, the following questions *have so been far identified. The evaluator, upon completing his/her initial desk review phase, may refine or propose further key questions in the inception report. The final key evaluation questions will be agreed between the evaluation manager and the evaluator.*

All aspects of this evaluation shall be guided by the ILO evaluation policy which adheres to the OECD/DAC Principles and the UNEG norms and standards. The evaluation will be based on the OECD/DAC criteria of relevance, efficiency, effectiveness, and evidence of impact and sustainability through the analysis of the project implementation and outputs.

Relevance

- To what extent is the design of the ILO project relevant to the strategy outlined in the CPOs and P&B for the Outcome it aims to support, and for the achievement of the Global Product and CPOs it aims to support?
- Assess whether the interventions are aligned with relevant international labour standards, namely the Minimum Wage Fixing Convention (No. 131), the Workers with Family Responsibility Convention (No. 156), the Maternity Protection Convention (No. 183), and the Domestic Workers Convention (No. 189).
- How do the interventions reach out to the target groups, addressing their problems and part of a wider poverty reduction strategy?

Coherence

- To what extent are the various activities in the project's implementation strategy coherent and complementary (in its design and implementation) with regard to the vertical and horizontal elements of P&B Outcomes which the project supports?

- How do current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA)?
- How does outcome-based funding contribute to achieving progress towards the selected Global Product and CPOs in line with the indicators identified in the logical framework?
- How are issues relating to decent work mainstreamed into the project's implementation?

Effectiveness

- Have the project outputs been effective in supporting the achievement of the CPOs and the Strategic Outcome? (Examine if the best approach was taken, and if it was optimally executed).
- To what extent has the capacity of ILO constituents to develop and implement effective legislation and policies concerning domestic workers been enhanced through project initiatives? What changes have been observed by constituents?
- To what extent have domestic workers' organizations been able to build their capacities to promote the principles of decent work?
- To what extent has the Global Product and other knowledge development initiatives contributed to a more analytical understanding of national issues related to promoting meaningful policy dialogue, capacity building and design of national action?
- To what extent have these initiatives contributed to relevant action? What means have been used to create, share/disseminate knowledge?
- To what extent have the principles of results-based management been used?

Efficiency

- Assess the progress made to establish baselines, promote knowledge dissemination, design a sustainability strategy and manage risks.
- To what extent are the project's resources (technical and financial) being used efficiently?
- Assess how the project has leveraged other funds at the country level.

Impact

- To what extent have the project's actions produced immediate and mid-term impact towards the achievements of CPOs and the P&B Outcome it aims to support? (Assess results and impact against baselines and provide specific examples of results and impact (if/where applicable) in the field. Details about the impact orientation of activities and results to date will allow the donor to determine how its funding has helped produce change.)
- To what extent is there evidence that the concepts of domestic workers' rights have been instilled in ILO constituents in the participating countries? Give examples.
- To what extent have the projects fostered dialogue between ILO constituents and allowed a platform for domestic workers' organizations to be heard by ILO constituents or are in process?
- To what extent have the projects contributed to increased ratification and implementation of relevant ILO labour standards? If possible, please give relevant examples.
- To what extent have employers' organizations been encouraged and supported to promote domestic workers' rights?
- To what extent have workers' organizations been encouraged and supported to extend their membership to domestic workers?
- To what extent have private employment agencies been encouraged and supported to change their practices? Please give examples.
- To what extent has civil society been engaged in action to promote understanding of the rights and practices relating to domestic workers? How many have taken actions and provide examples.
- To what extent has the media in participating countries been encouraged and supported to tackle the issues relating to domestic work? How many media portraits/reflections have done so with examples?

Sustainability

- Does the project have a sustainability strategy that involves tripartite constituents and development partners to establish synergies that could enhance impact and sustainability?
- Provide recommendations and a clear articulation of lessons learned and good practices to inform future project development and contribute to knowledge development of the ILO and project stakeholders.

Gender concerns

- All data should be sex-disaggregated in the report or provide estimates to this effect, and any gender-based needs and concerns of women and men targeted by the programme should be considered throughout the evaluation process and integrated throughout the final evaluation report.
- What modifications are suggested to the outcome indicators, progress on gathering sex-disaggregated data and building baselines that make it possible to conduct better gender analysis in future project planning?
- Were there sufficient capacities in place to gather gender-responsive information and conducting gender analysis?

7. EVALUATION METHODOLOGY

The final independent evaluation will combine a desk review of relevant project documentation to obtain an overview of the activities supported in terms their contribution to the ILO P&B and CPOs; briefings at ILO Geneva; field visits to 2 selected countries which will be decided by the evaluation team in coordination with the evaluation manager taking into account regional representation and other criteria; and compilation of information on progress in other countries through other methods (e.g. phone/skype interviews, questionnaires, online surveys).

Key questions to be posed to all relevant country offices will be prepared by the independent evaluator and once agreed with the evaluation team, a questionnaire will be prepared and sent out to key programme staff, to be combined with telephone interviews if felt appropriate. This will be established in the evaluation inception report. The evaluator will then undertake a study visit to the selected countries to conduct the field evaluation mission to gather country-level case studies and undertake consultations with constituents and partner organizations. Where possible, a sample of beneficiaries will be interviewed to determine their views on the impact of interventions. The evaluator will submit a draft report which will be circulated for comments to all relevant stakeholders. The comments will be consolidated by the Evaluation Manager. A final evaluation report, incorporating the comments (if/when applicable) will be submitted by mid-January 2016.

8. MAIN OUTPUTS/DELIVERABLES OF THE EVALUATION

The evaluation process will yield the following outputs:

1. An inception report with an agreed evaluation design (methodology, evaluation questions).
2. A draft report.
3. A final report including lessons learned, emerging good practices and recommendations.
4. An Executive Summary according to the ILO guidelines and template.

9. MANAGEMENT ARRANGEMENTS

The evaluation will be managed by an Evaluation Manager, an ILO staff member who has not been involved in the design or implementation of the project. The person selected must meet the independence criteria set forth in the ILO's Policy Guidelines for results-based evaluation. The

Administrator/Programme Analyst of the Conditions of Work and Equality Department has been selected for this purpose.

The evaluation team will comprise an international evaluation consultant, who will be the evaluation team leader with responsibility for the timely and submission of deliverables, including the final evaluation report which should comply with ILO evaluation policy guidelines.

10. PROPOSED TIMEFRAME AND WORKPLAN

The timeline of the evaluation process from the desk review to the submission of the final report will be November 2015 – March 2016. It is proposed that the desk review will take place in November 2015 and the field work will take place between December 2015 and January 2016, with a draft report by mid-February 2016 and the final report by March 2016.

The evaluation consultant will be engaged for 35 working days, of which 12 days to conduct visits to ILO Geneva and to two countries covered by the project (e.g. Zambia, El Salvador) to be decided by the evaluation team in consultation with the evaluation manager.

Phase	Tasks	Timeframe
I	<ul style="list-style-type: none"> ▪ Draft, circulate, revise and finalize TORs ▪ Recruit external consultant 	October 2015
II	<ul style="list-style-type: none"> ▪ Telephone briefing ▪ Desk Review ▪ Consultations with ILO staff ▪ Inception report with Evaluation questionnaire based on desk review and consultations 	October-November 2015
II	<ul style="list-style-type: none"> ▪ Circulation of questionnaire to ILO staff and national partners in different countries, to gather feedback. ▪ Field visits to intervention sites in selected countries ▪ Consultations with national partners 	December 2015 – January 2016
III	<ul style="list-style-type: none"> ▪ Draft report based on consultations from field visits, desk review and responses to questionnaire survey 	mid-February 2016
IV	<ul style="list-style-type: none"> ▪ Circulate draft report to key stakeholders ▪ Consolidate comments of stakeholders and send to evaluator 	February 2016
V	<ul style="list-style-type: none"> ▪ Finalize the report including explanations on why comments were not included 	March 2016

4. Inception Report

Inception Report
Final Evaluation: Outcome 5 - Thematic Funding for 2014-2015
18th December 2015

Type of Evaluation:	Final Independent Evaluation
Countries:	Cabo Verde, Costa Rica, El Salvador, United Republic of Tanzania, Zambia
Project End:	31 December 2015
Evaluation Manager:	Rasha Tabbara
Evaluation Team:	Julian Walker (Lead Evaluator) Julian.walker@ucl.ac.uk Saranel Benjamin (Co-Evaluator) Saranelb.lebert@gmail.com Development Planning Unit, University College London 34 Tavistock Sq, London WCH19EZ
Technical Unit:	Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK)
Collaborating Units:	CO-Lusaka; CO-Dar es Salam; CO-San José; MIGRANT; SOCPRO; LABADMIN/OSH; LABOURLAW; GED, Turin Centre

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3. Evaluation Team
4. Evaluation Methodology
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Annex 3: Proposed Questionnaire for all ILO staff involved in the project, and direct project team

Annex 4: Proposed Interviewees for Country Field Visits

11. BACKGROUND

The subject of this final independent evaluation is a project funded through the ILO's third phase of its partnership agreement with Sweden (SIDA). This partnership works through an outcome-based funding agreement, aligned with the ILO's Strategic Policy Framework 2010-15 and the Programme and Budget for 2010-2011, 2012-2013, and 2014-2015. The title of the project is "Outcome 5: Thematic Funding for 2014-2015" and it has a budget of US\$ 1,015,554.

This project builds on a previous project, also supported through the partnership agreement with SIDA (2012-2013), which focused on "Making Decent Work a Reality for Domestic Workers". The current project broadens the focus from working exclusively on domestic workers' rights (in line with the P&B Outcome 5, Indicators 5.1⁷), to also working on the promotion of minimum wage policy for workers who are vulnerable or in precarious conditions of employment (including domestic workers), in line with P&B Outcome 5, Indicator 5.2⁸.

This evaluation is designed, overall, to assess the project in terms of its contribution to strengthening decision-making processes and supporting constituents in relation to the promotion of improved working conditions and inclusive labour protection. The evaluation will also identify contributions made to the ILO's internal learning processes. It will be undertaken in accordance with the ILO's Evaluation Policy, and will comply with UN and OECD/DAC norms and standards, and ethical safeguards will be followed. The key evaluation clients will be: Sweden as project donor; ILO as executor of the project, and; Project management and staff.

The DPU evaluation team acknowledge the ILO formatting and presentation requirements, and will use the relevant Lessons Learnt and Good Practice templates. We accept the terms outlined in 'Checklist 5: Preparing the Evaluation Report', and have reviewed the document checklist 10 (see Annex 2 of this report).

12. CONCEPTUAL FRAMEWORK

The conceptual framework of this evaluation has been mapped out in the Evaluation Terms of Reference provided by the ILO Evaluation Manager. This framework draws on the OECD Results-Based Management Framework, and it accordingly specifies that the purpose of this final evaluation is to assess the *relevance, effectiveness, efficiency, impact* and *sustainability* of the ILO approach to this project. In addition to the OECD criteria, the framework specified in the TORs also encompasses the project's *coherence* with wider ILO strategies and activities, as well as the project's contribution to the promotion of *gender equality* in the work of the ILO and its constituents as an area of cross cutting concern, in line with the ILO Policy on Gender Equality and Mainstreaming.

In particular, the TORs specify that the evaluation will use these seven criteria to explore how SIDA funding contributed to the achievement of the selected CPOs and how these CPOs contribute to the achievement of P&B outcome indicators.

The TORs for the evaluation identified a number of research questions in relation to this framework. These questions have been further refined by the evaluators on the basis of initial project document review, and of a discussions with a range of ILO staff during a consultation visit to ILO Headquarters in Geneva by the Lead Evaluator (2nd – 4th December 2015). In general, we have added a focus on low paid/

⁷"Number of member States in which tripartite constituents, with ILO support, adopt policies or implement strategies to promote improved or more equitable working conditions, especially for the most vulnerable workers"

⁸"Number of member States that, with ILO support, strengthen their institutional capacity to implement sound wage policies"

precarious workers, in addition to domestic workers, in recognition of the project's new focus on minimum wages (however these questions will apply more to the Costa Rica and Cabo Verde cases than the three other CPOs which focus on domestic workers). We have also attempted to reduce the number of evaluation questions where possible, in line with the ILO evaluation guidelines (see ILO Inception Report Checklist) which suggests 2-3 research questions per criteria. The final evaluation questions proposed by the evaluation team are presented below, with new, or significantly changed, questions in **bold**, and footnote explanations where questions from the TORs have been removed.

Relevance

- To what extent is the design of the project relevant to the strategy outlined in the CPOs and P&B for the Outcome it aims to support, and for the achievement of the Global Product and CPOs it aims to support?
- Are the interventions aligned with the relevant international labour standards: the Minimum Wage Fixing Convention (No. 131), the Workers with Family Responsibility Convention (No. 156), the Maternity Protection Convention (No. 183), and the Domestic Workers Convention (No. 189)?
- How do the interventions **understand and address the target groups' problems**, and **contribute to wider strategies** to tackle inequality through the promotion of decent work and labour protection?

Coherence^{9,10}

- To what extent are the project activities coherent with the elements of P&B Outcomes that the project supports?
- How do current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA)?

Effectiveness^{11,12}

- How well have the project outputs supported the achievement of the CPOs and the Strategic Outcome?
- To what extent has the capacity of ILO constituents to develop and implement effective legislation and policies concerning domestic workers, **and workers vulnerable to low wages**, been enhanced through project initiatives?
- To what extent have domestic workers' organizations, **and those of other groups of vulnerable/precarious workers targeted by the project**, built their capacities to promote the principles of decent work?

⁹ Question from the original TOR removed to try and reduce number of questions, and because we feel that the project focuses on the Decent Work agenda throughout: "How are issues relating to decent work mainstreamed into the project's implementation?"

¹⁰ Question from the original TOR removed as it, in part, repeats a similar question under 'Relevance': "How does outcome-based funding contribute to the selected Global Product and CPOs in line with the indicators identified in the logical framework?"

¹¹ Question from the original TOR removed as we feel that this does not give an indication of 'effectiveness' – rather it will be dealt with more generally in the project process description: "What changes have been observed by constituents?"

¹² Question from the original TOR removed as we feel that this is dealt with through the more specific questions under 'impact': "To what extent have these initiatives contributed to relevant action?"

- **To what extent do the project’s Global Products and other knowledge development initiatives contribute to a more analytical understanding of minimum wage and domestic work issues, and reflect the knowledge needs expressed by national constituents working on these issues?**¹³
- **How effectively has the project created, shared/disseminated knowledge?**
- **Have results-based management principles been used by the project teams, and (if so) has this contributed to the achievement of strategic outcome targeted by the project?**

Efficiency

- **Has the project been appropriately managed?** (i.e. baselines established, monitoring plan developed and executed, knowledge disseminated, sustainability strategy defined, and risks managed).
- To what extent are the project’s resources (technical and financial¹⁴) being used efficiently?
- How well has the project leveraged other funds at the country level?

Impact

- To what extent have the project’s actions produced immediate and mid-term impact towards the achievements of CPOs and the P&B Outcome it aims to support?¹⁵
- To what extent is there evidence that the concepts of domestic workers’ **and vulnerable/ precarious low waged workers’** rights have been instilled in ILO constituents in the participating countries?
- To what extent have the projects fostered dialogue between ILO constituents and allowed a platform for domestic workers’ **and vulnerable/ precarious low waged workers’** organizations to be heard by ILO constituents?
- To what extent have the projects contributed to progress towards the ratification and implementation of relevant ILO labour standards, as well as improved institutional mechanisms for policy formulation?
- To what extent have employers’ organizations been encouraged and supported to promote domestic workers’ **and vulnerable/ precarious low waged workers’** rights?
- To what extent have workers’ organizations been encouraged and supported to extend their membership to domestic workers **and vulnerable/ precarious low waged workers’**?
- To what extent have private employment agencies **for domestic workers** been encouraged and supported to change their practices?
- To what extent has civil society been engaged to promote understanding of the rights and practices relating to domestic workers **and vulnerable/ precarious low waged workers’**?
- To what extent has the media in participating countries been encouraged and supported to tackle the issues relating to domestic work **and vulnerable/ precarious low waged workers’**?

Sustainability

- Does the project have a sustainability strategy that involves tripartite constituents and development partners to establish synergies that could enhance impact and sustainability?

¹³We suggest changing the original question, which was “To what extent has the Global Product and other knowledge development initiatives contributed to a more analytical understanding of national issues related to promoting meaningful policy dialogue, capacity building and design of national action” as we do not think that we will be in a position to track the application and impact of the global products, which are very new, and would therefore prefer to assess their quality and the extent to which they satisfy knowledge needs expressed by constituents.

¹⁴ N.B. it was agreed with the ILO Evaluation manager that this question does not refer to a financial audit/ value for money analysis of the project, but rather to a broader assessment of how well resources have been used.

¹⁵Assess results and impact against baselines and provide specific examples of results and impact (if/where applicable) in the field. Details about the impact orientation of activities and results to date will allow the donor to determine how its funding has helped produce change.

- **What lessons have been learnt, including good practices, to inform future project development and how have they contributed to knowledge development of the ILO and project stakeholders?**

Gender concerns¹⁶

- **Has the project identified and acted on the gender-based needs and concerns of women and men, and unequal gender relations, in relation to the two outcome 5 indicators addressed?**
- **Do the project documents, where relevant, disaggregate data by sex?**
- Were there sufficient capacities in place to gather gender-responsive information and conduct gender analysis?
- **How well has the project been used as a vehicle to promote a focus on gender equality in the work of staff in ILO collaborating unit, and of ILO constituents?**

13. EVALUATION TEAM

The evaluation will be undertaken by a team from the Development Planning Unit of University College London.

The lead evaluator is Julian Walker (Senior Lecturer, DPU/UCL, and Co-Coordinator of the DPU Gender Policy and Planning Programme: Julian.walker@ucl.ac.uk). His role will be to coordinate the overall evaluation, to undertake the country visit to Costa Rica, and to produce and finalise the overall Final Evaluation Report. He will be responsible for the timely submission of deliverables, including the final evaluation report and its compliance with ILO evaluation policy guidelines.

The co-evaluator is Saranel Benjamin (PhD candidate at UCL with experience of working with ILO in South Africa working on informal economy saranelb.lebert@gmail.com). Her role will be to conduct the country visit to Zambia, contribute to the development of the evaluation methodology and make inputs to the overall evaluation report.

14. EVALUATION METHODOLOGY

The final independent evaluation will be conducted through a range of data collection methods. These will include:

- a desk review of relevant project documents, and wider literature about the fields of domestic workers' rights and minimum wage provision;
- briefings at ILO Geneva, and subsequent correspondence on specific questions with relevant HQ staff via e-mail and phone;
- field visits to Costa Rica and Zambia, which will include meetings with project staff, ILO constituents and project beneficiaries (see Annex 4);
- phone/skype interviews with project staff from the countries not reached through field visits (ie Cabo Verde, El Salvador, and Tanzania)
- A short questionnaire survey for ILO staff (in country and at HQ) who were directly involved in the project (see proposed questionnaire in Annex 3).

Data generated will be used to *triangulate* findings, interrogating the same research questions with a mix of data sources, including both objective measures (eg numbers of reports published, meetings held, policy milestones achieved) and subjective measures (eg values, opinions and preferences expressed by respondents, respondents'

¹⁶ The following research question from the TORs has been removed as this will be dealt with in the analysis and findings, rather than as a research question: *"What modifications are suggested to the outcome indicators, progress on gathering sex-disaggregated data and building baselines that make it possible to conduct better gender analysis in future project planning?"*

and evaluators' assessment of the quality of project reports and activities), and posing the same questions to a mix of different project staff and ILO constituents. Accordingly, the key indicators that will be used to explore the research questions (see Annex 1) include both objective/ quantitative indicators and subjective / qualitative indicators.

In terms of sampling, the two country case studies for field visits (Costa Rica and Zambia) were selected to ensure a spread across the regions covered by the project (Africa and Latin America) and across the outcome indicators addressed (5.1 work on Domestic Work and 5.2 work on Minimum Wages), as well as on the basis of the feasibility and practicality of organising the field visits (meaning that the selection prioritised countries with an in-country ILO team in the position to organise field visits, logistics and meetings). These two country case studies will be assessed in detail, including interviews with project staff, ILO constituents and project beneficiaries. A list of the proposed meetings in these two countries is included in Annex 4 of this report. The other three countries addressed by the project (Cabo Verde, El Salvador and Tanzania) will be surveyed in less detail through review of project documents and phone and skype conversations with project staff in each country.

In addition, the evaluation will target key ILO staff who have been involved in different ways in the project across the range of collaborating units, both through interviews and through the questionnaire survey (see Annex 3).

15. WORK PLAN

The evaluation will be conducted between November 2015 and mid-March 2016. The evaluation team will spend a total of 35 working days, including 12 days for the two country field visits (6 days each). The key milestones and outputs are summarised in the table below.

Tasks	Timeframe	Output
<ul style="list-style-type: none"> ▪ TORs received 	October 2015	
<ul style="list-style-type: none"> ▪ Telephone briefing ▪ Initial desk review 	November 2015	
<ul style="list-style-type: none"> ▪ Consultations with ILO staff in Geneva ▪ Inception report with Evaluation questionnaire based on desk review and consultations 	December 2015	Inception Report Evaluation Questionnaire
<ul style="list-style-type: none"> ▪ Field visits to intervention sites, project staff and national partners in Costa Rica/ Zambia 	January 2016 (week of 25/1/2016)	2x Field Visit Reports
<ul style="list-style-type: none"> ▪ Consultations (phone/ skype) with project staff in Cabo Verde, El Salvador and Tanzania ▪ Circulation of questionnaire to ILO staff and national partners in different countries, to gather feedback. 	January 2016	Summary/ Synthesis of Questionnaire Findings
<ul style="list-style-type: none"> ▪ Analysis of data generated ▪ Consultation on initial findings/ information gaps with core project staff in Geneva (via phone/ email) ▪ Drafting of evaluation report 	February 2016	Draft Evaluation Report
<ul style="list-style-type: none"> ▪ Circulation of draft report to key stakeholders (by ILO team) ▪ Consolidation of comments of stakeholders and send to evaluator (by ILO team) 	February 2016	
<ul style="list-style-type: none"> ▪ Finalize the report including explanations on why comments were not included 	March 2016	Final Evaluation Report Executive Summary

Annex 1: Data Collection Methods

Evaluation question	Indicators (Objective/ Subjective)	Data sources
<u>Relevance</u>		
<ul style="list-style-type: none"> To what extent is the design of the project relevant to the strategy outlined in the CPOs and P&B for the Outcome it aims to support, and for the achievement of the Global Product and CPOs it aims to support? 	<p><i>Evaluators' qualitative assessment of project docs and interview responses.</i></p>	ILO and project documentation
<ul style="list-style-type: none"> Are the interventions aligned with the relevant international labour standards: the Minimum Wage Fixing Convention (No. 131), the Workers with Family Responsibility Convention (No. 156), the Maternity Protection Convention (No. 183), and the Domestic Workers Convention (No. 189)? 	<p><i>ILO team and selected constituents' qual analysis of the project strategy</i></p>	Interviews with project staff
<ul style="list-style-type: none"> How do the interventions understand and address the target groups' problems, and contribute to wider strategies to tackle inequality through the promotion of decent work and labour protection? 	<p>Reference to the range of relevant labour standard in project documents and outputs.</p> <p>Evidence of consultation on target group priorities (coverage of meetings, correspondence, reports etc)</p>	Interviews with constituents and beneficiaries
<u>Coherence</u>		
<ul style="list-style-type: none"> To what extent are the project activities coherent with the elements of P&B Outcomes that the project supports? 	<p><i>Evaluators' qualitative assessment of project docs and interview responses.</i></p> <p><i>ILO team and selected constituents' qual analysis of the project strategy</i></p>	ILO and project documentation
<ul style="list-style-type: none"> How do current efforts build on previous experience (other projects or regions, previous phases funded by the donor), and/or the synergies realized with other ILO interventions and sources of funding (i.e. RB, RBTC, XBTC, RBSA)? 	<p>Evidence of linkages to Outcome 5.1 and 5.2 measurements specified in P&B</p> <p>Evidence of coordination between this and other relevant ILO funded project and between ILO CPOs and HQ</p>	Interviews with project staff
		Interviews with constituents and beneficiaries
<u>Effectiveness</u>		
	Evidence of linkages to Outcome 5.1 and 5.2 measurements	ILO and project documentation

<ul style="list-style-type: none"> • <u>Effectiveness</u>¹⁷¹⁸ 	specified in P&B	Interviews with project staff
<ul style="list-style-type: none"> • How well have the project outputs supported the achievement of the CPOs and the Strategic Outcome? 	<i>Constituents' perception of changes in their capacity.</i>	Interviews with constituents and beneficiaries
<ul style="list-style-type: none"> • To what extent has the capacity of ILO constituents to develop and implement effective legislation and policies concerning domestic workers, and workers vulnerable to low wages, been enhanced through project initiatives? 	Evidence of increased constituent capacity and knowledge development, generated through impact questions (below)	Questionnaire survey
<ul style="list-style-type: none"> • To what extent have domestic workers' organizations, and those of other groups of vulnerable/ precarious workers targeted by the project, built their capacities to promote the principles of decent work? 	<i>Evaluators/ ILO staff and constituents' assessment of value and relevance of knowledge products</i>	
<ul style="list-style-type: none"> • To what extent do the project's Global Products and other knowledge development initiatives contribute to a more analytical understanding of minimum wage and domestic work issues, and reflect the knowledge needs expressed by national constituents working on these issues?¹⁹ 	<i>Assessment of communication and dissemination strategies</i>	
<ul style="list-style-type: none"> • How effectively has the project created, shared/disseminated knowledge? 	Constituents' awareness of knowledge products produced	
<ul style="list-style-type: none"> • Have results-based management principles been used by the project teams, and (if so) has this contributed to the achievement of strategic outcome targeted by the project? 	<i>Project staff's understanding and evaluation of the project's logic</i>	
<u>Efficiency</u>	<i>Evaluators' qualitative assessment of project docs and interview responses.</i>	ILO and project documentation
<ul style="list-style-type: none"> • Has the project been appropriately managed? (i.e. baselines established, monitoring plan developed and executed, knowledge disseminated, sustainability strategy defined, and risks managed). 	<i>ILO team and selected constituents' qual analysis of the</i>	Interviews with project staff

¹⁷Question from the original TOR removed as we feel that this does not give an indication of 'effectiveness' – rather it will be dealt with more generally in the project process description: "What changes have been observed by constituents?"

¹⁸Question from the original TOR removed as well feel that this is dealt with through the more specific questions under 'impact': "To what extent have these initiatives contributed to relevant action?"

¹⁹We suggest changing the original question, which was "To what extent has the Global Product and other knowledge development initiatives contributed to a more analytical understanding of national issues related to promoting meaningful policy dialogue, capacity building and design of national action" as we do not think that we will be in a position to track the application and impact of the global products, which are very new, and would therefore prefer to assess their quality and the extent to which they satisfy knowledge needs expressed by constituents.

- To what extent are the project’s resources (technical and financial²⁰) being used efficiently?
 - How well has the project leveraged other funds at the country level?
- project management*
- Interviews with constituents and beneficiaries
- Comparison of outputs with workplans
- Use of ILO staff time and project activities not funded directly through SIDA support
- Questionnaire survey
- Evidence of new funding commitments building on project activities (MOAs, proposals, contracts etc)

Impact

- To what extent have the project’s actions produced immediate and mid-term impact towards the achievements of CPOs and the P&B Outcome it aims to support?²¹
 - To what extent is there evidence that the concepts of domestic workers’ and vulnerable/ precarious low waged workers’ rights have been instilled in ILO constituents in the participating countries?
 - To what extent have the projects fostered dialogue between ILO constituents and allowed a platform for domestic workers’ and vulnerable/ precarious low waged workers’ organizations to be heard by ILO constituents?
 - To what extent have the projects contributed to progress towards the ratification and implementation of relevant ILO labour standards, as well as improved institutional mechanisms for policy formulation?
 - To what extent have employers’ organizations been encouraged and supported to promote domestic workers’ and vulnerable/ precarious low waged workers’ rights?
 - To what extent have workers’ organizations been encouraged and supported to extend their membership to domestic workers and vulnerable/ precarious low waged workers’?
 - To what extent have private employment agencies for domestic workers been encouraged and supported to change their practices?
 - To what extent has civil society been engaged to promote
- Qual (interviewees’ perspectives, evaluators’ analysis of project docs) and quant (numbers of published outputs, meetings held, media campaigns, policies approved/ ratified etc) evidence of:*
- ILO and project documentation
- Interviews with project staff
- Interviews with constituents and beneficiaries
- Questionnaire survey
- Increased political commitment to DW rights/ minimum wages
 - Creation of spaces for dialogue between ILO constituents on DW rights
 - Ratification/ implementation of relevant ILO labour standards
 - Incremental policy setting towards ILO standards
 - Support by employers organizations for DW rights
 - Increased representation of DW in workers organizations
 - Change in the practices of private employment agencies to support DW

²⁰ N.B. it was agreed with the ILO Evaluation manager that this question does not refer to a financial audit/ value for money analysis of the project, but rather to a broader assessment of how well resources have been used.

²¹ Assess results and impact against baselines and provide specific examples of results and impact (if/where applicable) in the field. Details about the impact orientation of activities and results to date will allow the donor to determine how its funding has helped produce change.

understanding of the rights and practices relating to domestic workers and vulnerable/ precarious low waged workers’?

- To what extent has the media in participating countries been encouraged and supported to tackle the issues relating to domestic work and vulnerable/ precarious low waged workers’?

rights.

- Civil society engagement in awareness raising on and advocacy for DW rights
- Media engagement in awareness raising on and advocacy for DW rights

Sustainability

ILO and project documentation

- Does the project have a sustainability strategy that involves tripartite constituents and development partners to establish synergies that could enhance impact and sustainability?
- What lessons have been learnt, including good practices, to inform future project development and how have they contributed to knowledge development of the ILO and project stakeholders?

Evaluators’ assessment of sustainability strategy

Evidence of continued resourcing for key project staff, activities, and bodies (task forces etc)

Interviews with project staff

Evidence of continued activity, structures and teams set up or supported through the project (eg meetings, work plans etc).

Interviews with constituents and beneficiaries

Awareness and change in practice and approach amongst key ILO staff and constituents

Questionnaire survey

Gender concerns

ILO and project documentation

- Has the project identified and acted on the gender-based needs and concerns of women and men, and unequal gender relations, in relation to the two outcome 5 indicators addressed?
- Do the project documents, where relevant, disaggregate data by sex?
- Were there sufficient capacities in place to gather gender-responsive information and conduct gender analysis?
- How well has the project been used as a vehicle to promote a focus on gender equality in the work of staff in ILO collaborating unit, and of ILO constituents?

Gender analysis in project docs and outputs.

Interviews with project staff

Evaluators’ , staff and constituents’ assessment of quality and relevance of gender analysis.

Sex disaggregated data in project docs and outputs where relevant

Interviews with constituents and beneficiaries

Evaluators assessment of gender capacities

Questionnaire survey

Recruitment criteria and TOR specifications on gender capacity

Awareness and change in practice and approach on gender equality amongst key ILO staff and constituents

Annex 2: ILO Evaluation Checklist 10

Documents	Received by DPU team?
Evaluation Contract (which includes the payment schedule)	Yes
Annex 1: Terms of Reference; includes evaluation work breakdown schedule (WBS), calendar, and budget	Yes
Annex 2: List of individuals pertinent to the evaluation with contact details	Not yet received
Annex 3: Code of Conduct for Evaluation in the ILO (to be signed and returned by evaluator)	Not yet received
Annex 4: Checklist 10: Documents for project evaluators, supplied by links or cloud services	Yes
<i>Project Documents</i>	
Project document	No (?)
Baseline reports and related data	In part
Monitoring reports conducted during the project	In part
Progress and status reports, extensions and budget revisions	In part
Previous phase or related evaluation reports of the project	Yes
Other studies and research undertaken by the project	Yes
Project beneficiary documentation	No
ILO or National documentation	No (n/a?)
National development framework	No (n/a?)
UN Development Action Framework (UNDAF)	No (n/a?)
Poverty Reduction Strategy Papers	No (n/a?)
ILO Decent Work Country Programme Documents	Not yet
Latest version of the ILO Strategic Programme Framework and Programme and Budget	Yes

EVAL Documents for the evaluator: The evaluator should be made aware of the specific requirements of the following pieces of guidance, provided through links in the Policy Guidelines:

Yes: all received

Guidance Note No. 4 Integrating gender equality in monitoring and evaluation of projects

Guidance Note No. 7 Stakeholder participation EVAL Checklists and Templates for the evaluator:

Checklist No. 3 Writing the inception report

Checklist No. 5 Preparing the evaluation report [including the two templates for completing lessons learned and emerging good practices]

Checklist No. 6 Rating the quality of evaluation reports

Checklist No. 7 Filling in the title page

Annex 3: Proposed Questionnaire for all ILO staff involved in the project, and direct project team

Please indicate your answer to the following questions, grading your answer from 1 (completely agree) to 10 (completely disagree), by circling the relevant number.

1. The project’s effectiveness in working with ILO constituents

1.1 The project component I worked on was able to reflect the interests of workers’ organizations for domestic workers and/ or vulnerable and low wage workers

Completely										Completely
										disagree
1	2	3	4	5	6	7	8	9	10	

1.2 The project component I worked on was able to reflect the interests of employers’ organizations for domestic workers and/ or vulnerable and low wage workers

Completely										Completely
										disagree
1	2	3	4	5	6	7	8	9	10	

1.3. The project component I worked on was able to reflect the interests of state labour bodies in relation to domestic workers and/ or vulnerable and low wage workers’ rights.

Completely										Completely
										disagree
1	2	3	4	5	6	7	8	9	10	

1.4 The project component I worked on was able to involve representatives of workers’ organizations for domestic workers and/ or vulnerable and low wage workers in project planning and activities

Completely										Completely
										disagree
1	2	3	4	5	6	7	8	9	10	

1.5 The project component I worked on was able to involve representatives of employers’ organizations for domestic workers and/ or vulnerable and low wage workers in project planning and activities

Completely										Completely
------------	--	--	--	--	--	--	--	--	--	------------

Agree disagree

1 2 3 4 5 6 7 8 9 10

1.6 The project component I worked on was able to involve representatives of state labour bodies in project planning and activities

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

1.7 (Optional) Please add any thoughts or comments about why the project activity you were involved with was more or less effective in working with any of the ILO tripartite constituents:

.....

.....

.....

.....

2. Project management

2.1 I could clearly understand how my work on the project contributed to Outcome 5 of the ILO Programme and Budget

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.2 The project made an important contribution to the Decent Work Country Programme more widely

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.3 This project used its human resources efficiently

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.4 This project used its financial resources efficiently

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.5 The SIDA resources and already available supplementary resources (RBTC, GED etc) were sufficient to deliver the project outputs

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.5 This project did a good job of drawing on/ leveraging other ILO human resources (staff time) and project resources (other projects, initiatives or activities of my office/unit that share the same objectives or target group).

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.6 I clearly understood my contribution, responsibilities and deadlines in relation my involvement in this project.

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.7 The INWORK team supported and allowed me flexibility where necessary to best achieve project outcomes

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.8 The INWORK team managers encouraged and supported me to integrate a gender perspective in my work on this project

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.9 The Field Office(s) provided good administrative support and help with access to tripartite partners

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

2.10 (Optional) Please add any other comments you have about the management of this project:

.....

.....

.....

.....

3. Professional impact

3.1 This project helped me to work with and build better linkages to other ILO units/ departments/ areas of expertise

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

3.2 Working on this project helped me to reflect on/ re-evaluate how my core area of work is relevant to the needs of vulnerable/ atypical workers

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

3.3 Working on this project has helped me to understand the relevance of gender relations to my core area of work/ expertise

Completely Completely

Agree disagree

1 2 3 4 5 6 7 8 9 10

3.4 Working on this project provided me with new knowledge and tools to respond to demands of constituents and/ or to design actions concerning vulnerable workers.

Completely										Completely
Agree										disagree
1	2	3	4	5	6	7	8	9	10	

4. (Optional) Please add any final comments that you have about your experience of working on this project

.....
.....
.....
.....

Annex 4: Proposed Interviewees for Country Field Visits

Costa Rica (proposed stakeholder meetings under discussion with the Costa Rica project team)

Organisation	Persons to be Consulted
ILO	Maria Jose Chamorro
ILO	Alavaro Ramirez-Bogantes
ILO	Gerson Martinez
Ministry of Labour	Minister of Labour
Ministry of Labour	Gender Unit
National Wage Council	A selection of tripartite representatives- preferably in separate meetings
INAMU (Instituto Nacional de las mujeres)	tbc
ASTRADOMES (Asociación de Trabajadoras Domésticas)	tbc
tbc	Workers' organizations for any other groups vulnerable to low wages, in addition to ASTRODOMES
Estado de la nacion	tbc
tbc	Employers organization (ideally mainstream employers associations, and any that represent key sectors for minimum wages, eg domestic workers/ agricultural businesses etc)
tbc	Any NGOs or other civil society organizations, or media, working on advocacy around minimum wages
Consultant	Mr. Urbino (Minimum wage study)
Consultant	Juan Diego Trejos (Domestic Work Minimum Wage study)
tbc	Project beneficiaries (domestic workers or other precarious/ low wage workers)

Zambia(stakeholder meetings provisionally booked by the Zambia project team)

Organisation	Persons to be Consulted
ILO	Alexio Musindo (Director) or OIC
ILO	Project staff: Chana Chelemu-Jere and Jeanette Hedstrom
Ministry of Labour and Social Security	Ms. Cecilia Mulindetikamanga (Labour Commissioner); Ms.MukamusoleKasanda (Assistant Labour Commissioner) & TPTWG

	Secretariat
Zambia Federation for Employers	Mr. Harrington Chibanda (Executive Director); Hilary Hazele; and Mildred Mukuma
Federation of Free Trade Unions in Zambia	Mr. Lyson Mando
Zambia Congress of Trade Union	Mr. Cosmas Mukuka; Mr. Martin Chembe; Ms. Olga Silimi Mwanza
United House and Domestic Workers' Union of Zambia	Ms. Joyce Phiri (President); Mr. Kevin Liywalii (General Secretary); Nkhoma Ernest (Deputy General Secretary); Mathews Mwanza (Provincial Secretary)
Association for Employers of Domestic Workers	Mr. Humphrey Monde (President); Mr. Nason Phiri (Vice President); Getrude Chimoga (Executive Secretary); Ms. Reacy Chabala (Vice Executive Secretary); Mr. Prashant Baghela (Committee Member)
Labour Consultants and Employment Association of Zambia (LEAAZ)	Mr. Humphrey Monde (President); Mr. Agrippa Tembo (Vice President)
Aunty Violet's maid centre	Ms. Violet Mapulanga (Proprietor)
Befwimbi maid centre	Ms. Beauty Kafwimbi (Proprietor)
Labour Institute of Zambia	Mr. Clement Kasonde; Mr. Luke Chikani
Consultant	Adamson Chitembwe
Interviews with domestic workers (FDG)	Ms. Getrude Museteka; Ms. Ruth Sakala; Mr. Kedster Mtonga; Ms. Zelipa Mwanza; Mr. Fisher Chowa; Ms. Lontiya Zulu; Mr. Don Steward Daka.
Consultant	Dr. Ng'andwe Chiselebwe
Mini Study - Dispute Resolution in the Domestic Work Sector in Zambia	Ms. Silvia Chimpampwe (Consultant)
ILO	Director/OIC & Project staff debriefing

5. List of Persons Interviewed

ILO Headquarters	
Amy King-Dejardin	INWORK
Claire Hobden	INWORK
Kristen Sobeck	INWORK
Marlène Seiffarth	INWORK
Patrick Belser	INWORK
Rosalia Vazquez-Alvarez	INWORK
Philippe Marcadent	INWORK
Susan Hayter	INWORK
Martine Humblet	INWORK
Rosalia Vasquez Alvarez	INWORK
Maria Gallotti	MIGRANT
Fabio Duran Valverde	SOCPRO
Manuela Tomei	WORKQUALITY
Rasha Tabbara	WORKQUALITY
Minawa Ebisui	Dispute resolution
Naomi Asukai	EVAL
Edward Lawton	Gender, Equality and Diversity Branch

Costa Rica	
Alvaro Ramirez-Bogantes	Skills and Enterprise Specialist, ILO
Maria Jose Chamorro	Gender Specialist
Gerson Martinez	Employment Specialist, ILO
Carmen Moreno	Director, ILO Central America, Panama, Haiti and Dominican Republic
Leonardo Ferreira	Deputy Director ILO
Lorenzo Palaez	ACTEMP

Juan Diego Trejos	Consultant to ILO
Pablo Sauma	Consultant
Harold Villegas	Vice Minister, Ministry for Labour and Social Security
Yamilet Jimenez	Chief of Gender Unit, Ministry for Labour and Social Security
Eugenia Salazar	Head, Women's Rights, National Institute for Women, INAMU
Pilar Gonzalez	Public Policy, National Institute for Women, INAMU
Ana Rojas	Public Policy, National Institute for Women, INAMU
Ronald Jimenez	President, Costa Rica Union of Chambers and Associations of the Private Sector, UCCAEP
Zaido Solano	Member of National Wage Council, and Costa Rica Union of Chambers and Associations of the Private Sector, UCCAEP
Frank Cerdas	Member of National Wage Council, Costa Rica Union of Chambers and Associations of the Private Sector, UCCAEP
Fabio Isaac Masis Fallas	Executive Director, Costa Rica Union of Chambers and Associations of the Private Sector, UCCAEP
Rosita Acosta	President, Association of Domestic Workers, ASTRADOMES
Maria Teresa Gutierrez	Vice President, Association of Domestic Workers, ASTRADOMES
Carmen Cruz	Head of CONLACTRAHO, the Latin American Confederation of Domestic Workers, and member of Association of Domestic Workers, ASTRADOMES
Janet Romero	Executive Secretary, Association of Domestic Workers, ASTRADOMES
Auxiliadora Zuniga	Member, Association of Domestic Workers, ASTRADOMES
Pilar Anas	Finance officer, Association of Domestic Workers, ASTRADOMES
Alvaro Moya	Lawyer, Association of Domestic Workers, ASTRADOMES
Dennis Cabezas	President of National Wage Council, Central Union of Costa Rican Workers, CMTC
Rodrigo Aguilar	National Wage Council Member, and Union Member
Olman Chinchilla	Union member, Rerum Novarum
Maria Rodriguez Samuels	National Wage Council Member, Union member Confederacion Costaricense de Trabajadores Democraticas CCTD
Emmanuel Cabezas	Youth Wing, Confederacion Costaricense de Trabajadores Democraticas CCTD

Zambia	
Mukamusole Kasanda	Assistant Labour Commissioner, Ministry of Labour and Social Security
Hilary Hazele	Deputy Director, Zambian Federation of Employers
Mildred Kuwema Mukuma	HR and IR Officer, Zambian Federation of Employers
Elaston Njovu	Deputy Director, Zambian Congress of Trade Unions
Martin Chembe	Director of Public Relations, Zambian Congress of Trade Unions
Olga Silimi	Recognition Coordinator, Zambian Congress of Trade Unions
Joyce Phiri	President, United House and Domestic Workers' Union of Zambia
Kevin Liywalii	General Secretary, United House and Domestic Workers' Union of Zambia
Lloyd Malambo	Deputy General Secretary, Finance, United House and Domestic Workers' Union of Zambia
Ernest Nkhoma	Deputy General Secretary, United House and Domestic Workers' Union of Zambia
Clement Kasonde	Executive Director, Labour Institute of Zambia
Humphrey Monde	President, Association for Employers of Domestic Workers, and President, Labour Consultants and Employment Association of Zambia (LEAAZ)
Gertrude Chimoga	Executive Secretary, Association for Employers of Domestic Workers
Lloyd Nsingo	Committee Member, Association for Employers of Domestic Workers
Douglas Mumbala	Committee Member, Association for Employers of Domestic Workers
Mary Tembo	Deputy General Secretary, Labour Consultants and Employment Association of Zambia (LEAAZ)
Charles Muliya	Trustee, Labour Consultants and Employment Association of Zambia (LEAAZ)
Violet Mapulanga	Proprietor, Aunty Violet's Maids Centre
Beauty Kafwimbi	Proprietor, Befwimbi Maids Centre
Mutale Chimfwebwe	Manager, Befwimbi Maids Centre
Prudence (?)	Employer/ client Befwimbi Maids Centre
Chana Chelemu Jere	National Project Coordinator, ILO
Jeanette Hedstrom	Project Assistant, ILO
Alexio Musindo	Director, ILO Office,

Silvia Chimpampwe	Consultant (Dispute Resolution Case Studies)
Adamson Chitembwe	Consultant (Training on Recruitment and Organising for DW union)
Dr Ng'andwe Chiselebwe	Consultant (Sustainability Plan for DW Union)
Focus Group	20 Women trainees at Aunty Violet's Maids centre
Focus Group	6 Women trainees at Befwimbi Maids Centre
Focus Group	KedsterMtonga (Gardener, Union Street Steward), Fisher Chowa (Gardener, Union Street Steward), Don Steward Daka (Gardener, Union Street Steward), Gilliet Luvila (Maid), Zelipa Mwanza (Maid, Union Member), Ruth Sakala(Maid), Lontiya Zulu(Maid, Union Street Steward)

Cabo Verde	
Patrick Besler	INWORK
Philippe Marcadent	INWORK
Rosalia Vasquez Alverez	INWORK
El Salvador	
Vanesa Pocasangre	National Programme Coordinator, El Salvador
Maria Jose Chamorro	Gender Specialist
Tanzania	
Marinade Phaniel	National Programme Coordinator, Tanzania, Labour Law (ILO)

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