



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 Unit.

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LIST OF ABBREVIATIONS & ACRONYMS

ACTRAV	ILO Bureau of Workers' Activities
CeMIS	Centrum voor Migratie en Interculturele Studies
CFDT	Confédération Française Démocratique du Travail
CTA	Chief Technical Adviser
DW	Domestic Worker
EC	European Commission
EFFAT	European Federation of Food, Agriculture and Tourism
EQ	Evaluation question
ETUC	European Trade Union Confederation
EU	European Union
FIERI	Forum Internazionale ed Europeo di Ricerche sull'Immigrazione
HQ	Headquarters
IMDW	Integration for Migrant Domestic Workers
ILO	International Labour Organisation
INED	Institut National d'Etudes Démographiques
ITC	International Training Centre
KSP	Knowledge Sharing Platform
MIGRANT	ILO International Migration Programme
MDW	Migrant Domestic Worker
OyG	José Ortega Y Gasset-Gregorio Marañón Foundation
PARDEV	ILO Department of Partnerships and Development Cooperation
P&B	Programme and Budget
PSC	Project Steering Committee
SPF	Strategic Policy Framework
SSPECfdt	Syndicat Cfdt des Salaries du Particulier Employeur
TRAVAIL	ILO Conditions of Work and Employment Branch
WORKQUALITY	ILO Conditions of Work and Equality Department

1 Executive Summary

Background & Context

Summary of project purpose, logic and structure

With the overall objective to support European informed dialogue and action for the socio-economic integration of female migrant workers in low skilled occupations, the project was designed with three major objectives:

1. To expand the existing knowledge base on the characteristics, dimension and patterns of migration for the purpose of domestic work in the EU and possible impact on integration outcomes;
2. To enhance the awareness of European social partners, labour market and other relevant actors, including local authorities, about the main challenges to socio-economic integration of migrant domestic workers, as well as about existing instruments to guarantee the protection of their rights; and
3. To provide European social partners, labour market actors and local authorities with enhanced capacities to plan and implement effective policies and programmes to remove the barriers and pro-actively promote socio-economic integration of migrant domestic workers.

The project has been implemented from November 2011 to August 2013 with a budget of € 1,055,288.65 of which € 947,581.65 (89.80%) contribution from the “European Fund for the Integration of Third Country Nationals”.

The project was implemented with the following partners (P) and sub-contractors (SC):

- Forum Internazionale ed Europeo di Ricerche sull’Immigrazione - FIERI (Italy) - P,
- José Ortega Y Gasset-Gregorio Marañón Foundation – OyG (Spain) - P,
- the European Trade Union Confederation – ETUC (Belgium) - P,
- the Institut National d’Etudes Démographiques - INED (France) - SC, and
- the Centrum voor Migratie en Interculturele Studies, University of Antwerp – CeMIS (Belgium) - SC.

Research activities focussed on Belgium, France, Italy and Spain. The project targeted ILO constituents, including local actors, civil society organizations, including migrant and domestic workers associations as well as the academia.

The project fits and builds on the ILO activities in support of the ratification and implementation of the ILO Domestic Worker's Convention (No. 189) and Recommendation (No. 201) adopted by the International Labour Conference in June 2011. It contributes to the agenda of the Strategic Policy Framework 2010-2015 and to the ILO Programme and Budget 2010-2011 and 2012-2013, in particular in relation to Outcomes 5 (*“better and more equitable working conditions”*), 7 (*“better protection and better access to productive employment and decent work”*), 10 (*“strong, independent and representative organizations”*), 13 (*“sector-specific approach to decent work”*) and 18 (*“ratification and application of conventions”*).

The project also responds to specific objectives of the EC Integration Fund:

- Improve knowledge of the impact of implementation of admission legislation on integration processes;
- Improve knowledge of the links of different patterns of migration on integration of third country nationals;

- Promote admission policies that favour integration of third-country nationals;
- Address specific needs of young migrants and women;
- Improve the local services to adjust to different target groups, such as women, children and youngsters.

Purpose, scope and clients of the evaluation

The objective of the evaluation assignment is to provide:

- An overview of the activities and outputs of the project;
- An assessment of the results achieved vis-à-vis the project immediate objectives; and
- Insights and lessons regarding the effectiveness of multi-partners and multidisciplinary approaches to migration and domestic work.

The evaluation is expected to provide recommendations on future steps to consolidate progress, ensure the achievement of objectives, and advance the policy debate on migrant domestic workers.

The findings are intended to provide information possibly enhancing the effectiveness of ILO's and the EC's future work on migration and domestic work. The primary users of the review and evaluation results are MIGRANT and its implementing partners, and the EC. ILO HQ units engaged in work on domestic workers, as well as PARDEV, PROGRAM and the donor, will benefit from the lessons learned.

Methodology of the evaluation

The evaluation has been conducted in August and September 2013 and comprised field visits to Belgium, France and Italy as well as meetings in ILO Headquarters in Geneva and inputs from the consultant's base to undertake desk research and prepare this Final report.

The Evaluation was managed by Mrs. Rasha Tabbara, Administrator/Programme Analyst, Conditions of Work and Equality Department (WORKQUALITY) in Geneva.

The work plan for the evaluation comprised:

- Review of relevant documentation
- Interviews with ILO project management, coordinators and technical experts
- Interviews/consultations with project partners and sub-contractors, beneficiary organizations and other key informants.
- Debriefing meeting with ILO in Geneva to present the preliminary findings of the evaluation and solicit feedback, additional information and clarifications
- Preparation of the draft final report

The tools employed were documentary analysis, identification of relevant evaluation questions and sub-questions, semi-structured interviews to elicit the facts relevant to the evaluation questions and synthesis of findings, conclusions and recommendations in this report. Further details on the methodology are presented in the main text.

The evaluation was done in accordance with ILO Evaluation Policy Guidelines.¹

¹ ILO Policy Guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations.

Main Findings & Conclusions

Relevance and design

The project was designed to build and complement existing ILO and social partner initiatives to promote decent work for domestic workers, in particular the Domestic Workers Convention (Convention 189) and the ILO Strategy for Action towards making decent work a reality for domestic workers worldwide.

The project links to the above mentioned Outcomes of the Strategic Policy Framework (SPF) and to the ILO Programme and Budget 2010-2011 and 2012-2013; the planned project results fall in line with the specific aims of chapter III (Strengthening technical capacities) of the SPF, i.e. expanding the knowledge base (Result 1), building the capacity of constituents (Result 3), partnerships and communication (Result 2). The project also responds to specific objectives of the EC Integration Fund: Improve knowledge of the impact of implementation of admission legislation on integration processes; Improve knowledge of the links of different patterns of migration on integration of third country nationals; Promote admission policies that favour integration of third-country nationals; Address specific needs of young migrants and women; and Improve the local services to adjust to different target groups, such as women, children and youngsters.

The overall strategy of the project was intended to fill the existing knowledge gap prevailing in the specific sector of migrant domestic workers in Europe.

The need for more reference material was clearly identified; the aim of the project to provide information on characteristics, dimension and patterns of migration for the purpose of domestic work in the EU contributes to fill the existing knowledge gap. Promoting more adapted employment and migration policies leading to a better integration and hence, to better working conditions of MDWs needs to be supported by trustworthy data and analysis.

The intervention logic and approach of the project was, among other assumptions, based on the availability of sufficient comparable statistical data in all countries. The assumption made in the project design proved to be optimistic and prompted the approach to be adapted with a higher focus on qualitative research work rather than on quantitative research work.

The LFM is clear in presenting objectives, results, deliverables and activities in a logical sequence, but lacks precision in suggesting certain very ambitious impact indicators.

Effectiveness

Overall, the Terms of Reference have been delivered, though in a slightly different way than originally anticipated as far as the research work is concerned. The project document specifically included the development of the methodology as part of the process.

Activities proposed and implemented appear to be logical to achieve the planned results; they have been implemented in a logical sequence but with some delays in the preparation of research studies, which have resulted in delaying the final conference of 4 months. This related to many reasons including research delays (for the field work took longer than expected as well as drafting of reports) and to the need to discuss results at national level before these could be disseminated.

The four **research** studies and the synthesis note deliver interesting information in several ways:

- i) They provide a comprehensive overview of the background information available in each country;

- ii) They present and analyze already acknowledged information in a structured way; and
- iii) They identify new (or unknown) features of the domestic work sector as a result of the qualitative research work undertaken.

The research studies also provide a number of recommendations aiming at strengthening labour rights, promoting a better recognition of domestic work, collective action and social dialogue in order to seek equal rights for migrants. The synthesis note furthermore highlights common features identified in the different countries.

The research component of the project has delivered the expected results in terms of substantially contributing to the knowledge gap.

The four research studies and the synthesis report have been presented at the final project conference in Brussels on 31 May 2013. The conference offered the opportunity to exchange ideas at multi-country policy level.

As part of the research work, national consultations (stakeholders meetings) were held in each country; these meetings were of particular interest as they allowed developing new networks and discussion lines among social partners and authorities.

The **training** component intended to increase the capabilities of stakeholders received a very positive feed-back from respondents to the different evaluation surveys (ILO-ITC post-training evaluation and questionnaire of the present evaluation). Training was provided in a three-phase approach to 27 participants (against an initial target of 25) from 13 EU countries. Participants recognize the added-value of the training provided, declare making best use of the knowledge acquired and suggest a follow-up training course to be organized by ILO one year later.

In terms of **awareness raising**, the project did not entirely deliver to expectations; awareness raising materials have been developed and made available for dissemination (e.g. project flyers, hand-outs, video, photo competition) but some activities were not implemented (e.g. broadcasting of video on TV channels). Several indicators mentioned in the LFM have therefore not been met while others were not monitored (e.g. number of downloads from the website).

Efficiency

Considering the different background and research capacities and methodologies of the four research institutes, project coordination proved to be difficult.

Delays in implementation resulted from the difficulties to find a common language among the research institutes to define the possible scope of the research work and to build a methodological approach that would best address the research questions. ILO expected project partners to provide a significant input for the definition of the methodology but did not provide a sufficient framework to allow swift progress to be made. The Terms of Reference for the research work did not provide sufficient clarity in this regard.

The main implementation constraints for the research component which had to be faced relate to the unavailability of comparable statistical data in all four countries, the difficulty to identify informants among a largely hidden population of MDWs, limited access to authorities due to the political context (new government in Spain, elections in France), and limited communication with MDWs due to lack of knowledge of migrant's languages (which applied mainly for Belgium where migrants from more than 10 different countries were interviewed).

All project partners and sub-contractors have been very committed to implement activities and achieve expected results. Linkages with other ILO initiatives were made and support from ILO Headquarters staff and ILO offices in the target countries has been provided.

The resource allocation among the project partners and sub-contractors has been correctly managed.

Sustainability

The sustainability of the project mainly lies in use which will be made of the four research studies and of the synthesis note providing policy recommendations, as well as in the practical use made of knowledge acquired by participants in the training course.

Further developments can realistically be expected from the networking effect, as the different stakeholders involved in the activities were able to initiate new contacts and establish new communication lines (e.g. between “employment” authorities and “migration” authorities which often never actually communicated).

Post-project dissemination will be very important and ILO offices in the different countries will have an important role to play in order to ensure a correct distribution to key players. Project partners and sub-contractors have declared their intention to disseminate the results of the research work and make use of the findings in further initiatives.

In terms of **sustaining the results of the training on integration and non-discrimination of migrants** delivered by the ITC in Turin, several promising developments have already been reported by participants. These include sharing the acquired knowledge in different national and local networks, replicating modules of the training in workshops intended for migrant domestic workers, sharing information among branch offices of large associations aiming at encouraging advocacy efforts towards the ratification of Convention 189.

Overall, the project has generated innovative findings which add to the already existing knowledge. It provides an additional tool to associations and trade unions defending the MDWs and supports the efforts undertaken in all countries towards the ratification of Convention 189 which undeniably will have long-term effects.

Lessons Learned & Recommendations

The main **lessons learned** from the project are the following:

1. Inaccurate assumptions in the project design impede instant and comprehensive implementation of proposed strategies;
2. Designing a research project requires informed input from researchers/sociologists as well as an interdisciplinary approach, including a practitioner/policy oriented designer;
3. Efficient coordination of project partners with different principles requires a basic framework to be defined and strong leadership;
4. Project partners do not always have the same capability to implement activities;
5. Mobilizing public authorities to attend training courses remains a challenge;
6. The involvement of stakeholders in policy debates during project implementation is likely to have a positive impact in terms of sustainability of results and enhancing synergies with other relevant initiatives.

The project has generated several **good practices** of which the most noteworthy are the following:

1. The interlinking nature of activities related to the three main results (increased knowledge – awareness raising – capacity building) in project implementation;

2. The formalisation of cooperation agreements with all implementing partners and sub-contractors;
3. The cooperation with other ILO projects;
4. The involvement of all social partners in the research part of the project (National consultation meetings);
5. The provision of quality support of a broad range of ILO specialists and of ILO offices in the target countries;
6. The delivery of a well-prepared training by means of a three-phase approach and the creation of an e-learning platform allowing access to training modules to a wider audience.

Recommendations:

1. Involve specialized expertise at the design stage (e.g. sociologists when preparing research projects);
2. Design the Logical Framework Matrix with clear and quantified indicators and realistic assumptions (especially for EU funded projects);
3. Ensure strong leadership & monitoring of activities, including performance measurement, when multiple partners are involved in project implementation;
4. In further projects aiming at promoting policies, encourage and facilitate more dialogue during dissemination events;
5. Define a clear post-project dissemination and follow-up strategy of project results;
6. Consider the possibility of involving selected participants of the ITC training in the training component of the new project “Global Action Programme on Migrant Domestic Workers and their families”;
7. Complement the qualitative survey based on MDWs interviews with a similar survey based on interviews with employers of MDWs;
8. Seek further funding to fill the knowledge gap with focused statistical labour market analysis based on representative samples.

2 Project Background

Background justification

ILO Convention 189 on "Decent work for domestic workers" acknowledges that domestic work "continues to be undervalued and invisible and it is mostly carried out by women and girls, many of whom are migrants [...] therefore particularly vulnerable to discrimination in respect of condition of employment and of work, and to other abuse of human rights". Evidence confirms this for Europe and shows that domestic workers provide indispensable services to families, insufficiently available due to shrinking social welfare budgets and demographic changes of EU societies. Migrant domestic workers - often in irregular migratory and/or employment status - carry out a wide range of tasks with high responsibilities over the wellbeing of non-autonomous family members.

Today, virtually no European country has admission policies that foresee regular entry channels for the purpose of employment in the domestic sector, where skills shortages are generally not recognized. Labour market analysis, and consequently the existence -or not- of labour shortages in this specific sector are rarely, if at all, available and the situation of migrant domestic workers (MDWs) here employed remains largely unexplored, anecdotal or limited to cases of extreme exploitation that are brought to justice, which risks to provide a partial picture of reality. This project was designed to address some of this knowledge gap by action-oriented research, subsequent evidence-based recommendations and capacity building support to relevant national and local actors for effective policy making. The assumption was that MDWs face specific integration challenges which require specific policy measures. On the other hand, results from this pilot project could feed into a broader policy discussion on low skilled migrants in Europe.

Understanding the interrelation between migration, employment regulation and the labour market dynamics behind migrant domestic workers' fluxes is key to a comprehensive and coherent policy response. Migration regimes directly and indirectly affect migrants' working conditions and shape a distinct pattern of occupational allocation between national and non-nationals, women and men, and therefore impact their opportunities for successful integration. In line with the European corpus of policies and laws on integration, the project fits within the objective of "promoting the gender perspective, finding new ways to recognize qualifications, training or professional skills and work experience of the immigrants, and promoting equity in the labour market in order to avoid segmentation" (Zaragoza Declaration).

Context

The project fits and builds on the ILO activities in support of the ratification and implementation of the ILO Domestic Worker's Convention (No. 189) and Recommendation (No. 201) adopted by the International Labour Conference in June 2011.

The project also responds to the following specific objectives of the EC Integration Fund:

- Improve knowledge of the impact of implementation of admission legislation on integration processes;
- Improve knowledge of the links of different patterns of migration on integration of third country nationals;
- Promote admission policies that favour integration of third-country nationals;

- Address specific needs of young migrants and women;
- Improve the local services to adjust to different target groups, such as women, children and youngsters.

Intervention logic

The project was based on activities in three specific areas of work:

- a. Research and knowledge development,
- b. Knowledge dissemination, awareness and advocacy, and
- c. Capacity building and training of targeted stakeholders.

The expected results of the different activities were:

1. To expand the existing knowledge base on the characteristics, dimension and patterns of migration for the purpose of domestic work in the EU and possible impact on integration outcomes;
2. To enhance the awareness of European social partners, labour market and other relevant actors, including local authorities, about the main challenges to socio-economic integration of migrant domestic workers, as well as about existing instruments to guarantee the protection of their rights; and
3. To provide, through targeted training, European social partners, labour market actors and local authorities with enhanced capacities to plan and implement effective policies and programmes to remove the barriers and pro-actively promote socio-economic integration of migrant domestic workers.

Research activities focussed on Belgium, France, Italy and Spain. The project targeted ILO constituents, including local actors, civil society organizations, including migrant and domestic workers associations as well as the academia.

Implementation

Initially planned for an implementation time of 18 months (November 2011 – May 2013), the project has been extended to 21 months until August 2013.

ILO implemented the project in cooperation with Forum Internazionale ed Europeo di Ricerche sull'Immigrazione - FIERI (Italy), José Ortega Y Gasset-Gregorio Marañón Foundation – OyG (Spain) and the European Trade Union Confederation – ETUC (Belgium) as formal implementing partners, as well as with two sub-contracted research institutes: the Institut National d'Etudes Démographiques - INED (France) and the Centrum voor Migratie en Interculturele Studies, University of Antwerp – CeMIS (Belgium).

The project has been implemented with a budget of € 1,055,288.65 of which € 947,581.65 (89.80%) contribution from the “European Fund for the Integration of Third Country Nationals”; the balance of funds was provided by ILO and two of the partners: FIERI and José Ortega Y Gasset-Gregorio Marañón Foundation; ETUC did not contribute to the project's budget.

3 Evaluation Background and Methodology

The independent final evaluation was carried out in line with the requirements of the ILO's evaluation policy guidelines in order to assess project success in effectively achieving its intended objectives.

The objective of the evaluation assignment is to provide:

- An overview of the activities and outputs of the project;
- An assessment of the results achieved vis-à-vis the project immediate objectives; and
- Insights and lessons regarding the effectiveness of multi-partners and multidisciplinary approaches to migration and domestic work.

The project had a specific focus on migrant domestic workers, mostly a population of female migrants. Its interventions strategy was hence designed to address women-specific needs while including aspects related to the situation of men in domestic work. Gender mainstreaming and women-specific focus therefore were part of the evaluation criteria and questions. In this regard, the evaluation was intended to assess:

- **Relevance** of the objectives and project strategic approach, including vis-à-vis the EU's goal to achieve a balanced, comprehensive and common migration policy in particular under its Global Approach to migration and mobility renewed in November 2011
- **Effectiveness** of strategies to meet this objectives, including the extent to which results contributed or not toward gender equality
- **Efficiency** in the utilization of resources including the extent to which project financial and human resources concretely addressed gender equality and women empowerment specifically.
- **Impact** of interventions at different levels, including the longer term effects in term of advancing women empowerment and reducing gender discrimination for migrant domestic workers.
- **Sustainability** of outcomes and impacts taking a short, medium and long term perspective.

For easy reference, all Evaluation Questions (EQ) are listed in each of the sections in the report.

The evaluation was expected to provide recommendations on future steps to consolidate progress, ensure the achievement of objectives, and advance the policy debate on migrant domestic workers.

The evaluation mostly focused on the 4 target countries covered by the project as well as the project activities with broader European (EU) geographic scope.

The full Terms of Reference of the final evaluation are set out in Appendix 1.

The evaluation was managed by Mrs. Rasha Tabbara, Administrator/Programme Analyst, Conditions of Work and Equality Department (WORKQUALITY) in Geneva.

The evaluation has been conducted by Mr. Pierre Mahy, External Evaluator, from August to September 2013.

The work of the evaluation took place over three phases:

<u>Phase</u>	<u>Activities</u>	<u>Timing</u>
1. Desk phase	<ul style="list-style-type: none">▪ Collection and Desk review of documents▪ Definition of evaluation approach and methodology▪ Review of evaluation questions	<ul style="list-style-type: none">▪ 12-20 August

	<ul style="list-style-type: none"> ▪ Preparation of a questionnaire (survey) for data collection ▪ Identification of needs for interviews ▪ Planning of meetings with project partners and stakeholders and of field visits in the selected countries ▪ Launch of a survey to participants at Conference ▪ Preparation and submission of the Inception Report 	
2. Field Phase	<ul style="list-style-type: none"> ▪ Briefing with ILO in Geneva ▪ Launch of a second survey to participants at ILO-ITC training courses ▪ Interviews and visits in Belgium, France and Italy ▪ Debriefing with ILO in Geneva 	<ul style="list-style-type: none"> ▪ 26 August - 4 September
3. Synthesis & Reporting Phase	<ul style="list-style-type: none"> ▪ Data Analysis, preparation and submission of draft Evaluation Report ▪ Incorporation of comments and preparation of final Evaluation Report ▪ Submission of Final Evaluation Report 	<ul style="list-style-type: none"> ▪ 9-16 September ▪ 25-27 September ▪ 30 September

The work plan for the evaluation comprised:

- Review of relevant documentation
- Interviews with ILO management, project management, coordinators and technical experts
- Interviews with project partners and sub-contractors, beneficiary organizations and other key informants. Consultations took place in the form of physical meetings during the field trip and by telephone and e-mail communication from the evaluator's home base
- Debriefing meeting with ILO in Geneva to present and discuss the preliminary findings of the evaluation and solicit feedback, additional information and clarifications
- Preparation of the draft final report
- Responding to the comments of stakeholders on the draft report.

The evaluation tools employed were documentary analysis, identification of relevant evaluation questions and sub-questions, semi-structured interviews to elicit the facts relevant to the evaluation questions and synthesis of findings, conclusions and recommendations in this report. The specific evaluations questions are listed in the attached Inception Report (Appendix 4) and shown in sections 4.1 to 4.7 covering the different evaluation criteria.

Field visits to meet with project partners and sub-contractors in Belgium, France and Italy were organized in accordance with the Terms of Reference of the evaluation and prepared on basis of findings made during the desk phase; the aim of the field visits was to verify the degree of implementation of planned activities and to possibly assess the interest and benefits of activities of the different stakeholders and beneficiaries of the project. Due to the inadequate timing of the evaluation (end of summer holidays), interviews with stakeholders were limited in numbers but remained sensibly coherent with the overall evaluation design.

In **Belgium**, the evaluator met ETUC to discuss their involvement as a project partner and focus point for the organisation of the Conference in Brussels, with OR.C.A to discuss the situation of DMWs in Belgium and the participation of OR.C.A. in the training in Turin and the Conference in Brussels, with CeMIS which was sub-contracted for the research study covering Belgium and with the ILO office.

In **France**, meetings were organized with INED, sub-contractor for the research study covering France, with Ms. Zita-Cabais-Obra (SSPECfdt) who attended the Conference in Brussels and the training in Turin and with the ILO Office.

In **Italy** the evaluator met with project partner FIERI to discuss their involvement in the project and the results of the research work undertaken in Italy.

Due to the non-availability of key staff, visits to ILO-ITC in Turin and to the European Commission in Brussels could not be organized.

Besides face-to-face meetings, different consultations were made by phone and/or e-mail in order to reach out to the most important stakeholders; a survey was also launched targeting participants (excluding ILO and project partners) at the project's main Conference which took place in Brussels in May 2013 during which project outcomes were presented. The response rate to the survey only reached 20% but the feed-back received from participants was very homogeneous.

Considering the consistency of the information gathered through interviews and the survey, cross-checking the information proved to be an easy process and involved comparing statements made by the project partners with each other, as well as with data shared by associations. The draft report of the Brussels conference also confirmed various statements made, as did other working documents of the project (e.g. notes of national stakeholders' consultations).

Another survey was launched to seek opinions and comments from participants in the training course organized in Turin. In this case, the response rate was higher and slightly exceeded 25%, again with uniform feed-back.

Due to the inappropriate timing of the evaluation overlapping with the end of annual holidays in Europe, it would have been difficult to expect more responses to the surveys. The consistency of the feed-back however is interesting to be mentioned.

The full list of meetings / consultations held by the Evaluator is set out in Appendix 2.

The evaluation was designed to include online surveys, a desk review of available materials and interviews (including focus group discussions) with key stakeholders and partner organizations. The desk review has been completed as planned; the on-line survey was replaced by two separate surveys circulated by e-mail; interviews were arranged as planned with key stakeholders, project partners and sub-contractors on individual basis. Focus group discussions could not be organized and would not have provided a real added value.

The evaluation referred to the LFM as the main basis for the evaluation, despite the lack of quantified indicators and the lack of precision given on qualitative indicators. The evaluation therefore assessed whether or not developments were pointing out (or not) towards the achievement of results, which allowed "trends" to be identified (e.g. in relation to the potential sustainability and the impact of the activities and project results). This has been done in full compliance with the ILO's policy guidelines on evaluation.

The evaluation report provides answers to the questions suggested in the Evaluation Terms of Reference, which the consultant slightly edited/amended in the Inception Report accepted by the Evaluation Manager on 26 August 2013 (Appendix 4).

The ILO evaluation norms, standards and ethics have been followed throughout implementation of the assignment.

The Evaluator received good cooperation and assistance during the entire assignment and expresses his thanks to all who contributed to its findings.

4 Main Findings

The following sections 4.1-4.7 will cover the main standard evaluation criteria (relevance, efficiency, effectiveness, sustainability and impact); the presentation is based on the evaluation questions provided in the Terms of Reference and edited in the Inception Report. Reference is made to the indicators provided in the LFM and/or in the Grant application form whenever possible.

4.1 Relevance: design

Problem identification and assessment

(EQ: Has the problem been clearly identified and assessed?)

The overall strategy of the project was intended to fill the existing “knowledge gap” prevailing in the specific sector of migrant domestic workers in Europe.

Commonly established ideas about the nature and working conditions in this invisible sector refer to irregular employment situations, undervalued work, discrimination, vulnerability and exploitation believed to be linked to the lack of integration of the domestic migrant workers, which often results from the absence of admission policies providing regular entry channels for the purpose of employment in the domestic sector.

These ideas, as well as the typical profile of a migrant domestic worker (low skilled, uneducated female) are based on assumptions and limited evidence; they point out to the interrelation between migration, employment regulation and the labour market dynamics, however without sufficient supporting statistical data and a more detailed situation analysis; promoting more adapted employment and migration policies leading to a better integration and hence, to better working conditions of MDWs needs to be supported by trustworthy data and analysis.

The need for more reference material to be made available has been clearly identified and the aim of the project to provide information on characteristics, dimension and patterns of migration for the purpose of domestic work in the EU contributes to fill the existing knowledge gap.

Realistic and clear identification of project development and results, as well as of the target beneficiaries

(EQ: Have the project development and results, as well as the target beneficiaries, been clearly identified and realistically set?)

Raising awareness of social partners and labour market actors, including authorities about the main challenges to socio-economic integration of MDWs and enhancing their capability of planning and implementing effective policies and adequate programmes were defined as the two other main objectives of the project.

They both appear to be a rational follow-up on the planned research work as they would facilitate the translation of research outcomes in practical application materials and support officials to generate and/or guide different actions in their national contexts.

How the project would develop its sequence of activities and ultimately reach out to the final beneficiaries (the MDWs) through the direct targets (social partners, policy makers) has been sufficiently defined in the design.

Considering the importance of dissemination of the research studies beyond the project's lifetime, an indication on "who will do what and where" would have been useful; a post-project implementation strategy has indeed not been defined in the project design. It can however be assumed that ILO offices in the different countries will be the main vehicles for post-project activities and follow-up.

Feasibility of the approach and relevance of the intervention logic

(EQ: Was the project strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)?)

The intervention logic and approach of the project was based on the availability of sufficient comparable statistical data which would have allowed representative samples to be drawn for the planned research work (Assumption 2 under Result 1 of the LFM refers to "availability and comparability of basic statistical data").

Several sources indeed provide ample information and data on domestic workers in Italy, but not in the other three countries, in which data also exists, but presented in different ways. In Italy the knowledge base is indeed more ample than in the other 3 countries, not only for availability of statistics, but also for the long history of analytical work conducted on the intersection between migration, care and gender. In other countries statistical data are either limited or, more importantly, very rich, but contained in different datasets based on different definitions of domestic work.

The assumption made in the project design proved to be too confident and prompted the approach to be adapted with a higher focus on qualitative research work rather than on quantitative research work. The use of qualitative methods responded to the need to address the dynamic aspect of labour market integration and hence to address the subject from a "trajectory" point of view.

A strict situation analysis has not been undertaken for the design of the project, but considering ILO's long-standing experience in Europe and the fact that the lack of knowledge in the sector of MDWs is justifying the relevance of the project (knowledge gap), the assumption could have been formulated in a different way.

Timeframe

(EQ: Was the foreseen timeframe realistic to achieve the expected results?)

The initial time frame of 18 months was not unrealistic to implement the planned activities under correct assumptions; the anticipated risk to see research institutes encounter obstacles and delays in accessing relevant statistics already hinted that the time frame might be difficult to hold to achieve the expected results.

Logical Framework Matrix – Indicators of achievement

(EQ: Was the Logical Framework Matrix clear and well argued?)

The LFM is clear in presenting objectives, results, deliverables and activities in a logical sequence, but lacks precision in suggesting certain ambitious impact indicators (e.g. the number of policies and programmes making specific reference to the recommendations produced by the research studies). Better defined time frames and targets would provide a stronger view on impact expectations (e.g. based on the specific situation and legal framework in a given country, a longer-term impact indicator could have been defined as "law number "xyz" or regulation number "abc" has been adapted within 1 or 2 years of project closure in

taking into consideration recommendations of the synthesis note and/or of the country research study).

While certain indicators were clearly quantified and measurable (e.g. “4 country studies are finalized” or “a Brussels based event is organized”), others were not evaluable as such (e.g. in relation to the training “at least 50% of training participants continue to maintain contact among themselves through the network created and with the support of ITC-ILO to ensure the follow-up to the training”; no time line is given for this indicator and the nature of contacts is not specified).

Quantitative indicators are very limited in numbers; while some indicators were suggested in the grant application form, they have not been mentioned in the LFM (e.g. the target of 200 policy makers, the target of 15 national and regional TV networks that would broadcast public announcements).

It should also be noted that the template of the grant application form did not allow providing much more information and details on activities to be implemented, targets and indicators of achievement which could have been clarified and/or better described.

Clearly quantified indicators mentioned either in the LFM or in the grant application form have been “measured” (counted) during the evaluation; in absence of clearly defined targets or milestones, the evaluation assessed whether or not developments were pointing out (or not) towards the achievement of results on basis of information received from interviewed or surveyed informants. The small number of responses received to the surveys can be seen as a limitation to the conclusions which can be drawn from the data collection, but the consistency of the feed-back received largely compensates for this limitation.

Project Management structure

(EQ: Was the project management structure, including the relation with partners and external actors, sufficiently clear and realistically designed?)

The grant application refers to a light managerial structure to be set up in the ILO office in Geneva to act as a catalyst for partners experience sharing and to the creation of a PSC. The role of each partner is only loosely defined in terms of main role in the project (e.g. leader of action research component, member of steering committee, etc.). The frequency of PSC meetings was not specified.

Overall coordination, partner coordination and research team meetings were suggested to take place in Geneva where the research coordinator, at project management level, would ensure consistency of methodological approaches, information sharing among the 4 research teams, and produce the synthesis report for policy making purposes.

4.2 Relevance: strategic fit

Relevance to ILO and EU objectives and priorities

(EQ: Was the project relevant to ILO and to the EU objectives and in the area of integration/migration? Did (and how) the project align with and promote ILO's Domestic Workers Convention (No. 189) and Recommendation (No. 201)?)

The project links to the several Outcomes of the Strategic Policy Framework (SPF) and to the ILO Programme and Budget 2010-2011 and 2012-2013, in particular to:

- Outcome 5 on working conditions (*“better and more equitable working conditions”*) – the project aimed at address specific needs of young migrants and women;
- Outcome 7 on Labour Migration (*“better protection and better access to productive employment and decent work”*) – the project was expected to promote admission policies that favour integration of third-country nationals;
- Outcome 10 on Workers’ organizations (*“strong, independent and representative organizations”*) – through knowledge dissemination and training, the project aimed at mobilizing social partners, civil society and diaspora organizations; and
- Outcome 13 on Decent Work in Economic Sectors (*“sector-specific approach to decent work”*) – dissemination and advocacy for “decent work for domestic workers”.
- Outcome 18 on International Standards (*“ratification and application of conventions”*) – the project aimed at supporting the ratification of Convention 189 and the implementation of Recommendation 201.

The planned project results also fall in line with the specific aims of chapter III (Strengthening technical capacities) of the SPF, i.e. expanding the knowledge base (Result 1), building the capacity of constituents (Result 3), partnerships and communication (Result 2).

Overall, the project was designed to build and complement existing ILO and social partner initiatives to promote decent work for domestic workers, in particular the Domestic Workers Convention (Convention 189) adopted in June 2011 and the ILO Strategy for Action towards making decent work a reality for domestic workers worldwide.

With the ultimate objective to achieve better quality of employment for MDWs, the project is in line with one of the priorities for Europe defined in the PB 2010-2011; the approach of the project focusing on research, dissemination and training matches the P&B 2012-2013 which specifically refers to domestic workers in pointing out the need to continue research and policy advice on working conditions (which for example could contribute to promote reforming national labour laws to cover domestic migrant workers in line with Outcome 7 of SPF). The P&B 2012-2013 also suggests greater communication efforts to be made on international labour standards on domestic workers, which the awareness/advocacy part of the project covers in its design.

In relation to the EC Integration Fund, the project overall responds to the specific objectives referred to in section 2, with a particular emphasis on:

- Improving knowledge of the impact of implementation of admission legislation on integration processes (through the intended analytical research work);
- Improving knowledge of the links of different patterns of migration on integration of third country nationals (through the statistical analysis of the domestic work sector);
- Promoting admission policies that favour integration of third-country nationals (through dissemination/advocacy part of the project);
- Addressing specific needs of women (who represent the vast majority of migrant domestic workers).

Consistency of project objectives

(EQ: Were the project objectives consistent with the target group’s priority?)

The objectives of the project have been clearly stated and are consistent with the target groups’ priorities, i.e. increased knowledge and awareness at the level of all stakeholders involved in the *sector* of MDWs and possibly subsequent better working conditions at the level of the final beneficiaries (the MDWs).

The specific objective to improve the local services to adjust to different target groups however was not very clearly explained. The project design focuses on increasing knowledge (in terms of understanding the impact of implementation of admission legislation on integration processes and of the links of different patterns of migration on integration of third country nationals), disseminating information and training different stakeholders, but there is no further reference to “local services” in the presentation of the project.

4.3 Project progress and effectiveness

The **key** activities implemented and main outcomes produced by the project verified by the evaluator during interviews and field visits, as well as on basis of documents provided are summarized below (reference is also made to activities which have not been implemented):

4.3.1 Activities/outcomes in relation to Result 1

Expansion of the existing knowledge base on the characteristics, dimension and patterns of migration for the purpose of domestic work in the EU and possible impact on integration.

- Partnership and sub-contracting agreements have been signed in the four target countries in order to undertake the planned research studies; the deliverables required from the partners and sub-contractors match the planned deliverables specified in the LFM and in the grant application;
- Research teams have been set up and a common research methodology has been defined and agreed;
- National consultation workshops have been organized;
- Research studies have been finalized and executive summaries have been prepared by the project partners and sub-contractors;
- A synthesis report based on the research conducted in the four countries has been prepared by ILO.

4.3.2 Activities/outcomes in relation to Result 2

Enhancement of the awareness of European social partners, labour market and other relevant actors, including local authorities, about the main challenges to socio-economic integration of migrant domestic workers, as well as about existing instruments to guarantee the protection of their rights.

- Awareness raising materials have been developed and made available for dissemination; these include:
 - A project flyer in 5 languages (English, French, Spanish, Italian and Dutch);
 - two videos showcasing the importance of recognizing the work and the rights of migrant domestic workers;
 - the “Know your Rights” hand-out presenting questions and answers on decent work for migrant domestic workers; and
 - the “Extension on Social Protection of Migrant Domestic Workers in Europe” hand-out focusing on social security issues.

- The awareness raising/advocacy event (conference) presenting the research studies has been organized in May 2013.
- A photo contest on the thematic of “Migrant Domestic Workers in Europe” has been organized (not planned in the initial design).
- ILO offices in some of the target countries have presented the project and project materials in a number of relevant national events.

The following planned activity has not been implemented:

- The visibility event planned during the International Labour Conference in June 2011 and intended to launch the project in presenting project objectives and promoting stakeholders participation (due to delayed signature of contract and inception of the project).

4.3.3 Activities/outcomes in relation to Result 3

Provision of enhanced capacities to plan and implement effective policies and programmes to remove the barriers and pro-actively promote the socioeconomic integration of migrant domestic workers to European social partners, labour market actors and local authorities.

- A training curriculum and training modules on integration and non-discrimination of migrants have been developed;
- A training course based on a three-phase approach involving 27 participants from 13 countries has been organized (Turin, 18-22 February 2013)
- An e-learning platform developed in the framework of the participatory approach of the ITC training has been made available on-line.

All activities implemented were appropriate to achieve the planned results, with however i) delays in the preparation of the research studies which resulted in a necessary extension in time (3 months) of the project, and ii) an adaptation of the original working method proposed.

Delivery of Terms of Reference

(EQ: Have the contractual Terms of Reference been delivered by ILO?)

Overall, it is realistic to say that the contractual Terms of Reference have been delivered, though in a slightly different way than originally planned as far as the research work is concerned.

With the main assumption on the availability of consistent and comparable data bases in the four countries having proven to be inappropriate, ILO and partners decided to limit the analysis to publicly available statistics and to enhance the qualitative aspects of the data collection; the approach of a detailed statistical labour market analysis of the domestic work sector (gendered, segmented by nationalities, etc.) based on a representative sample was not found to be the best way to proceed. The non-availability of exploitable data would indeed have required more time and more financial resources (than the project could provide) to follow the initial approach proposed by ILO. The choice to take a qualitative approach to primary data collection also responded to the need to address the research questions in a more comprehensive way. Defining integration as a process and hence labour market mobility

as one of the main variable to it, required the adoption of an approach that allowed looking into “trajectories” and dynamics.

The change of “tactics” is also justifiable from a logistic (allocated time) and financial (budget) point of view. Whether or not this variation was acceptable to the EC from a contractual point of view could not be established. Reference can only be made to the Interim Report submitted by ILO to the EC in which the revised approach was explained; the changes were also explained in the request for addendum, which was approved by the EC.

ILO and partners redefined the expected results in a practical and effective way without reducing the potential interest of the research work; to the contrary, adapting the approach actually aimed at potentially giving a higher added value to the findings of the research work.

The four planned research studies and the synthesis report have been produced and presented at the final project conference in Brussels on 31 May 2013.

The planned training course has been delivered to 27 participants (against an initial target of 25) from EU 13 countries (10 planned).

Awareness raising material targeting social partners and wider audiences has also been prepared and disseminated, though to a lesser extent than originally planned (e.g. broadcasting of video clips on various TV channels has not taken place due to costs involved and not budgeted for).

Focused project implementation

(EQ: Did the project execution focus on the achievement of objectives?)

ILO, project partners and sub-contractors have all dedicated the necessary time and efforts to implement the different activities with the aim to deliver quality outputs in line with agreed Terms of Reference. Several steering committee meetings, project coordination committee meetings and research workshops have taken place, as well as multiple Skype conferences at all stages of implementation. This has allowed partners to regularly exchange information and work along the lines of a jointly agreed methodology, which took several weeks to be defined.

The different contractual arrangements between ILO and the research institutes (partners vs. sub-contractors) have not created any difficulty in terms of cooperation; ILO considered all four institutes as equal associates which were assigned the same tasks in each country. If difficulties are to be mentioned, they mainly relate to the need to coordinate institutes with different backgrounds and research strategies.

Consultations with ILO-ITC have taken place to elaborate the training materials and curriculum in which the research findings provided a valuable input.

Contribution of activities to achievement of expected results

(EQ: Have the activities implemented actually contributed to the achievement of expected results?)

All activities proposed and implemented appear to be logical to achieve the planned results; they have been implemented in a logical sequence (e.g. identification of research institutes to be sub-contracted, setting up research teams, organizing a research workshop to agree on a methodology, specific training on the methodology, consultations with national stakeholders, etc.), though with delays in the preparation of research studies, which have resulted in delaying the training in Turin and the final conference in Brussels.

The national consultations (stakeholders meetings) have been of particular interest as reported by several participants as they have allowed developing new networks and discussion

lines among social partners and authorities. Similarly, the final conference was of interest and offered the opportunity to exchange ideas at multi-country policy level, though limited due to the short time allocated to debate after the presentations. Participants declared that a two-day conference would have provided a higher added value, as it would have allowed sufficient time to discuss the presentations made and to have group discussions on the feasibility of recommendations proposed.

The training which has been developed in a three-phase approach, involving a one week on-site session and two e-learning phases (before and after the on-site training) has been well received by participants; this has been confirmed by all replies received to the questionnaire.

The organization of a photo contest (which was not initially planned) was a challenging choice to raise awareness among social partners and a large number of migrant domestic workers. A photo contest in first instance would indeed attract the attention of “photo amateurs” and not necessarily of parties interested in issues related to MDWs. The number of participants has undeniably been rather limited (100 entries reported), but the subsequent exhibits of the photos, of which more are planned, are likely to reach out to a larger audience.

Delivery of expected results

(EQ: Did the project deliver expected results, (quantity and quality as compared with work plan and progress towards achieving the results)?)

The four **research** studies and the synthesis note deliver interesting information in several ways:

- iv) in providing a comprehensive overview of the background information available in each country covering the legal framework “regulating” the domestic work sector, the different definitions and employment schemes of a domestic worker prevailing in each country (e.g. household workers in Spain, family collaborator in Italy or household employee in France), the statistical data available;
- v) in reminding already acknowledged information on migration flows, working conditions of domestic workers, integration difficulties of migrant domestic workers, discrimination in terms of financial compensation, vulnerability of MDWS, etc.; and
- vi) in identifying new (or unknown) features of the domestic work sector as a result of the qualitative research work undertaken. This particularly refers to:
 - a. the different trajectories of MDWs,
 - b. the “profile” of MDWs (typically thought to be young and uneducated), as well as the “professionalization” of the job,
 - c. the different strategies of MDWs to improve their working conditions and achieve a better integration (regularization process both of residence status and working permit, language proficiency, skills training, social networks, trade unions, etc.),
 - d. the effects of the different trajectories of MDWs and/or the effects of the trade unions’ practices as well as of the national policies (e.g. how labour market integration is affected by policies), and
 - e. the interconnection between immigration, welfare and labour regimes.

The quality of the information contained in the research studies has been unanimously praised by the informants who participated in the surveys.

The research studies also provide a number of recommendations aiming at strengthening labour rights, promoting a better recognition of domestic work, collective action and social

dialogue in order to seek equal rights for migrants. The recommendations made are partly generic (i.e. applicable in several countries) and partly country specific (e.g. related to the Voucher system in Belgium). The recommendations range from easily applicable suggestions (e.g. extending access to language courses to irregular migrant workers in Belgium, setting up tutoring and information services for households in Italy, conduct sensitization campaigns in Spain, etc.) to more demanding suggestions (e.g. preventing and combating violence against women in France, opening new legal avenues for job seekers' admission in Italy, etc.). Recommendations are in line with the objective to promote a better integration of migrant domestic workers and appear to be reasonable, though with different time lines in mind.

The synthesis note furthermore highlights common features identified in the different countries, e.g. the segmentation of the sector along "ethnic" divides, the interrelation of widespread informal economies and the abundance of migrants with an irregular migration status, the widespread exposure to job instability, underemployment and sub-standard working conditions, the logic of "paternalism" vs. a logic of rights and social justice, the impact of the economic crisis, etc.). It also provides a number of policy recommendations for further discussion, which are:

- Promote systematic, Europe-wide data collection and research on the numbers, profiles and characteristics of migrants in domestic work, including the task they perform and their working conditions,
- Promote policy and legislative coherence, simplify and harmonize legislation to regulate the status of different categories of workers,
- Create spaces for multi stakeholder dialogue and exchange, involving migrant workers themselves,
- Adopt migration policies that recognize and address labour market needs in domestic work based on sound labour market assessments and job-matching mechanisms with strong public oversight and control,
- Support organization and representation strategies and initiatives targeting domestic workers and migrant domestic workers,
- Promote public awareness on the value of domestic work as real work and on domestic workers as workers with rights,
- Enhance skills recognition and qualification mechanisms,
- Promote and adapt professionalization policies for domestic workers which also target migrant populations.

The research component of the project can be considered as having delivered the expected results in terms of substantially contributing to the knowledge gap and identifying new features of the domestic work sector which were previously unknown.

With regard to the **training** component intended to increase the capabilities of stakeholders, the feed-back received from respondents to the survey tends to confirm the satisfaction survey done by ILO-ITC one month after the training. Participants recognize the added-value of the training provided, declare making best use of the knowledge acquired (examples are given in section 4.6 on Sustainability) and suggest a follow-up training course to be organized by ILO one year later.

In terms of **awareness raising**, the project did not entirely deliver to expectations; indicators mentioned in the LFM have not all been met (e.g. broadcasting of a video clip on TV channels has not taken place) or were not monitored (e.g. the number of downloads of the video clip from ILO's website remains unknown). The final dissemination event (Brussels conference) attracted 10 representatives from the trade unions and saw the participation of the European Trade Union Confederation, but lacked participation from national authorities. This was

pointed out by several respondents to the questionnaire sent to all participants who also mentioned that representatives of European Institutions (Parliament and Commission) were not all present during the whole conference and did not participate in discussions.

The extent to which the intended contributions to the SPF outcomes were attained is presented in section 5.1 (Conclusions).

Stakeholders' participation

(EQ: Did target groups/beneficiaries participate in the formulation and implementation?)

The design of the project has been made by ILO with the support of FIERI (Italy) and OyG (Spain).

During implementation, all partners and sub-contractors have been strongly involved in the design of the research methodology, with a particular input of INED (France) providing training on qualitative survey tools to all the research teams.

ILO-ITC prepared the training course with the necessary input of the research institutes supplying the reference material for case studies and panel discussions.

Other stakeholders have collectively contributed to the discussions during the national stakeholders meetings and the final conference in Brussels. On individual basis, stakeholders from different groups have provided a contribution during the research work (e.g. in France, INED interviewed institutions involved in employment policy, trade union representatives and government departments; similar stakeholders interviews were organized in the other countries).

Contribution to awareness raising on gender issues – Gender mainstreaming

(EQ: Did the project contribute to increasing awareness among local and national stakeholders on the gender dimension of migration? How is gender being mainstreamed? Has there been any effort to mainstream gender throughout the project?)

Domestic workers in Europe are largely women migrants and the work they do is often undervalued; traditionally societies do not recognize women work within households as real work.

The project document makes specific reference to the importance to address specific needs of migrant women and men and better understand the gendered dynamics that shape the migration process as well as the structure of the labour market along gender and nationality divides. The project objectives themselves are aimed at addressing gender inequality. Gender consideration, including attention to the situation of men in domestic work, has been central to the project throughout its design and implementation phases.

Project activities aimed at understanding, documenting and improving the situation of women workers in this sector, including how the policies tend to impact differently women and men. At the same time the project adopted a mainstreamed approach which is reflected, among other things in the choice to include male migrant domestic workers among the studied population in order to highlight the specific challenges they face and the different dynamics beyond their migration and professional experiences. Research also looked into how different migration policies have impacted the number and characteristics of migration for domestic work and the presence of female migrants in the destination country.

In addition to specifically analyzing the gendered causes and implications of migration for domestic work via the field research, efforts to mainstream gender throughout the project included:

- the elaboration of a training course and training materials that reflect the different situations and needs of women and men, including a specific training session on gender and migration;
- the participation of both women and men in seminars and events organized by the project;
- the use of gender sensitive language and images in all its publication and documents;
- the production of video and photographic materials specifically aiming at providing a positive image of migrant domestic workers and highlight the value of work that is unrecognized and undervalued.

National reports hence analyze the gender implication and include sex disaggregated data on migration for the purpose of domestic work.

The national stakeholders meetings, the training course in Turin and the awareness raising materials and the final conference in Brussels have been opportunities to disseminate this knowledge and create further awareness on the subject.

Integration of social partners

(EQ: In which areas of project implementation have social partners been meaningfully integrated?)

As stated above, social partners have been actively involved during the research work (bilateral consultations and national stakeholders meetings) and during the final project conference. In some cases, trade unions also provided contacts to migrant domestic workers to draw up the samples for the qualitative survey (e.g. SSPECfdt provided names of MDWs having requested support in various cases of exploitation).

4.4 Efficiency of resource use

Human Resources & financial allocations

The project management team has been set up in MIGRANT, in coordination with TRAVAIL in November 2011.

A research assistant was recruited to provide specific follow-up in the research component of the project and assist the project management in daily operations.

The budget allocation for human resources represented 48% of the total project budget. This includes ILO staff and researchers from the two partner organisations, as well as consultancy support.

Support from other ILO departments has been provided, in particular by TRAVAIL (co-management), ACTRAV (e.g. in the development of the training curriculum and in the identification of training participants), DCOMM (communication, dissemination, video production) and ITC (training).

Implementation constraints

(EQ: Have any constraints influenced the usage of the allocated budget? What were the main implementation difficulties and what was done to address them?)

Besides the main research related implementation constraint identified upon inception of the project (unavailability of comparable statistical data in all four countries), a number of

difficulties were faced by the research institutes to undertake the qualitative surveys; they mainly related to:

- The difficulty to identify informants among a largely hidden population of MDWs,
- Limited access to authorities due to the political context (new government in Spain, elections in France), and
- Limited communication with MDWs due to lack of knowledge of migrant's languages (this applied mainly for Belgium, where migrants from Bulgaria, Romania, Poland, Russia, Philippines, Gambia, Belarus, Ecuador, Nicaragua and Nigeria were interviewed).

In order to overcome these constraints, the necessary actions have been undertaken to find acceptable solutions (e.g. in Belgium, CeMIS worked with a group of multilingual international students; already introduced associations and/or trade unions were used to make contact with MDWs in Belgium and in France).

The budget allocation given to the partners and sub-contractors allowed 222 interviews to be made for the qualitative survey (the contractual target was set at approximately 60 interviews per country). Nation wide coverage could not be achieved to define the sample of MDWs to be interviewed (e.g. in Italy all interviews were made in Torino; Brussels and Antwerp were selected in Belgium).

Training in ITC was planned and budgeted for 25 participants; the budget provided to ITC was said to be adequate (ITC declares having been consulted by with ILO Headquarters for the preparation of the budget); in the end 27 participants attended the course.

In terms of selecting participants for the National Stakeholders meetings as well as for the final conference in Brussels, ILO had to deal with the political constraint of not being allowed to invite whoever was deemed to be of major interest; prevailing procedures indeed require ILO to follow pre-defined channels to organize official events.

Management performance

(EQ: Did the project management demonstrate the capacity to efficiently coordinate, administer and backstop the multi-partner project implementation arrangements? Were the management and coordination arrangements sufficiently clear, adequate and responsive to partners and beneficiaries needs?)

Project coordination was clearly going to be a challenge considering the different background, capabilities and methodologies of the four research institutes, to which were associated a training institute (ITC) and a trade union (ETUC).

Delays in implementation mainly resulted from the difficulties to find a common language among the research institutes to define the possible scope of the research work and the methodology.

ILO expected project partners to provide a significant input for the definition of the methodology (contracts stipulate among obligations to “participate in the definition of the research methodology”) which could have been made more efficient in providing a more precise framework right from the beginning. Decisions had to be made when opinions did not meet a consensus and project management could have been more influential in enforcing its own views to avoid delays in implementation.

Partners have been “managed” with a participative approach, but on basis of clear partnership and/or sub-contracting agreements, which are considered to be a good practice (and reported as such in section 5.3). Duties and deliverables were clearly specified, as well as allocated

budgets to perform the assigned tasks. Delays have indeed occurred (confirmed by the request for a project extension) for reasons already explained as well as for the need to translate, edit and print reports.

Despite these reported difficulties, outputs have been delivered and results achieved.

Commitment of project partners

(EQ: Did implementing partners and other actors and beneficiaries, show interest, commitment and support to project implementation?)

Originally conceived with two research partners (FIERI in Italy and OyG in Spain), ILO sub-contracted two research institutes in Belgium and France and closely associated them in the design of the research methodology and in the delivery of outputs. Sub-contractors have been “treated” like equal partners in project implementation and the commitment to perform in line with expected standards (and contractual obligations) has prevailed. The after-project commitment however varies as explained in the section on Sustainability (4.6), but this relates to the specific nature of the research institutes rather than on the partner/sub-contractor arrangements.

ILO-ITC has been very committed in preparing the training course and assigned a resource person for 3 months on intermittent basis to prepare the different training modules and participate in the organisation of the training.

ETUC has provided support to ILO Belgium in organising the logistics around the conference in Brussels, whereas other ILO offices have supported the project mainly in indentifying stakeholders for the national consultation meetings.

Internal ILO cooperation

(EQ: To what extent has the project collaborated and coordinated action with other relevant ILO Programmes and Units?)

The project made links with the project “Decent Work for Domestic Workers” (EU funded and implemented by ILO-ITC in partnership with ETUC and EFFAT) aiming at the conversion of precarious work into work with rights in promoting a rights-based approach to domestic workers. This project reaches out to some 40 trade union organisations from 15 selected Member States of the European Union, and will train around 100 participants among trade unions representatives. Synergies with activities promoted under this project have been built at the level of ITC in allowing the research teams to attend training sessions and establish contacts with trade unions. The project manager of the ITC lead project also shared project findings at the training session of the IMDW project, in particular in explaining the role of trade unions in the protection of MDWs.

The project also complements other ILO projects like e.g. “Advancing Decent Work for Domestic Workers” (2010-2012, Grand Duchy of Luxemburg funded) or “Going back – Moving on: Economic and Social Empowerment of Migrants (2009-2012, EU funded) which also aimed at improving the condition of migrant workers in European destination countries, in particular Thai and Filipino women migrant workers.

In more general terms, the project also built on existing, institutional processes and initiatives, as well as on ongoing ILO activities on domestic work, migration, labour market integration and non-discrimination, e.g. in supporting the ratification process of Convention 189. In this respect, the project received adequate support from the Inclusive Labour Markets, Labour Relations and Working Conditions Branch, the Gender, Equality and Diversity Branch, the

Labour Migration Branch, the Department of Communications and the ILO offices in Brussels, Madrid, Paris and Rome.

Project inputs

(EQ: Were inputs delivered in a quality and timely fashion?)

Project inputs were delivered as planned. It might have been appropriate to appoint a full time CTA to manage and supervise project implementation rather than assigning the management task to an existing staff member of ILO already in charge of other duties. This however, had not been budgeted for in the original project design which only referred to *a light managerial structure*. The choice to use an ILO staff member already responsible of relevant issues however allowed significant synergies with other projects and ILO initiatives on the subject.

Gender expertise

(EQ: Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?)

Specific gender expertise has not been purposely recruited for the project, but input has been received from the Gender, Equality and Diversity Branch of ILO. Statistical data provided in the background information of the research studies is gender disaggregated whenever it was possible. Interviews were held with men and women, but the analytical work focused on features of female migrant domestic workers who represent 80-90% of the sector according to different statistics available².

Resources allocation

(EQ: Have resources been spent as economically as possible in relation to outputs and benefits? Have project results been generated with the best possible allocation of resources (funds, expertise, time, etc.)?)

The resource allocation among the project partners and sub-contractors has been well dealt with as shown by the respective agreements and contracts reviewed during the evaluation. The initial time plan proved to be too short due to the delays incurred during the first months of implementation.

Project progress and performance monitoring

(EQ: How effectively did the project management and ILO monitor Project performance and results?)

At the time of the present final evaluation, only one progress report has been produced by the project:

- Interim narrative report (15 November 2011- 30th March 2012).

A short update on activities was submitted to the EU in January 2013 with the request for a no-cost extension. The final project report was not yet available at the time of the present evaluation.

² 83% according to ILO publications

Within ILO, overall project monitoring was ensured by PARDEV, also in charge of relations with the European Commission. At project level, monitoring progress of implementation was part of the project manager's responsibilities, while the Project Steering Committee (PSC) also formally convened three times to monitor progress.

The roles and responsibilities of the PSC in terms of monitoring progress however were not specified in the grant application which only refers to the creation of a PSC involving all projects partners without defining its role.

A methodical results measurement system has not been put in place and direct (immediate) impact of activities has not systematically been monitored (e.g. it would have been useful to assess the immediate impact of the distribution of the "Know your Rights" hand-out or to analyze the direct impact of the photo contest). The project facilitated exchange of information in setting up a Knowledge Sharing Platform (KSP) which was designed to allow project partners and sub-contractors to share documents and information. All background and working documents were uploaded on the platform, but the use of the KSP as a discussion forum did not really take off, as stated by project management and confirmed by project partners.

Project management applications have been used to track progress in implementation (time wise), and presentations of progress in project implementation were made by the project team and the research partners at each project coordination and research advisory committee; a performance plan was however not developed.

The team presented a table of activities and partners agreed on deadlines. The project was monitored through this regular and continued exchange with partners, the sharing of meeting minutes and agreed implementation milestones as well as by the request of periodic narrative and financial reporting from project partners and subcontractors. Partners did submit interim financial and narrative reports which were subject to the different payments.

Close technical follow-up and/or monitoring by DG Home Affairs has been rather limited. Communication with the European Commission mainly focused on contractual and financial issues; reporting to the EC has been made in line with contractual obligations. EU officials participated in the project's final conference.

4.5 Sustainability of the intervention

Sustainability of results

(EQ: Did the project produce results that are likely to be sustained for an extended period after the external assistance? How are the project results likely to be sustained?)

The sustainability of the project mainly lies in the use which will be made of the four research studies and of the synthesis note providing policy recommendations, as well as in the practical use made of knowledge acquired by participants in the training course.

Further developments can realistically be expected from the networking effect, as the different stakeholders involved in the activities were able to initiate new contacts and establish new communication lines (e.g. between "employment" authorities and "migration" authorities which often never actually communicated).

While the added-value of the research studies has been established, it will be of extreme importance to deliver the documents to the right hands. Promoting the ratification of Convention 189 certainly is one of the main goals, but at a more operational level, the studies and the synthesis note provide valid tools for associations and trade unions to support their

work in promoting the rights and the integration of MDWs. They also provide the opportunity to authorities to better understand the problems and challenges faced by MDWs, which eventually will guide them in providing a better legal framework for their integration.

Post-project dissemination will be very important and needs to be seriously considered. While the project design document does not include any post-project dissemination plan, it can be expected that ILO offices in the different countries will have an important role to play in order to ensure a correct distribution to key players, while at the same time ensuring the necessary support beyond the mail box function.

Some, but not all, of the project partners and sub-contractors have declared their intention to disseminate the results of the research work and make use of the findings in further initiatives. This is for example the case for FIERI in Italy working on a “Health and Access to Health” project focusing on MDWs, and for CeMIS in Belgium contacted by the Ministry of Labour after the conference in Brussels in order to discuss the findings of their report in more details.

At ILO level, the project results will feed into another larger scale EU funded project “Global Action Programme on Migrant Domestic Workers and their families” which aims at further enhancing the knowledge base on migration in global care chains, raising awareness on MDWs’ human and labour rights and building capacity to protect, support and empower migrant domestic workers at all stages of the migration cycle.

In terms of **sustaining the results of the training** provided, reference can only be made to the statements made by participants through the questionnaire circulated as part of the evaluation process. Several developments have already been reported, among which:

- Sharing the acquired knowledge in different national and local networks which have decided to join efforts to have “more impact in the Spanish Society regarding dignifying domestic work and asking the Spanish Government to ratify the 189 ILO Convention”
- Modules of the training have been replicated in a workshop with a micro credit cooperative of Philippine women in Greece
- Information has been shared by Caritas with all international branches encouraging them to do advocacy work for the ratification of Convention 189. Caritas also organised an event in Rome with an ex Minister and representatives of migrant domestic workers unions. Caritas India did the same and some other Caritas organised other events, all in the framework of the ITUC 12 by 12 Campaign for domestic workers.

Another important way to maintain the benefits of the training modules developed is the fact that ITC has uploaded all modules on its website in order to facilitate access to other interested parties.

On a different note, it is worth mentioning that the project has received attention beyond the European Union; ILO has been requested to present the results of the research at a knowledge sharing workshop with the view to provide technical assistance to the government of Brazil on social protection regulation of domestic work.

Long-term effects of the project

(EQ: What are realistic long-term effects of the project?)

The project has generated innovative findings which add to the already existing knowledge and is to be seen as part of a larger “puzzle” rather than being an isolated initiative which could possibly lead to long-term effects on its own. For example, in terms of information, having

identified how working trajectories of migrant workers further develop after their first entry into the domestic sector provides interesting information as such, but increases in value when analyzed in parallel with an analysis of working relationships between employers and workers; in terms of impact prospects, recommendations provided in the research studies will not automatically imply that suggested ideas will be implemented, but rather imply that action is taken by stakeholders at different levels to promote the suggestions at the right place.

The studies provide an additional tool to associations and trade unions defending the MDWs and the project as a whole supports the efforts undertaken in all countries towards the ratification of Convention 189 which undeniably will have long-term effects.

Project partner capabilities

(EQ: How far has the capacity of partner institutions and services been strengthened and what needs to be done to enhance this in the future?)

The training course was well prepared and has been adequately delivered; this has been confirmed by 93% of the participants in ITC's own post-training evaluation. The same evaluation however concluded that participants felt that they did not have enough information to understand whether the training would meet their learning needs and indicated a desire for more in depth knowledge about the content before arriving in Turin.

One month after the training, participants declared that the training had allowed them to develop their competence mainly in data understanding and analysis, and in individual situation analysis and problem solving. Capabilities to support the effective organisation of migrant domestic workers were not reported to be significantly improved.

The present project evaluation taking place 6 months after the training, it was interesting to try finding out if capabilities have indeed been enhanced through the training, which the questionnaire attempted to find out.

From the responses received, it can be said that two main benefits emerged:

- a better knowledge of laws and conventions has allowed participants to support MDWs in their social mobilisation and advocacy;
- associations declare having become more efficient in counselling and problem solving.

Several participants also expressed the wish to have a follow-up training course organized within the coming year to compare progress made in the different countries and receive an update on laws and conventions.

Expansion or replicability - Further intentions

(EQ: Are there elements for actual and potential expansion or replicability of the project to other areas or regions? Will ILO and the other implementing partners carry forward the project's results after funding has ended?)

Replication of the same studies in other countries might not necessarily result in much more innovative findings, but more precise sector approaches could; in this respect the research study on the health sector in which FIERI is engaging could be of interest.

Of high importance and interest would be complementing the qualitative surveys done with interviews specifically targeting employers of MDWs. Employers were actually included as potential informants in the research methodology of this project, but in reality not significantly taken up in the samples, either because no employers could be contacted or because the research institute deliberately decided to ignore them.

Further intentions of ILO, project partners and other stakeholders have already been mentioned in terms of dissemination and replication (of the training); additionally it is worth mentioning an upcoming UN Conference in New York (October 2013), during which ILO plans to present the findings of the research studies as well as the policy recommendations made at a side event to the High Level Dialogue on Migration and Development. This side event on Migrant Domestic Workers will be another opportunity for representatives of governments, international organizations, employers' and workers' organizations and civil society to raise awareness, share experiences and presenting initiatives seeking to promote decent work for domestic workers.

Similarly the project "Global Action Programme on Migrant Domestic Workers and their families" now being implemented by ILO includes another research component focusing on qualitative and quantitative data on migrant domestic workers based on five selected "migration corridors"; findings made in the framework of this programme will complement those of the four European countries analyzed in IMDW project.

4.6 Unanticipated results

Unforeseen effects – Superior impact

(EQ: Did the project have any significant (positive or negative) unforeseen effects? What could have been or could be done to enhance or mitigate them so that the project has a greater overall impact?)

No unforeseen effect of the project could be identified during the evaluation. The project delivered in accordance with expectations and its impact would not have been enhanced in using different methods than those applied.

The representation of trade unions and public authorities in the different events, in particular the training activity, could have been more important; the project team indeed reported that it has been difficult to attract participants from these organizations/institutions. The evaluator does not think that this difficulty was specifically related to the nature of this project as similar difficulties are observed in other projects, in particular in developed countries where public authorities do not consider training as a genuine necessity.

4.7 Alternative strategies

Overall assessment of the validity of the project strategy

(EQ: What is the overall assessment of the validity of the project strategy and would there be a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?)

Considering both the time and financial allocations of the project, the strategy chosen by the project team appears to be justified and appropriate to achieve the objectives.

Combining research with training and dissemination (awareness raising) is a well-founded approach to support dialogue and generate policy discussions.

As already stated, the research methodology has been adapted to deal with the unavailability of comparable statistical data in the four target countries. The need for more statistical data remains to fill the knowledge gap which originally justified the existence of the project. The qualitative research provides a noticeable added-value, but launching a research study

focusing only on statistical analysis of the domestic work sector would add to findings of the IMDW project. This however is likely to require more time and greater funding.

5 Conclusions

5.1 Conclusions

The research work has allowed quality studies to be delivered which provide adequate reference material to promote policies.

The project also provided resourceful training for the different target groups, in particular for associations reaching out to migrant domestic workers.

The overview of key achievements confirms that important results have been attained in all areas, that the results provide a real added value and that there is a good potential for longer-term outcomes to be generated if results are well sustained.

Overall, the project's contribution to the intended Outcomes of the Strategic Policy Framework (SPF) and the ILO Programme and Budget 2010-2011 and 2012-2013, are the following:

Outcome	Intended contribution	Actual contribution
Outcome 5 on working conditions (<i>"better and more equitable working conditions"</i>)	Address specific needs of young migrants and women	The research studies have identified a number of issues which feed into the advocacy activities of associations defending the rights of MDWs
Outcome 7 on Labour Migration (<i>"better protection and better access to productive employment and decent work"</i>)	Promote admission policies that favour integration of third-country nationals	Recommendations have been made in the research studies and in the synthesis note with regard to admission policies favouring integration
Outcome 10 on Workers' organizations (<i>"strong, independent and representative organizations"</i>)	Mobilize social partners, civil society and diaspora organizations	National stakeholders consultation meetings have been organized in all 4 countries and social partners, civil society and diaspora organizations have participated in the training as well as in the closing conference
Outcome 13 on Decent Work in Economic Sectors (<i>"sector-specific approach to decent work"</i>)	Dissemination and advocacy for "decent work for domestic workers"	Dissemination material promoting decent work for domestic workers as well as a better recognition of the domestic work sector has been produced and disseminated
Outcome 18 on International Standards (<i>"ratification and application of conventions"</i>)	Support the ratification of Convention 189 and the implementation of	Information provided in the research studies and recommendations made for

	Recommendation 201	the ratification of C189 contribute to the process.
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The project results also contribute to the specific aims of chapter III (Strengthening technical capacities) of the SPF, in:

- expanding the knowledge base (Result 1): qualitative research studies are available and contribute to the knowledge gap;
- fostering partnerships and communication (Result 2): the different events organized during implementation (national consultation meetings, training, conference) have allowed new communication lines to be established between social partners typically distant from each other;
- building the capacity of constituents (Result 3): training has been provided to 27 participants from 13 countries; trainees came from different associations supporting domestic workers, research institutes, trade unions, diaspora organizations and public authorities.

Resources have been used in an efficient way, implementation constraints have been correctly addressed, gender issues have been taken into consideration and implementing partners and sub-contractors have been extremely committed.

Project coordination could have benefited from a stronger management approach and a better performance monitoring system (section 4.5). Being the lead contractor, ILO could have shown stronger leadership despite the chosen participative management approach and make decisions on behalf of all partners when discussions did not allow reaching a consensus. This has been acknowledged by project management and brought up to the evaluator by several project partners.

The evaluation has allowed identifying where improvements can be made, but also areas providing the basis for lessons learned and good practices.

5.2 Lessons Learned

The main lessons learned from the project identified by the evaluator and confirmed during the various meetings and field visits are the following:

1	Inaccurate assumptions in the project design impede instant and comprehensive implementation of proposed strategies	An incorrect assumption made in the project design (the availability of comparable statistical data in all target countries) led to the revision of the initial approach. The proposed budget did furthermore not make any provision for costly dissemination activities (broadcasting on TV channels) assumed to be free; this resulted in the non-implementation of this activity.
2	Designing a research project requires informed input from researchers/sociologists as well as an interdisciplinary approach, including a practitioner/policy	It took a long time to project partners to agree on the research methodology. In addition to the revision of the research approach, the absence of a more precise framework resulted in lengthy discussions reported by all partners. The involvement of a sociologist during the design process might have provided a better starting

	oriented designer	point.
3	Efficient coordination of project partners with different principles requires a basic framework to be defined and strong leadership	Research institutes in different countries have different values and attitudes which often make it difficult to reach consensus on all issues. Within a given framework (defined in the design) a lead contractor has to impose its views and make decisions when agreements cannot be reached. The lack of strong leadership has been a weakness of the project which has resulted in activities being delayed.
4	Project partners do not always have the same capability to implement activities	Project partners were all very committed, but did not seem to have equal capabilities to engage in the research on basis of the agreed methodology; this required additional training (as reported in the Interim report). All partners did not confirm this need, but it is correct that training and material development is essential to ensuring that all partners are able to provide quality services and submit reports in line and on time with project requirements.
5	Mobilizing public authorities to attend training courses remains a challenge	Public authorities have been mobilized in a satisfactory way for the national consultations meetings, but their participation in the training was very limited. This is not particular to this project, but reminding this once more as a lesson learned will possibly draw attention to the need to address the issue in an innovative way in future projects
6	The involvement of stakeholders in policy debates during project implementation is likely to have a positive impact in terms of sustainability of results and enhancing synergies with other relevant initiatives.	All stakeholders have been strongly involved in policy debates, in particular through the national consultation meetings/workshops which have been found to be of major interest by all parties. These meetings have created a certain degree of ownership among stakeholders which is reflected in further planned initiatives.

5.3 Good Practices

Good practices having emerged from the project are:

1	The interlinking nature of activities related to the three main results (increased knowledge – awareness raising – capacity building) in project implementation	Combining research with training referring to the results of the research, and dissemination (awareness raising) is a well-founded approach to support dialogue and generate policy discussions. In this respect, the design of the project was well conceived and implementation has followed the
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		proposed sequence in a very efficient way.
2	The formalisation of cooperation agreements with all implementing partners and sub-contractors	Agreements and/or contracts have been signed with all institutes involved in the research work, specifying terms and conditions, as well as duties and deliverables in line with project requirements. This has avoided misunderstandings during implementation and should ensure a correct transmission of accounts.
3	The cooperation with other ILO projects	The project has made best use of the ILO-ITC led project “Decent Work for Domestic Workers” focusing on trade unions from 15 Member States of the EU. Synergies with activities promoted under this project have been built at the level of ITC in allowing the research teams to attend training sessions and establish contacts with trade unions. The project manager of the ITC lead project also shared project findings at the training session of the IMDW project, in particular in explaining the role of trade unions in the protection of MDWs.
4	The involvement of all social partners in the research part of the project (National consultation meetings)	The research process has involved all social partners through bilateral consultations and national consultation meetings which have generated interesting discussions and ideas. They have also allowed social partners to engage in new communication lines which were non-existing before.
5	The provision of quality support of a broad range of ILO specialists and of ILO offices in the target countries	The project received adequate support from the Inclusive Labour Markets, Labour Relations and Working Conditions Branch, the Gender, Equality and Diversity Branch, the Labour Migration Branch and the Department of Communications. ILO offices have supported the project mainly in identifying stakeholders for the national consultation meetings and logistics to organize these meetings, as well as the conference for ILO Brussels.
6	The delivery of a well-prepared training by means of a three-phase approach and the creation of an e-learning platform allowing access to training modules to a wider audience	The training approach has been praised by the participants who also expressed their entire satisfaction with the training modules delivered. The upload of training modules on an e-learning platform will facilitate access to audiences which have not been directly participating in the training and possibly compensate for the lack of participation of public authorities.

5.4 Recommendations

Based on the above analysis and conclusions, the evaluator would like to present the following recommendations:

1	Involve specialized expertise at the design stage (e.g. sociologists when preparing research projects)	<p>The analysis of the design (section 4.1) has identified a weakness in the absence of a precise framework for the research studies, as well as inappropriate assumptions. Interviews with project partners have furthermore revealed that lengthy discussions had to take place to agree on terminologies, which has resulted in delaying the definition of the research methodology.</p> <p>Involve specialised expertise when designing projects in which ILO has limited background.</p> <p>In the case of research projects, it is for example important to define precise methodologies in the project design, to make correct assumptions, to make use of the correct terminology which often differs from one research institute to another, to define a framework for the research, to ensure the feasibility of the proposed approach, etc.</p> <p><i>Addressed to ILO – High priority – Limited financial resources required</i></p>
2	Design the Logical Framework Matrix with clear and quantified indicators and realistic assumptions (especially for EU funded projects)	<p>Section 4.1 also provides an analysis of the LFM which shows weaknesses at the level of indicators.</p> <p>As part of the design process, special attention needs to be given to the design of Log frames and to the definition of Objectively Verifiable Indicators (OVIs).</p> <p>OVIs should be realistic, measurable and directly relate to the activity and result they are defined for. The involvement of specialized expertise in the design of projects will facilitate this process.</p> <p><i>Addressed to ILO – High priority – No financial resources required</i></p>
3	Ensure strong leadership & monitoring of activities, including performance measurement, when multiple partners are involved in project implementation	<p>Management performance and project progress and performance monitoring (section 4.4) have not been optimal.</p> <p>Strong leadership and close performance monitoring has been somewhat missing in the project, which resulted in delays and sometimes no respect of given deadlines. The participatory management strategy adopted in this project did not prove to be the most suitable option, especially when project partners have little or no earlier common working experience.</p> <p>It is therefore recommended to ensure strong</p>

		<p>leadership & monitoring of activities, including performance measurement, when multiple partners are involved in project implementation</p> <p><i>Addressed to ILO & Project Managers – High priority – No financial resources required</i></p>
4	In further projects aiming at promoting policies, encourage and facilitate more dialogue during dissemination events	<p>The final conference during which research results were presented did not allocate sufficient time for discussions and debates (see section 4.3). This happens in all conferences and can be improved through a better (stricter) organization, allocating more time for the event as well as the use of a professional conference facilitator.</p> <p><i>Addressed to Project Managers – High priority – Limited financial resources required</i></p>
5	Define a clear post-project dissemination and follow-up strategy of project results	<p>The project design did not elaborate on a possible post-project dissemination and/or follow-up strategy which is important to capitalize on the results of the project (section 4.5).</p> <p>In addition to a targeted distribution of the project documents, it could be interesting to organize a follow-up meeting in each country with government officials, experts, migrants organisations, trade unions and employers organisations to discuss the way forward based on the national reports (Belgium for example has not yet signed the Convention 189 and the modifications the government wants to make in national legislation are minimal. ILO could push for a national meeting and try to put forward some of the general recommendations).</p> <p><i>Addressed to ILO – High priority – Limited financial resources required</i></p>
6	Consider the possibility of involving selected participants of the ITC training in the training component of the new project “Global Action Programme on Migrant Domestic Workers and their families”	<p>Several participants in the training in Turin have expressed their interest to have a follow-up session organized to compare progress and be updated on new developments.</p> <p>It might be a good opportunity to invite some of the participants to training organized in the framework of the new “Global Action Programme on Migrant Domestic Workers and their families”, either as observers (for their own benefit) or as informants to share their experience with new trainees (for the benefit of new trainees and their own)</p> <p><i>Addressed to ILO & ITC – Medium priority – Limited financial resources required</i></p>
7	Complement the qualitative survey based on MDWs interviews with a similar survey	<p>The research work has been based on interviews with MDWs, leaving aside the opinions of employers which would be important to take into consideration to have</p>

	based on interviews with employers of MDWs	<p>a more complete picture.</p> <p>Such a survey might certainly be difficult to organize due to the potential reluctance of employers to come forward, but from discussions with associations it appears to be feasible as their “clients” may be able to mobilize employers.</p> <p>Complementing the qualitative survey based on MDWs interviews with a similar survey based on interviews with employers of MDWs would provide interesting information on employers’ concerns and motivations related to the MDWs’ integration.</p> <p><i>Addressed to ILO – High priority – Additional financial resources required</i></p>
8	Seek further funding to fill the knowledge gap with focused statistical labour market analysis based on representative samples	<p>The need for more statistical data remains to fill the knowledge gap which originally justified the existence of the project. In most countries, little accurate data exist on the number and profile of domestic workers in general and migrant domestic workers in particular, let alone irregular migrant domestic workers.</p> <p>Qualitative research indeed provides relevant insights in how processes and events can influence labour, migration and social trajectories of migrant domestic workers and how those trajectories are intertwined, but it remains difficult to define exactly what trends and changes result from specific policy measures in the field of migration or the domestic work sector. To know about the existing needs and learn from previous policies directly or indirectly affecting the migrant domestic work sector, such quantitative information is necessary.</p> <p>Further funding needs to be provided to undertake additional research and complete the qualitative findings with a quantitative analysis.</p> <p><i>Addressed to ILO – High priority – Important financial resources required</i></p>

No particular recommendation is made with regard to gender equality and promotion, which the evaluator considers to be correctly addressed by the project.

Appendices

Appendix 1: Terms of Reference for the Evaluation

RER/11/01/EEC

Promoting Integration for Migrant Domestic Workers in Europe

Final Independent Project Evaluation

I. Project information

TC Symbol: RER/11/01/EEC

Project title: Promoting integration of migrant domestic workers in Europe

Responsible Administrative and Technical Unit: MIGRANT

Type of Evaluation: Final, independent evaluation

Donor: European Fund for Integration (EC)

Budget: € 1,055,288.65

II. Project background and context

PROJECT RATIONALE AND STRATEGIC APPROACH

ILO Convention 189 on "Decent work for domestic workers" acknowledges that domestic work "continues to be undervalued and invisible and it is mostly carried out by women and girls, many of whom are migrants [...] therefore particularly vulnerable to discrimination in respect of condition of employment and of work, and to other abuse of human rights". Evidence confirms this for Europe and shows that domestic workers provide indispensable services to families, insufficiently available due to shrinking social welfare budgets and demographic changes of EU societies. Migrant domestic workers - often in irregular migratory and/or employment status - carry out a wide range of tasks with high responsibilities over the wellbeing of non-autonomous family members.

Today, virtually no European country has admission policies that foresee regular entry channels for the purpose of employment in the domestic sector, where skills shortages are generally not recognized. Labour market analysis, and consequently the existence -or not- of labour shortages in this specific sector are rarely, if at all, available and the situation of migrant workers here employed remains largely unexplored, anecdotal or limited to cases of extreme exploitation that are brought to justice, which risks to provide a partial picture of reality. This project addressed some of this knowledge gap by action-oriented research, subsequent evidence-based recommendations and capacity building support to relevant national and local actors for effective policy making. The assumption was that MDWs face specific integration challenges which require specific policy measures. On the other hand, results from this pilot project could feed into a broader policy discussion on low skilled migrants in Europe.

Understanding the interrelation between migration, employment regulation and the labour market dynamics behind migrant domestic workers' fluxes, is key to a comprehensive and coherent policy response. Migration regimes directly and indirectly affect migrants' working conditions and shape a distinct pattern of occupational allocation between national and non-nationals, women and men, and therefore impact their opportunities for successful integration. In line with the European corpus of policies and laws on integration, the proposed project fits within the objective of "promoting the gender perspective, finding new ways to recognize qualifications, training or professional skills and work experience of the immigrants, and promoting equity in the labour market in order to avoid segmentation" (Zaragoza Declaration).

Project partners are very well placed to reach out to a wide network of actors and serve as valuable source of information and practical know-how for the development and implementation of targeted actions in this field.

PROJECT OBJECTIVES

The project aimed at expanding the knowledge base on the possible integration outcomes of admission and employment policies for Migrant Domestic Workers (MDW) - who are usually low-skilled- and enhance stakeholders' capacities to identify and remove barriers to their socio-economic integration. The project fits in and builds on the ILO activities in support of the ratification and implementation of the new ILO instruments on Decent Work for Domestic Workers (Convention 189 and Recommendation 201). At the same time, the project responds to the following specific objectives of the EC Integration Fund:

- Improve knowledge of the impact of implementation of admission legislation on integration processes;
- Improve knowledge of the links of different patterns of migration on integration of third country nationals;
- Promote admission policies that favour integration of third-country nationals.
- Address specific needs of young migrants and women
- Improve the local services to adjust to different target groups, such as women, children and youngsters

PROJECT COMPONENTS, MAIN ACTIVITIES AND EXPECTED RESULTS

Result 1: Expanded, empirically based, knowledge on the characteristics, dimension and patterns of migration for the purpose of domestic work in the EU and possible impact on the integration outcomes

1. With a view to addressing the knowledge gap about the current situation of migrant domestic workers in Europe and identify practical ways to support their integration, the project has produced 4 country case studies on the subject covering Italy, Spain, France and Belgium. Methodologically, each study consisted of: a sample survey in 1 or 2 cities (for comparability of results); analysis of available national administrative data and LFS originated data; desk review on law and practices; mapping and assessment of available services.
2. One synthesis report with concluding recommendations for policy making, in particular with a view to identifying admission practices with potential positive integration implications for domestic workers.

Result 2: European social partners and other relevant stakeholders have enhanced awareness of the main challenges - socio-economic factors as well as aspects of current national policy and regulatory frameworks that affect integration of migrant domestics workers and the need of protecting their rights

1. Building on the research component and on project partners' capacity and experience to reach out to and successfully mobilize key actors for socio-economic integration, the project has produced practical information tools on the subject, video clips for advocacy purposes and promote face to face exchange of information and knowledge among relevant stakeholders, including an awareness raising event in Brussels.

Result 3: Relevant stakeholders have enhanced capacities to identify the main challenges, design and implement policies and programmes to remove the barriers to the effective socio-economic integration of migrant domestic workers

1. The project has capitalised on the research findings, partners experience and expertise, as well as the specific "momentum" coinciding with the adoption of the ILO Convention on DW, to institutionalize this wealth of information into a specific training curriculum, which will complement the other relevant training courses on migration management, non-discrimination, and Domestic Work offered by ITC. It builds on the recently developed ITC e-learning methodology that complements traditional face-to-face training, with online support before and after Turin course.

PROJECT IMPLEMENTING PARTNERS

The project was implemented by the ILO and ITC-ILO, in collaboration with the following partners:

- Forum Internazionale ed Europeo di ricerche sull'Immigrazione FIERI (Italy) : <http://www.fieri.it/>

- Fundación José Ortega y Gasset-Gregorio Marañón (Spain): <http://www.ortegaygasset.edu/>
- Institut National d'Etude Démographiques –INED (France) : <http://www.ined.fr/>
- Centrum voor Migratie en Interculturele Studies – CeMIS (Belgium) : <http://cemis.ua.ac.be/>
- European Trade Union Confederation ETUC (Belgium). <http://www.etuc.org/>

PROJECT DURATION

The project duration was of 21 months (November 2011- August 2013).

PROJECT MANAGEMENT ARRANGEMENTS

The project was managed by a part-time project manager based in MIGRANT, in charge of the overall management and coordination of project activities, with the support of a part-time research assistant. Ad hoc technical advisory services were provided by TRAVAIL and training activities implemented in strict collaboration with ITC-ILO.

The four above-mentioned research institutes were responsible for research activities in Belgium, Italy, France and Spain. The research partners worked under the coordination of the project manager to develop and agree on a common research methodology and have maintained regular contacts throughout the project to coordinate research activities. To this purpose, monthly online coordination meetings have been arranged, including through an ad hoc knowledge sharing platform. Face-to-face research and project coordination meetings have been organized on an ad hoc basis.

III. Evaluation purpose and scope

PURPOSE

Conduct an independent final evaluation of the EU-supported technical cooperation project “Promoting Integration of Migrant Domestic Workers in Europe”. In line with the Donor requirements for project evaluations, a final evaluation must be conducted to assess project success in effectively achieving its intended objectives. The project ends on 15 August 2013.

The Final Evaluation will provide:

- An overview of the activities and outputs of the project;
- An assessment of the results achieved vis-à-vis the project immediate objectives; and
- Insights and lessons regarding the effectiveness of multi-partners and multidisciplinary approaches to migration and domestic work.

These findings would be invaluable in informing and thus enhancing the effectiveness of ILO's and the EC's future work on migration and domestic work. The primary users of the review and evaluation results are MIGRANT and its implementing partners, and the EC. ILO HQ units engaged in work on domestic workers, as well as PARDEV, PROGRAM and the donor, will benefit from the lessons learned.

SCOPE

The final independent evaluation is planned for August-September 2013 and is expected to provide recommendations on future steps to consolidate progress, ensure the achievement of objectives, and advance the policy debate on migrant domestic workers. The total duration of the evaluation will be for a total amount of 17 working days.

The evaluation will mostly focus on the 4 target countries covered by the project (i.e. Belgium, France, Italy and Spain), as well as the project activities with broader European (EU) geographic scope. The project targeted

ILO constituents, including local actors, civil society organizations, including migrant and domestic workers associations as well as the academia.

The evaluation will cover project design, implementation and performance. It will include recommendations for future development and follow-up in terms of focus and strategy for future interventions on migrant domestic workers in European and other countries. The evaluation report should be finalized by 30 September 2013.

In line with the project strategic approach and focus, the evaluation will integrate gender equality as a cross-cutting concern throughout its methodology and all deliverables, including the final report.

Evaluation criteria and questions

The project had a specific focus on migrant domestic workers, mostly a population of female migrants. Its interventions strategy was hence designed to address women-specific needs while including aspects related to the situation of men in domestic work. Gender mainstreaming and women-specific focus should be part and parcel of the evaluation criteria and questions. In this regard, the evaluation should assess:

- **Relevance** of the objectives and project strategic approach, including vis-à-vis the EU's goal to achieve a balanced, comprehensive and common migration policy in particular under its Global Approach to migration and mobility renewed in November 2011
- **Effectiveness** of strategies to meet this objectives, including the extent to which results contributed or not toward gender equality
- **Efficiency** in the utilization of resources including the extent to which project financial and human resources concretely addressed gender equality and women empowerment specifically.
- **Impact** of interventions at different levels, including the longer term effects in term of advancing women empowerment and reducing gender discrimination for migrant domestic workers.
- **Sustainability** of outcomes and impacts taking a short, medium and long term perspective.

The evaluation should comprise, but not necessarily be limited to the following aspects and questions:

a) Quality, clarity and adequacy of **Project Design**:

- Has the problem been clearly identified and assessed?
- Have the project development and results, as well as the target beneficiaries, been clearly identified and realistically set?
- Was the project strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)
- Was the foreseen timeframe realistic to achieve the expected results?
- Was the project management structure, including the relation with partners and external actors, sufficiently clear and realistically designed?

b) Efficiency and adequacy of **Project Implementation**:

- Did the project execution focus on the achievement of objectives?
- Did the project management demonstrate the capacity to efficiently coordinate, administer and backstop the multi-partner project implementation arrangements? Were the management and coordination arrangements sufficiently clear, adequate and responsive to partners and beneficiaries needs?
- Did implementing partners and other actors and beneficiaries, show interest, commitment and support to project implementation?
- To what extent has the project collaborated and coordinated action with other relevant ILO Programmes and Units.

c) **Project Performance**, in terms of relevance, effectiveness, efficiency, sustainability of results, unanticipated effects and alternative strategies, both in qualitative and quantitative terms.

- **Relevance:**
 - Was the project relevant to ILO objectives and priorities? And to the EU priorities and objectives in the area of integration/migration and gender equality?
 - Were the project objectives consistent with the target group's priority?
- **Effectiveness:**
 - Did the project deliver expected results, (quantity and quality as compared with workplan and progress towards achieving the results)?
 - Did target groups/beneficiaries participate in the formulation and implementation?
 - Did the project contribute to increasing awareness among local and national stakeholders on the gender dimension of migration?
- **Efficiency**
 - Were inputs delivered in a quality and quality and timely fashion?
 - Was the management efficient in ensuring timely delivery of quality outputs and address problems and concerns?
 - Have resources been spent as economically as possible in relation to outputs and benefits?
 - Was reporting and monitoring systems adequate?
 - What were the main implementation difficulties and what was done to address them?
- **Sustainability**
 - Did the project produce results that are likely to be sustained for an extended period after the external assistance?
 - How far has the capacity of partner institutions and services been strengthened and what needs to be done to enhance this in the future?
 - Are there elements for actual and potential expansion or replicability of the project to other areas or regions?
- **Unanticipated results**
 - Did the project have any significant (positive or negative) unforeseen effects? What could have been or could be done to enhance or mitigate them so that the project has a greater overall impact?
- **Alternative strategies**
 - What is the overall assessment of the validity of the project strategy and would there be a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?

d) Lessons learned:

The evaluation is expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The evaluation report should contain a section on lessons learned which summarizes knowledge or understanding gained from experience related to the ILO project intervention. Lessons learned can highlight the strengths and weaknesses of interventions to improve quality of delivery; contribute to sharing innovative responses to potential challenges; and/or allow practitioners to reuse lessons from previous experience into the design of future projects.

e) Findings and recommendations:

- The evaluation is expected to assess the overall project results based on the established rationale, strategy, methodology and criteria, and determine the extent to which these results address the identified problem and the context and constraints.
- Based on the findings and analysis, the evaluation should recommend strategy adaptations or revisions for eventual follow-up actions.

IV. Evaluation methodology

This evaluation will include online surveys, a desk review of available materials and interviews (including focus group discussions) with key stakeholders and partner organizations.

The evaluator will receive all relevant project documents, progress reports and other relevant written material. He/she will be briefed by ILO responsible staff. Based on the desk review and briefings, the evaluator shall present an inception report specifying the evaluation methodology and/or evaluation instruments (interview lists and guides, questionnaires and sampling) to be used in a short inception report prior to conducting the evaluation. Any revisions to the evaluation criteria and/or questions could be proposed in the inception report, and will be discussed between the evaluator and the Evaluation Manager before any action is taken to put these changes into effect. The timing and approval of the inception report shall constitute the first output of listed output in the TOR. Sources and methods for data collection, data analysis and reporting are required.

Individual interviews and focus groups with project implementing partners and stakeholders will be carried out at the minima with: relevant ILO staff, project partners in the four selected countries, selected stakeholders (e.g. trade union participants, domestic workers organisation), national ILO offices, and project managers from the EC.

The evaluation will take a participatory approach. A draft report will be produced submitted to the ILO and to the implementing partners for comments and feedback.

A final report will be therefore submitted to the ILO reflecting any feedback or correction from parties concerned. The expected output of the evaluation is a concise report of about 15-20 pages plus annexes presenting evaluation findings addressing general and specific evaluation objectives.

V. Main deliverables

- a) A short inception report (max 10 pages) specifying the evaluation methodology and/or evaluation instruments, not later than 20 August 2013;
- b) A draft evaluation report (not longer an 30 pages), not later than 15 September 2013; and
- c) A final evaluation report, incorporating comments, not later than 30 September 2013.

VI. Management arrangements

The evaluation will be conducted by an external evaluator/evaluation team, with technical and administrative support from the Evaluation Manager in the Conditions of Work and Equality Department (WORKQUALITY). The Labour Migration Branch staff and its director will facilitate access to relevant information and documentation, as required.

VII. Evaluator appointment and qualification

CRITERIA:

The independent evaluator will be selected from a pool of pre-screened candidates with proven evaluation experience (seven years minimum) and meeting the following independence criteria:

- 1) Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated; and
- 2) Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague).

The evaluator will be selected by the ILO in consultation with project partners. He/she will have knowledge and previous experience in the field of labour migration/integration, with proven experience in project evaluations. Previous experience in evaluating EC-funded projects is an asset. The evaluator should be fluent in English, with working knowledge of Spanish and/or French.

TIMEFRAME:

The evaluation is expected to start on 12 August 2013 and end by 30 September 2013.

The evaluation timeframe will be as follows: A total of 17 non-consecutive working days, including online surveys, desk review, individual interviews with project partners and stakeholders (through country visits and telephone interviews), drafting report and feedback from the ILO and implementing partners.

REMUNERATION:

The total cost for this consultancy will be of US\$10,200 to be disbursed as follows:

US\$ 4,000 upon receipt and approval of the inception report by 20 August 2013

US\$ 6,200 upon receipt of the final report to the satisfaction of the ILO, no later than 30 September 2013.

The total amount of the contract reflects 17 non-consecutive work days at US\$600 per day as remuneration fees.

The cost of travel and per diem allowance for the envisaged country visits will be paid to the consultant.

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Appendix 2: List of persons and organizations consulted

Name	Organization	Position / Department
Manuela Tomei Michelle Leighton	ILO Geneva	Director – Conditions of Work and Equality Department (WORKQUALITY) Chief – Labour Migration Branch (MIGRANT)
Rasha Tabbara	ILO Geneva	Evaluation Manager Administrator/Programme Analyst Conditions of Work and Equality Department (WORKQUALITY)
Maria Gallotti Jesse Mertens Anne-Laure Henry-Gréard Amelita King	ILO Geneva	Migration Policy Specialist (MIGRANT) Project Manager Project Assistant (MIGRANT) Technical Cooperation Officer (PARDEV) (TRAVAIL)
Irene Wintermayr Adrien David	ILO Brussels ILO Paris	EU Relations and Policy
Miriam Boudraa Ariane Genthon	ILO-ITC Turin	Programme Officer Consultant
Zsuzanna Czikai	European Commission	Ex-DG Home Affairs
Ferruccio Pastore Eleonora Castagnone Ester Salis	Forum Internazionale ed Europeo di Ricerche sull'Immigrazione - FIERI (Italy)	Director Lead Researcher Researcher
Magdalena Diaz Gorfinkel	José Ortega Y Gasset-Gregorio Marañón Foundation – OyG (Spain)	Professor & Researcher
Marco Cilento	European Trade Union Confederation – ETUC (Belgium)	Advisor on Migration Issues
Stephanie Condon	Institut National d'Etudes Démographiques – INED (France)	Social Science Researcher / International Migration and Gender
Roos Willems Joris Michiels	Centrum voor Migratie en Interculturele Studies, University of Antwerp – CeMIS (Belgium)	Researchers
Omar Garcia Martinez	Organisatie voor Clandestine Arbeidsmigranten – OR.C.A. (Belgium)	Officer in charge of migrant domestic workers
Zita Cabais-Obra	Syndicat CFDT des Salaries du Particulier Employeur d'Ile de France	General Secretary

Respondents to surveys

Sarah Van Walsum	Amsterdam University	Migration Law Section
Jill Alpes	Amsterdam University	PhD candidate
Bogdan Tiberius Pasca	Ministry of Labour (Romania)	European Affairs Advisor, Directorate for Employment
Beatriz Camargo	Brussels University	Group for Research on Ethnic Relations, Migrations and Equality
Omar Garcia	OR.C.A. (Belgium)	Department of MDWs
Federica De Stefani	Winner of Photo Contest	
Zita Cabais-Obra	SSPE Cfdt	General Secretary
Maria Suelzu	Caritas Internationalis	Migration Team
Deborah Valencia	KASAPI-Hellas	Board Member
Despoina Pantazidou	Ministry of Labour (Greece)	
Belen Valera Cobacho	ACSUR (Spain)	Technical officer
Ana Sanchez Rodriguez	Direccion General Inspeccion	Inspeccion de Trabajo y seguridad Social
Miroslava Rakoczyova	RILSA (Czech Republic)	Researcher

Appendix 3: List of documents reviewed

- Terms of Reference for the Final independent Evaluation
- ILO strategy for action towards making decent work a reality for domestic workers worldwide
 - ILO Strategic Policy Framework 2010-2015
 - Programme and Budget for the biennium 2010-2011
 - Programme and Budget for the biennium 2012-2013
- Grant application form (project description)
- Request for extension (22 March 2013)
- Contract amendment 1 (May 2013)
- Logical Framework (Initial & revised)
- Budget (Initial & revised)
- MOUs signed with research partners
- Service contracts and agreements signed with project partners and sub-contractors
- Interim report to the EU (15 November 2011 – 30 March 2012)
- Research partners progress report and annexes (1 to 6)
- Research protocol, including the minutes of the most important research partners conference calls
- "Manual" for national researchers
- Research topic matrix and interview guide
- Turin training flyer
- Training materials ITC
- End of training survey and follow-up survey report (ITC)
- Concept note for the photo competition on migrant domestic workers
- Reports from national consultations
- Progress reports of partners and sub-contractors
- Executive Summaries of research studies and draft research studies
- Synthesis note prepared by ILO
- Copies of advocacy materials
- Final Brussels conference concept note and draft report
- Documents and references available on project web site:
http://www.ilo.org/migrant/capacity-building-and-technical-assistance-on-labour-migration/projects/WCMS_183810/lang--en/index.htm

ILO Templates & Guidelines

- Checklist for writing the Inception Report (revised April 2013)
- Checklist for preparing the Evaluation Report (revised March 2013)
- Checklist for rating the quality of Evaluation Reports (revised March 2013)
- ILO Code of Conduct Agreement for Evaluators
- ILO Policy Guidelines for results-based evaluations

Final independent Evaluation of the RER/11/01/EEC Project
“Promoting Integration for Migrant Domestic Workers in
Europe”

Inception Report

August 2013

Report prepared by Pierre Mahy, External Evaluator

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1. Introduction

1.1 Background

The project “Promoting Integration for Migrant Domestic Workers in Europe” has been implemented by ILO from 15 November 2011 until 14 August 2013 with a budget of € 1,055,288.65 of which € 947,581.65 (89.80%) contribution from the “European Fund for the Integration of Third Country Nationals”.

The Project’s overall objective was to support European informed dialogue and action for the socio-economic integration of female migrant workers in low skilled occupations in expanding the knowledge base on the possible integration outcomes of admission and employment policies for Migrant Domestic Workers (MDW) and enhancing stakeholders' capacities to identify and remove barriers to their socio-economic integration. Research activities focussed on Belgium, France, Italy and Spain. The project targeted ILO constituents, including local actors, civil society organizations, including migrant and domestic workers associations as well as the academia.

ILO implemented the project in cooperation with Forum Internazionale ed Europeo di Ricerche sull’Immigrazione - FIERI (Italy), José Ortega Y Gasset-Gregorio Marañón Foundation – OyG (Spain) and the European Trade Union Confederation – ETUC (Belgium) as formal implementing partners, as well as with two sub-contracted research institutes: the Institut National d’Etudes Démographiques - INED (France) and the Centrum voor Migratie en Interculturele Studies, University of Antwerp – CeMIS (Belgium).

1.2 The evaluation assignment

In accordance with the Terms of Reference, the objective of the evaluation assignment is to provide:

- An overview of the activities and outputs of the project;
- An assessment of the results achieved vis-à-vis the project immediate objectives; and
- Insights and lessons regarding the effectiveness of multi-partners and multidisciplinary approaches to migration and domestic work.

The evaluation is expected to provide recommendations on future steps to consolidate progress, ensure the achievement of objectives, and advance the policy debate on migrant domestic workers.

The evaluation will mostly focus on the 4 target countries covered by the project as well as the project activities with broader European (EU) geographic scope.

1.3 Outputs required from the evaluation

The contractual outputs required from the evaluation are:

- A short inception report (max. 10 pages);
- A draft evaluation report (max. 30 pages); and
- A final evaluation report, incorporating comments.

2. Situation Analysis

2.1 Background

The project fits and builds on the ILO activities in support of the ratification and implementation of the ILO Domestic Worker's Convention (No. 189) and Recommendation (No. 201) adopted by the International Labour Conference in June 2011.

The project also responds to the following specific objectives of the EC Integration Fund:

- Improve knowledge of the impact of implementation of admission legislation on integration processes;
- Improve knowledge of the links of different patterns of migration on integration of third country nationals;
- Promote admission policies that favour integration of third-country nationals;
- Address specific needs of young migrants and women;
- Improve the local services to adjust to different target groups, such as women, children and youngsters.

The contribution agreement with the ILO was signed on 8 November 2011 for a planned implementation period of 18 months starting on 15 November 2011.

Partnership agreements were signed by ILO with FIERI in February 2012 and with OgY in March 2012. ETUC was invited to participate in the project coordination and research meetings without formal written agreement.

Sub-contracting agreements were signed with INED in January 2012 and with CeMIS in February 2012.

2.2 The intervention logic

The project was based on activities in three specific areas of work:

1. Research and knowledge development,
2. Knowledge dissemination, awareness and advocacy, and
3. Capacity building and training of targeted stakeholders.

The expected results of the different activities were:

1. To expand the existing knowledge base on the characteristics, dimension and patterns of migration for the purpose of domestic work in the EU and possible impact on integration outcomes;
2. To enhance the awareness of European social partners, labour market and other relevant actors, including local authorities, about the main challenges to socio-economic integration of migrant domestic workers, as well as about existing instruments to guarantee the protection of their rights; and
3. To provide, through targeted training, European social partners, labour market actors and local authorities with enhanced capacities to plan and implement effective policies and programmes to remove the barriers and pro-actively promote socio-economic integration of migrant domestic workers.

Results and deliverables in line with Objectively Verifiable Indicators (OVIs), Sources of Verification and Risks/Assumptions are provided in the Logical Framework (Annex 1 to Grant Application) revised for Amendment 1 to the contract.

2.3 Implementation

Initially planned for an implementation time of 18 months (November 2011 – May 2013), the project has been extended to 21 months until August 2013 (no-cost extension requested by ILO in March 2013 and approved by the EC in May 2013). Delays in research activities were put forward to justify the extension in time.

Progress in implementation has so far only been reported in an Interim Report to the EU covering the period from 15 November 2011 until 31 March 2012. No further report has been submitted to the EC.

2.4 Issues identified

Issues for the final evaluation, other than those mentioned in the Terms of Reference, that have emerged from project documents reviewed to date are:

1. The capability of implementation partners and sub-contractors to contribute to a better socio-economic integration of Domestic Migrant Workers
2. The capability of targeted stakeholders to categorize their needs in order to upgrade their capacity in the field of migration management, in particular related to Domestic Migrant Workers
3. The adequacy between activities implemented and results at policy level
4. The outcomes of the project's conference (Brussels, May 2013)
5. The scale of the human and financial resources available to manage the implementation of the project
6. The internal monitoring and/or follow-up system
7. The tools for the measurement of project performance and activities impact.

3. Methodology

3.1 The proposed work plan

The work of the Evaluation will take place over three main phases:

<u>Phase</u>	<u>Activities</u>	<u>Tentative schedule</u>
1. Desk phase	<ul style="list-style-type: none"> ▪ Collection and Desk review of documents ▪ Definition of evaluation approach and methodology ▪ Review of evaluation questions ▪ Preparation of a questionnaire (survey) for data collection ▪ Identification of needs for interviews ▪ Planning of meetings with project partners and stakeholders and of field visits in the selected countries ▪ Launch of a survey ▪ Preparation and submission of the Inception Report 	<ul style="list-style-type: none"> ▪ 12-19 August 2013
		<ul style="list-style-type: none"> ▪ 20 August 2013
2. Field Phase	<ul style="list-style-type: none"> ▪ Briefing with ILO in Geneva ▪ Launch of second survey (TBC) ▪ Interviews and visits as agreed with ILO ▪ Debriefing with ILO in Geneva 	<ul style="list-style-type: none"> ▪ 26 August - 4 September 2013
3. Synthesis & Reporting Phase	<ul style="list-style-type: none"> ▪ Data Analysis & preparation of draft Evaluation Report ▪ Submission of the draft Evaluation Report ▪ Incorporation of comments and preparation of final Evaluation Report ▪ Submission of Final Evaluation Report 	<ul style="list-style-type: none"> ▪ 9-16 September 2013
		<ul style="list-style-type: none"> ▪ 16 September 2013
		<ul style="list-style-type: none"> ▪ 25-27 September 2013
		<ul style="list-style-type: none"> ▪ 30 September 2013

The Desk phase has been completed as foreseen.

Prior to starting with the Field phase, a questionnaire has already been sent out on August 19 to the participants at the project's conference held in Brussels in May 2013. As approximately half of the recipients of the questionnaire are on annual leave until early September, the response rate is likely to be limited in the given time frame (deadline for returning questionnaires was set at September 3).

In the remaining phases, the evaluator shall:

In the Field Phase

1. Continue the process of information gathering
2. Review further relevant background reports and programme management documentation
3. Undertake the programme of visits and telephone interviews as outlined in Annex B (draft schedule), including the briefing meeting in Geneva which was initially planned to take place prior to the Desk phase (see ToRs).

In the Synthesis & Reporting Phase

1. Complete Data Analysis
2. Finalize telephone interviews with stakeholders unavailable during Field Phase
3. Prepare and present the draft final report
4. Incorporate all relevant comments of stakeholders into the final evaluation report.

The Evaluation Report will be prepared in accordance with ILO Evaluations Guidelines and presented in the format required by the revised checklists for preparing reports (particularly in line with Checklists 5 and 6 and the specific presentation of recommendations, lessons learnt and good practices).

3.2 The evaluation questions (updated)

The evaluation report shall provide answers to the questions suggested in the Evaluation Terms of Reference, which the consultant has slightly rearranged and edited/amended as follows (*subject to ILO approval*):

Validity of design (quality, clarity and adequacy)

<i>Has the problem been clearly identified and assessed?</i>
<i>Have the project development and results, as well as the target beneficiaries, been clearly identified and realistically set?</i>
<i>Was the project strategic approach feasible, relevant and the intervention logic, clear and consistent (e.g. between inputs, activities, outputs and indicators of achievement)?</i>
<i>Was the foreseen timeframe realistic to achieve the expected results?</i>
<i>Was the Logical Framework Matrix clear and well argued?</i>
<i>Was the project management structure, including the relation with partners and external actors, sufficiently clear and realistically designed?</i>

Relevance and strategic fit

<i>Was the project relevant to ILO objectives and priorities? And to the EU priorities and objectives in the area of integration/migration and gender equality?</i>
<i>Were the project objectives consistent with the target group's priority?</i>
Did (and how) the project align with and promote ILO's Domestic Workers Convention (No. 189) and Recommendation (No. 201)?

Project progress and effectiveness (and gender equality and promotion)

Have the contractual Terms of Reference been delivered by ILO?
<i>Did the project execution focus on the achievement of objectives?</i>
<i>Have the activities implemented actually contributed to the achievement of expected results?</i>
<i>Did the project deliver expected results, (quantity and quality as compared with work plan and progress towards achieving the results)?</i>
<i>Did target groups/beneficiaries participate in the formulation and implementation?</i>
<i>Did the project contribute to increasing awareness among local and national stakeholders on the gender dimension of migration?</i>
How is gender being mainstreamed? Has there been any effort to mainstream gender throughout the project?
In which areas of project implementation have social partners been meaningfully integrated?
What are the lessons learnt and good practices noteworthy of documentation for knowledge sharing purposes??

Efficiency of resource use

Have any constraints influenced the usage of the allocated budget?
Did the project management demonstrate the capacity to efficiently coordinate, administer and backstop the multi-partner project implementation arrangements? Were the management and coordination arrangements sufficiently clear, adequate and responsive to partners and beneficiaries needs?
<i>Did implementing partners and other actors and beneficiaries, show interest, commitment and support to project implementation?</i>
<i>To what extent has the project collaborated and coordinated action with other relevant ILO Programmes and Units</i>
<i>Were inputs delivered in a quality and quality and timely fashion?</i>
<i>Was the management efficient in ensuring timely delivery of quality outputs and address problems and concerns?</i>
<i>Has relevant gender expertise been sought? Have available gender mainstreaming tools been adapted and utilized?</i>
<i>Have resources been spent as economically as possible in relation to outputs and benefits? Have project results been generated with the best possible allocation of</i>

<i>resources (funds, expertise, time, etc.)?</i>
How effectively did the project management and ILO monitor Project performance and results?
<ul style="list-style-type: none"> ▪ Was a monitoring system put in place and how effective was it? ▪ Have appropriate means of verification for tracking progress, performance and achievement of indicator values been defined? ▪ Was relevant information and data on progress systematically collected? Was reporting satisfactory? ▪ Was data disaggregated by sex (and by other relevant characteristics, if relevant)?
<i>What were the main implementation difficulties and what was done to address them?</i>

Sustainability of the intervention

Did the project produce results that are likely to be sustained for an extended period after the external assistance?
How are the project results likely to be sustained?
What are realistic long-term effects of the project?
How far has the capacity of partner institutions and services been strengthened and what needs to be done to enhance this in the future?
Are there elements for actual and potential expansion or replicability of the project to other areas or regions?
Will ILO and the other implementing partners carry forward the project's results after funding has ended?

Unanticipated results

Did the project have any significant (positive or negative) unforeseen effects? What could have been or could be done to enhance or mitigate them so that the project has a greater overall impact?

Alternative strategies

What is the overall assessment of the validity of the project strategy and would there be a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?
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Sub-questions have been prepared for discussions with implementing partners, sub-contractors and other stakeholders, in order to generate further information and assist in answering the evaluation questions.

3.3 Evaluation tools

The tools employed during the evaluation will be documentary analysis, identification of relevant sub-questions further detailing the general evaluation questions presented in section 3.2, structured interviews to

elicit the facts relevant to the evaluation sub-questions (visits, phone interviews and e-mail exchanges) and synthesis of findings, conclusions and recommendations for the draft report.

Documentary Analysis

The evaluator is expected to be provided with a large amount of reports and documents (of which those already collected are listed in Annex A) which will provide the basis for the present evaluation. Additional relevant documents will be collected during the evaluation process in order to complete the set of necessary reference materials.

The analysis will cover the following essential information which will be presented in the final report:

- An overview of the overall implementation of activities and outputs;
- A summary of major achievements of the project identified in the documents reviewed and confirmed by means of field visits and interviews.

Questionnaires & Surveys

In order to obtain the necessary data and information to answer the evaluation questions a survey will be launched reaching out to social partners, local authorities, domestic workers associations, labour administration authorities, etc.

The target audience of the survey will be generated from the list of participants at the May 2013 Conference held in Brussels and from the participants in training courses which have taken place in Turin in February 2013.

Sub-questions will be defined in such a way that the potential respondents are able to provide clear and concise answers, beyond the “yes” or “no” options of traditional questionnaires. Considering the likely limited number of receivers of the questionnaire, an on-line survey does not necessarily appear to be appropriate; the questionnaire could be presented in a word file and circulated by e-mail to the respective addressees (to be discussed and agreed with ILO).

In order to remain within an acceptable limit of input to be provided, the questionnaire will be limited to approximately 10/15 questions. Whenever possible, a multiple choice of answers (check-box options) will be provided for easy understanding.

It can be expected that opinions expressed in the responses will not always be objective as informants will have different agendas in mind. Subjective opinions will possibly be balanced in reaching out to stakeholders working in different environments (e.g. universities, trade unions, government officials, researchers, etc.).

Field visits & interviews

The experience of the evaluator is that the coverage of responses to e-mailed questionnaires administered as part of evaluations is relatively limited even when questions are formulated in a simple way. Respondents sometimes appear to be reluctant to express detailed or sensitive views in writing.

As a follow-up to the written survey, the evaluator will therefore cross-check and complement the information provided in the survey in arranging a telephone interview with the respondents. Confronting statements with other opinions will allow triangulating information received and avoid non-verifiable data or information to influence the evaluation.

The interview will be guided by means of a set of questions aiming at generating further details and identify concrete examples and evidence of statements provided in the survey questionnaire. Interviews will be arranged shortly after the closing date of the survey and initial data analysis.

While the interview guide will be prepared as a standard, specific questions will be defined on basis of the respective answers received from each respondent.

The field visits to Belgium, France and Italy have been planned for August 26 – September 4 as proposed in the draft schedule presented in Annex B.

Annex A: Documents to hand

- Terms of Reference for the Final independent Evaluation
- ILO strategy for action towards making decent work a reality for domestic workers worldwide
- Complete project document (Grant application)
- Request for extension (22 March 2013)
- Contract amendment 1 (May 2013)
- Logical Framework (Initial & revised)
- Budget (Initial & revised)
- MOUs signed with research partners
- Service contract IMED
- Interim report to the EU (15 November 2011 – 30 March 2012)
- Research partners progress report and annexes (1 to 6)
- Research protocol, including the minutes of the most important research partners conference calls
- "Manual" for national researchers
- Research topic matrix and interview guide
- Turin training flyer
- Concept note for the photo competition on migrant domestic workers
- Examples of reports from national consultations
- Final Brussels conference concept note and draft report
- Documents available on project web site:
http://www.ilo.org/migrant/capacity-building-and-technical-assistance-on-labour-migration/projects/WCMS_183810/lang--en/index.htm

ILO Templates & Guidelines

- Checklist for writing the Inception Report (revised April 2013)
- Checklist for preparing the Evaluation Report (revised March 2013)
- Checklist for rating the quality of Evaluation Reports (revised March 2013)
- ILO Code of Conduct Agreement for Evaluators
- ILO Policy Guidelines for results-based evaluations

Annex B: Schedule of visits and meetings planned

Sunday 25/8	Arrival Geneva 18.30	
Monday 26/8	ILO Geneva (meetings)	9.30-10.30 General Introduction, overview of evaluation objectives and schedule Rasha Tabbara 10.30- 11.15 Meeting with Partnerships and Development Cooperation Department Anne Laure Henry Greard (PARDEV) 11.30 – 12.30 Meeting with project implementation/technical team Maria Gallotti Jesse Mertens Amelita King, (TRAVAIL) 14.00 – 15.00 Meeting with relevant technical staff: Luc Demaret, ACTRAV
Tuesday 27/8	am: ILO Geneva (Skype) pm: Travel to Brussels	10.00 – 12.00 Project partners
Wednesday 28/8	Brussels ETUC OR.C.A. EC	10.00-12.00 Marco Cilento 14.00-15.30 Omar Garcia
Thursday 29/8	Antwerp – CeMIS Brussels ILO	9.30-12.00 Roos Willems Joris Michielsens 16.00-17.00 Irene Wintermayr
Friday 30/8	Paris INED CFDT ILO	10.00-11.30 Stephanie Condon 12.00-13.00 Zita Cabais-Obra 16.00-17.00 Adrien David
Saturday 31/8		
Sunday 1/9	Travel to Turin	
Monday 2/9	FIERI	10.00-12.00 Eleonora Castagnone
Tuesday 3/9	Travel to Geneva	
Wednesday 4/9	ILO Geneva (Debriefing)	Rasha Tabbara Maria Gallotti Jesse Mertens
Thursday 5/9	Departure from Geneva 07.20	

The above schedule is subject to further changes and confirmation by ILO at the briefing meeting on 26/8