

**Independent End of Project Evaluation
Mobilizing Action on the Protection of Domestic Workers from
Forced Labour and Trafficking (RAS/03/52M/UKM)**

**A project implemented by the ILO and covering Indonesia, the
Philippines, Malaysia, Singapore and Hong Kong China**

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August, 2006

ABBREVIATIONS USED

CTA	Chief Technical Advisor	
DEPLU	Department of Foreign Affairs	
DOLE	Department of Labour and Employment	
DW	Domestic Worker	
IPEC	In Focus Programme on the Elimination of Child Labour	
MTUC	Malaysia Trade Union Congress	
NPC	National Project Coordinator	
RGP	Rumpun Gema Perempuan	
RTND	Rumpun Tjoet Nat Dien SAP-FL	Special Action Programme to
	Combat Forced Labour (ILO)	
SRO	Sub-Regional Office	
TC	Technical Cooperation	
TESDA	Technical Education and Skills Development Authority	
TOR	Terms of Reference	
TOT	Training of Trainers	

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1. Introduction and Background

The ILO Project - Mobilizing Action on the Protection of Domestic Workers from Forced Labour and Trafficking (RAS/03/52M/UKM) is a sub-regional project covering Indonesia, Philippines, Malaysia, Singapore and Hong Kong China. It is financed through the DFID Partnership Programme for 2003-2006, through the technical cooperation resource allocation mechanism (TC/RAM) process. The project, also referred to as the Domestic Workers (DW) Project started in May 2004 and had a duration of two years.

An independent end-of-project evaluation was carried out, in July 2006, by an external evaluator, Ms. Margareta de Goys. The purpose of the evaluation was to review and assess the DW project's progress and achievement to date, taking as a starting point the objectives and outputs of the project document and to assess its efficiency, effectiveness, relevance, impact and sustainability. As such, the evaluation was supposed to draw on lessons learned in a forward-looking manner so that the findings of the evaluation could be taken into account in the development of a proposal for a new phase. The Terms of Reference of the evaluation are provided in Annex A.

As part of her duties, the evaluator visited Indonesia and the Philippines where project staff as well as a large number of stakeholders representing the Government and non-governmental implementation partners were met for personal interviews. The consultant also undertook phone interviews with project partners in, primarily, Hong Kong China, Malaysia and Singapore. Furthermore, the assignment covered a review of a large number of project-related documents, including project documents, progress reports, service contracts with implementing partners, a mid-term review and various research-documents and studies, produced as outputs by the project. The interviews were semi-structured and undertaken with the use of interview guidelines. They proceeded through open-ended questions posed to individuals or through focused group discussions.

A field visit was also effectuated, while in Indonesia, and during this visit the evaluator was able to meet and discuss with a group of domestic workers. A list of the people consulted is given in Annex B and a list of the documents consulted can be found in Annex C.

The consultant would like to thank all those who took the time to discuss with her and the project staff for excellent preparations and constructive collaboration.

2. The Project

2.1 The background of the project

According to the TC-RAM Sprout, the project aimed at addressing the needs and concerns of domestic workers in Indonesia and the Philippines or rather domestic workers who work within and outside these countries and who are among the most vulnerable to forced labour and trafficking.

The project was the result of a major programme consultation on domestic work, initiated by amongst others ILO's Special Action Programme to Combat Forced Labour (SAP-FL). A regional consultation meeting was carried out in Hong Kong in February 2003 and attended by the most prominent domestic workers organisations in the region. A concrete outcome of this consultation was the Indicative Framework of Action to Address Forced Labour and Trafficking in Domestic Work in Asia. The project follows the strategic actions outlined in the Framework of Action and was conceived as an initial phase of a larger programme, addressing the needs of domestic workers in Asia and with interventions in both sending and receiving countries. It was to be implemented in Indonesia and the Philippines with training activities with the migrant workers organizations and their Trade Union counterparts in the neighbouring destination countries.

The project was managed by SRO Manila, ILO Jakarta and more directly by a team of project personnel, experts and consultants under the leadership of a Chief Technical Advisor (CTA), based in Jakarta. Two project offices were established, in Jakarta and in Manila, and staffed with National Project Coordinators (NPC) and Project Secretaries. The project was backstopped by the Special Action Programme to Combat Forced Labour (SAP-FL) in Geneva, as well as technical officers in SRO-Bangkok, SRO-Manila and ILO Jakarta. Technical inputs have, in addition, been provided by various ILO officers and technical specialists based in Geneva, Bangkok, Manila and Jakarta.

2.2 Project objectives

The **project's development** goal was to contribute to strengthening the protection of domestic workers, whether international migrant domestic workers or internal domestic workers.

The main beneficiaries identified were domestic workers (DWs) from Indonesia and the Philippines and more specifically the project aimed to reach out to 20 000 DWs in the two countries and in three recipient countries; Hong Kong China, Singapore and Malaysia. Other designated target groups were representatives of Governments and employers' and workers' organisations, responsible for addressing the needs of domestic workers and which would benefit from capacity building activities.

The **immediate objective of the project** was the eradication of the worst forms of abuse of domestic workers in Asia, through an integrated programme of law, capacity building, organization and self-representation and targeted interventions.

The project has encompassed six strategic components;

- Strengthening the knowledge base

- Strengthening the policy and legislative protection of domestic workers
- Strengthening the advocacy for the protection of domestic workers
- Strengthening the outreach and organization of domestic workers
- Raising public awareness and awareness among domestic workers
- Improving assistance services available to domestic workers

The planned outputs, however often expressed as activities, of the project were, in short, the following;

- 1.1 National recognition and inclusion of domestic work within existing labour laws
- 1.2 Preparation of Policy Guidelines on domestic work, forced labour and trafficking to serve as basis for the formulation of law and where already available, the incorporation of policy guidelines in the Philippine Domestic Workers' Bill and the Indonesian draft Labour Migration Bill
- 2.1 Organized domestic worker organisations and associations, at the national and international levels.
- 2.2 Alliances built between migrant and domestic workers and national and international trade unions.
- 2.3 A joint advocacy campaign for the recognition of domestic workers 'rights and the need for services for those trapped in situations of forced labour and trafficking
- 3.1 Trained officials and staff of national and regional domestic workers organisations and trade unions
- 3.2 Trained and sensitised government agencies at the national and regional levels
- 4.1 Strengthened national referral mechanisms that systematizes, upgrades the quality and coordinates crisis interventions for adult and child domestic workers
- 4.2 Improved education and employment opportunities for adult and child domestic workers, including returned ones
- 4.3 Improved health and social protection coverage for adult and child domestic workers

The total budget of the project, supported by the Government of the United Kingdom (DFID), was US\$ 1.7 million. Due to a slow start and delays in implementation caused by factors often beyond the control of the project, the project was extended for four months, at no extra cost. The actual project period was May 2004 – August 2006 thus 2 years and 4 months.

3 *Evaluation findings*

3.1 Project design and delivery strategy

At the start of the project, it was decided that the CTA was to be based in Jakarta, Indonesia. This was also where the needs were the greatest and instruments to protect domestic workers were considered to be less developed. Specific budget lines were established for Indonesia and the Philippines while activities in Malaysia, Hong Kong China and Singapore were financed from the Indonesian allocation.

The problem and situation analyses carried out in Indonesia and the Philippines, prior to the start of the project as well as after its inception were thorough. The SPROUT provides analytical insight and outlines main problem areas. A related immediate objective and various outputs were formulated. It would have been an advantage, however, if a final project document would have been developed and provided indicators and work plans for each of the outputs or components. This weakness has, to a certain extent, been rectified in the individual sub-project documents developed by the partner organisations.

In view of the immediate objective and the envisaged outputs of the project, two years seem unreasonably short and the project, as designed, somewhat over-ambitious. The main assumption of sufficient political will to translate rhetoric into effective implementation was, likewise, rather optimistic as there had been no firm commitment from stakeholders to actually participate in the project.

The project strategy was to, through a holistic and integrated approach, address the core problems of forced labour and trafficking affecting domestic workers in the sub region and to work with a large number and different categories of partners. In its quest for strategic partnerships, the project has gone beyond the traditional ILO tripartite constituencies and searched for the most suitable stakeholders.

To this category belonged Ministries of Foreign Affairs and Justice, NGOs and recruitment agency associations, which sometimes had limited experience of collaborating with an ILO project and this has meant a steep learning curve and that both sides have had “to learn” to work with each other. It seems, however, that in the long run, the project choose well and has ended up with relevant and motivated partners and was able to chose partners with a mandate or substantial experience in working with domestic workers or with domestic workers issues. At times, however, “new” partners did not seem to have fully understood ILO’s mandate or way of operating but rather perceived it as just another funding agency and have been somewhat disappointed when requests for funding of, for instance, equipment have not been accommodated.

Close and constructive collaboration was initiated with recruitment agencies and this was justified by the fact that their roles, functions and behaviour are of vital importance and that there was/is a need for codes of conducts and professional ethics due to the absence of legislation to regulate the sector.

On the other hand, efforts, mainly in the beginning of the project, to involve traditional ILO tripartite partners were not always productive. One reason was that employers of domestic workers were not organized in unions or federations and another that trade unions and employers’ federations had no direct link to the domestic workers’ sector as domestic workers, by and large, were considered to

belong to the informal sector. However, due to its awareness-raising and advocacy activities the project has managed to develop the interest of trade unions and employers' federations to increasingly get involved in the sector.

The project has been financing sub-projects of partner organisations in sending and recipient countries. These contracts, often supporting training or outreach activities, have been at rather small levels and as a rule below US\$ 20 000, which does not demand authorisation from ILO Headquarters.

Co-operating with many different kinds of institutions and organisations has been beneficial to the project and has contributed to increased understanding, collaboration and interaction between governmental and non-governmental institutions. For instance, inviting both public and civil partners in the same event has promoted transparency and demands for accountability. A particularly useful event, in this respect, was the National Domestic Workers Summit organised in the Philippines in September 2005 which resulted in in-depth discussions on DW programmes and policies as well as the launch of the Global Report on Forced Labour in Jakarta, in May 2005, which draw attention to legislative, assistance and monitoring requirements of domestic workers.

There has also been an element of "healthy competition" between partner institutions and it seems as if the Manpower Ministry in Indonesia has been challenged by initiatives taken by the Ministry of Women's Empowerment and the Ministry of Foreign Affairs. Also Trade Unions, which were hesitant in getting involved have, as mentioned above, since 2005 cooperated with the project.

The project has mainly worked with National Government and non-governmental partners but has also collaborated with local Government counterparts on the development of local ordinances. The development of local ordinances has been found to complement the development of national legislation, and the efforts made in this direction seem worthwhile. We also find examples of many surveys and research activities, undertaken to support new legislation or change national laws and local ordinances, or to raise awareness or advocate for DW rights, and it is obvious that these kinds of activities have been catalysts for other initiatives such as the Draft Bill for the Elimination of Trafficking in Persons, in Indonesia.

For Hong Kong China the project has focused on advocacy and chosen to work through the foreign domestic workers' trade union. Also in Malaysia, a trade union, the MTUC, was chosen as one of the main partners, and a priority has been the formation of a Foreign Workers Association. The project has also supported NGOs with outreach programmes for domestic workers such as help desks, hot lines, shelters, as well as advocacy and dialogue with concerned stakeholders

Empowerment of DWs has mainly been addressed through information and awareness raising activities and to some extent through educational activities aiming at skills upgrading.

The project has, furthermore, gathered information, undertaken research and developed various tools, to be used in orientation and validation workshops, awareness raising activities of both the rights holders or the domestic workers and the

duty bearers, mainly the Government. This research and the tools developed are generally of good quality. During the project period, these tools and publications have been disseminated by the project through meetings and consultations as well as through the networks of its counterparts. What could be reinforced, however, are strategies for disseminating the research findings, manuals and other tools developed by the project, to a wider audience and in the long run.

The level of activity of the project is impressive and the outputs in terms of a large number of studies, manuals and awareness raising materials are a proof of this. At the same time, the project has been so involved in carrying out all kinds of activities and producing its outputs that the strategic vision has been somewhat lost and we find that progress reports provides more information on the implementation of activities than discussing results or impact or reporting on progress made towards achieving the project purpose. Nevertheless at meetings of the Project Advisory Committee, project progress and impact have been discussed, and various directions have been debated and agreed upon. At these meetings, the direction of the project and activities undertaken by the project were validated as means to attain the objectives.

Somewhat lacking have been discussions on the problems the project were there to solve and whether progress was made. What had been the specific results of the activities undertaken? Was the project attaining its core objective of strengthening the protection of domestic workers? Which activities were producing concrete results in terms of protecting domestic workers? At the same time it has to be recognized that the project duration was quite short and that it has often been too early to measure results and impact and that maybe right now, with the ongoing formulation of a next phase, is the right time to do these kinds of analyses.

In Indonesia and the Philippines, where project staff and offices were located, there have been comprehensive and integrated programmes and in a way, the project has, to some extent functioned as two individual national projects and this is partly a function of different national priorities on behalf of counterparts. The evaluation also noted that many synergy effects have appeared as tools developed, and mainly in Indonesia, have been adapted and also used in the Philippines. The project has also benefited from tools developed by other ILO projects.

The evaluator also took note of the fact that the project promptly and efficiently responded to demands for a needs and risk assessment of trafficking, after the 2004 Tsunami hit the Aceh province. The study that resulted was used in the design of ILO activities for the area.

The project has predominantly adopted a holistic approach to addressing trafficking and forced labour in domestic workers, and in doing so, have dealt with and above all highlighted these and various contributing problems, at different levels that domestic workers are facing. Due recognition should be given to the fact that activities aiming at awareness raising about the need for DW rights and social protection, outreach to domestic workers, skills development, income generation and empowerment, all in the long run, can be expected to contribute to the protection of domestic workers. In particular, the awareness raising activities have been found to be most effective in shedding light on abusive practices and this is an important first step in a process towards new or improved regulation. The project should be given credit for having

opened up the debate on the rights and needs of domestic workers and created awareness of the fact that trafficking and forced labour take place beyond children and also cover domestic workers, where forced labour practices are less known but equally prevalent.

At the same time the project has addressed overall issues of forced labour and trafficking, through its joint research with the Ministries of Justice and the joint media-based awareness-raising activities. Furthermore, the project supported the joint awareness-raising and capacity-building initiative by the Ministries of Justice and Foreign Affairs in Indonesia, initiated in the 2nd quarter of 2006 to launch provincial level human rights committees, and open human rights study centres in prominent local universities. The committees will implement the national action plans on human rights and on trafficking, while the human rights study centres will monitor the implementation, research and sensitise on human rights and labour issues.

The project, as designed, covers various important DW issues. At the same time, many of the envisaged outputs and activities were beyond the control of the project and should not have figured in the project document. To this category belongs *Output 1.1 National recognition and inclusion of domestic work within existing labour laws* and related activities encompassing the ratification of international instruments. These activities were clearly beyond the direct control of the project, as they were part of the national political process.

The same can be argued in reference to output *1.2 Preparation of Policy Guidelines on domestic work, forced labour and trafficking to serve as basis for the formulation of law and where already available, the incorporation of policy guidelines in the Philippine Domestic Workers' Bill and Indonesian draft Labour Migration Bill*. Also this output refers to activities beyond the mandate of the project, such as the “incorporation of policy guidelines”.

There are also proposed activities in the project document that directly concern domestic workers organizations, trade unions and NGOs and it is not clear what activities, if any, should be have been carried out by the project or what kind of a role the project should have had. This is in particular concerns output *2.2 Alliances built between migrant and domestic workers and national and international trade unions*. Whereas the project has supported this process through joint regional consultations and capacity-building activities with trade union federations and migrant workers/ migrant domestic workers trade unions/ associations in source and destination countries, the actual alliance building activities are likewise beyond the direct control of the project.

3.2 Relevance

This is a highly relevant and timely project, which is addressing real needs and priorities of the target population. In fact, in terms of legislation and regulation, household employees belong to one of the most vulnerable and least protected groups of workers. In addition, they often lack voice, organisation and representation and are subject to trafficking and forced labour practices. It is also obvious that domestic

workers in the countries concerned (and elsewhere), face prejudice and are subject to abuse, due to their perceived low status in society and in the households and because of gender roles and perceptions. The project is thus most relevant from a needs based or rights based as well as from a gender perspective.

The project, furthermore, complements the work undertaken by ILO supervisory bodies in terms of requiring Governments to address the status of domestic workers and to apply ratified conventions. The project is also in line with ILO strategies and priorities as well as those of the donor, DFID. More specifically, the project has contributed to some of the ILO agendas and conventions, such as Global Employment, Decent Work, Forced Labour and Child Labour. It is also in tune with the Decent Work Country Programme in Indonesia and the United Nations Development Assistance Framework with its focus on poverty reduction and livelihood recovery, in Indonesia. The project was also relevant to national plans and policies including the Medium Term Philippine Development Plan and PROPENAS, the National Development Plan of Indonesia. At the same time, the project was maybe not, at its inception, a priority area for partner Governments and the project has therefore had to invest heavily in advocacy and awareness raising activities.

The project is thus relevant in view of the policies of the participating countries notwithstanding the fact that rights of domestic workers are often being compromised. Initially, the project was somewhat donor driven and a firm commitment from key ministries of the Governments of the participating countries was somewhat slow in materialising. This can partly be seen as an effect of limited stakeholder consultation at the project design stage and probably also an indication of little actual interest in the domestic workers issue/sector at the time the project started. At the same time, some ministries have shown a high degree of involvement and cooperation throughout the project period and this has, for instance been the case for the Indonesian Ministry of Foreign Affairs.

The project is also most appropriate and relevant in view of the large number of persons who actually work as domestic workers, that is an estimated number of around 4,5 million people only in Indonesia and the Philippines and the fact that the legal protection and services targeting the sector are often deemed insufficient. In the Philippines, various stakeholders have emphasized the need to pass the Kasambahay Bill and amend the Labour Code. In Indonesia there are estimated to be between 2,5 and 3 million domestic workers but (and this is part of the problem) domestic workers are seen as being part of the informal sector and thus not subject to labour protection under the Manpower Act. In line with the above the component to *Strengthen the policy and legislative protection of domestic workers* seems uncontestedly relevant.

The main Assumption stated in the project document was that there would be political will and that the rhetoric of protection would be translated into effective implementation. This assumption, has to a large extent, proved to be correct even though, as mentioned earlier, some stakeholders were slow in getting “on board”. In fact, the ownership of the project of labour ministries and workers’ and employers’ organization was limited at the outset.

As regards the specific problem area of the project, high incidences of trafficking and forced labour practices affecting migrant domestic workers have been reported by the

ILO¹ and this, in itself, justifies the project and its focus. Furthermore, the ILO Report “A Global Alliance Against Forced Labour” 2005, argues that the hidden nature of domestic work, the insecure legal status of migrants and the exclusion from labour protection legislation make migrant domestic workers vulnerable to abuse and forced labour, and the information from research effectuated by the project confirms this.

In line with the above, the evaluation finds that the areas of action of the project were appropriate and relevant and that the project addressed existing gaps in; regulation and legislation, research and information and outreach and empowerment programmes for domestic workers and that the outputs and activities were likely to, in the short and in the long term, combat forced labour and trafficking affecting domestic workers. The project has certainly filled an existing gap of knowledge of domestic workers as domestic workers did not figure in official statistics or labour statistics and the project has collected and published relevant information and statistics.

The review of legislation and policies was also relevant and useful and particularly in light of the large size of the sector, in terms of employment in general, female employment in particular and the level of foreign exchange earnings for the two sending countries and the fact that domestic workers suffer from inadequate legal and social protection and are often subject to exploitation and abuse.

Activities undertaken to promote adequate work standards and employment conditions were equally important as were the activities aimed at creating awareness of the conditions of domestic workers. Efforts to increase the access of DWs to legal and social services are also deemed relevant. Other worthwhile initiatives concern the attempts to regulate the recruitment sector and especially in view of its sheer size and the prevalence of abusive practices, including forced labour and trafficking. Self-regulation is important and can go a long way but it is likely that in order to effectively address abusive employment practices and recruitment conditions there is a need for legislation and regulation. Governments both in Indonesia and the Philippines have indicated their interest in working on this issue in an upcoming project period.

As the project title indicates; the project’s main theme was on protecting domestic workers against forced labour and trafficking. Given the prevalence of massive human and labour rights violations suffered by domestic workers, this focus was clearly warranted, albeit the title of the project might indicate a narrow focus on protection at the cost of empowerment or prevention. However, the actual project components have also encompassed empowering and prevention elements. Nevertheless, ILO should exercise care and prevent that the image of the vulnerable and defenceless female domestic worker is not perpetuated and adds to the prejudice that already exists. It is, for instance, surprising that the term domestic helper and not domestic worker is used in the “Dreamseakers”. Also, the project title can contribute to an unfortunate stereotyping “protection of domestic workers”. It would also have been an advantage if an empowerment strategy could have figured more prominently and a recognition that empowerment is a way to decrease vulnerability and thus

¹ A Global Alliance against Forced Labour, ILO 2005

abusive conditions. At the same time it has been evident that the project, due to its pioneering status in relation to the domestic workers sector in the region and in view to various problem areas that existed, needed to deal with problems and issues urgently and at various levels. The project has been able to address urgent issues of trafficking and forced labour but also to address the issue of decent work for domestic workers and it is positive to note that the project also became an entry-point to this and other DW issues.

The evaluator finds that the strategic components of the project, outlined above, were in line with the comprehensive Problem Analysis of the TC-RAM SPROUT. The project has undoubtedly addressed identified constraints for the protection of domestic workers such as the absence of regulation for the employment of domestic workers as well as the absence of basic information (statistics and research) about the sector.

In addition, according to the TC-RAM SPROUT, representatives of the Government, employers and workers organizations, responsible for addressing the needs of domestic workers would also benefit from capacity building activities. Various training programmes have also been developed and implemented but the evaluation finds that capacity building could have been handled in a more systematic manner and included in-depth stakeholder analyses and more systematic discussions with partners about their capacity building needs and the formulation of individual capacity development plans. However, as the project initially was supply, rather than demand oriented it took some time before a number of its stakeholders took a genuine interest in it and there were obvious reasons for investing in research mapping the sector and in awareness raising activities and it has been obvious that these activities have enabled a deepening of the collaboration with many partners.

In summery, the activities of the project have been highly relevant and the project has been relevant from a needs and rights perspective. The relevance of the project and the need for protection and empowerment of domestic workers became particularly obvious during the time of the evaluation, which corresponded with the war-like situation in Lebanon and the fact that many maids from Indonesia and the Philippines got stranded and left behind by fleeing employers.

3.3 Efficiency

Here we will discuss the efficiency in implementation and the delivery of outputs. The project implementation framework consists of two project offices, one in Jakarta, Indonesia and one in Manila, in the Philippines. The CTA has been based in Jakarta, where there has also been support in the form of a National Project Coordinator and a Secretary and a National Project Coordinator and a Secretary have equally manned the office in Manila. The project has also availed itself of services of interns and various consultants.

The management of the project has been hampered by the fact that the CTA has been stationed in Jakarta while the project funds have been managed at the level of the sub-regional office in Manila. The reason for this was that the project was classified as a sub-regional project but at the same time, it was felt that Indonesia would benefit the most from the CTA. This has not been an optimal situation as the CTA has had difficulties in accessing updated financial project information and getting payment

authorizations. The project staffing has been rather lean considering that five countries were to be covered and the large range of outputs and activities.

As the project was implemented in five different countries, staff have had to report to various Directors; ILO Jakarta, ILO Manila and ILO's Regional and Sub-Regional Office in Bangkok (for activities covering more than one Sub-Regional Office or in receiving countries). This has sometimes meant 4 approvals in order to go on a project mission, which seem to be a waste of resources, including human ones. In Indonesia, the project has been guided by a Project Advisory Committee while consultation arrangements have been more informal in the Philippines.

The project staff have benefited from being housed at ILO offices, in Jakarta and Manila, and from the interaction with ILO managers and staff of other projects and in particular the International Programme on the Elimination of Child Labour (IPEC) the Declaration Project and the trade union experts' activities. The project has collaborated with some of the partners of IPEC, and the DW project has benefited from some of IPEC's outputs. In fact, there have been important synergy effects for all collaborating projects. . The evaluation also took note of the fact that the project had undertaken a number of joint advocacy and training activities with the above projects.

The project has also been efficient in that it has achieved a very high level of implementation and undertaken a large range and number of activities and produced an impressive amount of outputs. There has been a true effort to identify efficient channels of communications. A multitude of communication strategies has been used, for instance in respect to awareness raising, which has been approached from various angles, ranging from direct contact with various stakeholders, to participating in TV and radio programmes, the production and distribution of DVDs, videos and research studies and lately, the launching of two Indonesian artists as goodwill ambassadors. The project has furthermore had synergies with and been assisted by ILO Geneva's and ILO Jakarta's media activities in the area of radio, TV and media training, and has benefited from the cooperation and free media access provided by commercial stations and government channels.

Training events organised by the project have been efficient in that they have been open to and benefited various partners and have often been in the form of Training of Trainers (TOTs) which is cost-effective in the sense that it permits a multiplier strategy.

The project has been mobilizing and initialising fruitful collaboration with a large number of actors in Indonesia and the Philippines. It generally managed to involve key stakeholders and no key actor seems to have been left out. There has been substantial progress in the implementation of many activities but in some areas, the activities need to be continued and consolidated in order to realize their full potential. There are also areas that the project, due to its limited size and duration, has not yet ventured into. Consultations with stakeholders in the Philippines revealed, for instance, that in order to properly address problems and issues in sending areas and at the recruitment stage and reach out to potential DWs and their families, there could be a closer collaboration with the Department of Local Government. This Department has at the same time been particularly active in the long series of workshops on the

development of a local ordinance model and in discussions on good practices of local governments (Quezon City and Makati City have been signalled out) but there is a potential to do more.

The evaluation also reviewed sub-projects implemented in recipient countries and found that the collaboration partners, mainly NGOs, were able to use the funding provided by the project in an efficient manner and often used cost-effective approaches. In relation to the sub-project implemented by the Workers Centre in Singapore, it seems, however, a bit ambitious and early to form saving groups as there were felt to be many more urgent priorities for the majority of the DWs. Furthermore, the one day training organised by the Migrant Services Foundation (Singapore) does not seem to be enough to be efficient. In fact many partners felt they would have needed more guidance on how to effectively and efficiently work with DW issues and on how to use the funding provided in a more strategic way.

The evaluation notes the approach taken of simultaneously undertaking actions in recipient and sending countries and working with the whole cycle of domestic work, from recruitment to savings for retirement and throughout the migration and movement cycle – from source communities to final workplaces and finds that this has been efficient as many issues are interlinked and need to be tackled from different angles. This has also been in line with the project objective of eradicating the worst forms of abuse of domestic workers in Asia, through an integrated programme of law, capacity building, organization and self-representation and targeted interventions.

In the two main project countries, Indonesia and the Philippines, the project has mainly been working at the national level, with ministries or central organisations and this was probably where a first phase was likely to be most efficient and effective and it was a good starting point to mobilise support from national actors before decentralising. There seems, however, as mentioned earlier, to be room for increased collaboration with regional and local actors during a next phase and the project should look into these possibilities.

3.4 Effectiveness

Effectiveness relates to the achievement of objectives and results and the production of foreseen outputs. Here, the effectiveness of the project is analysed in relation to the objectives and outputs outlined in the TC-RAM SPROUT.

The Immediate Objective aimed at eradicating the worst forms of abuse of domestic workers in Asia and was, as stated in the Mid-Term evaluation, an unrealistic objective. It seems, nevertheless, fair to state that the project has created awareness of “the worst forms of abuses” and been mobilising considerable support for combating them.

As mentioned above, the project has taken an holistic approach to combating forced labour and trafficking and has in an integrated and comprehensive manner managed to broaden the understanding of the situation of domestic workers in the region, provided information about the importance of the sector, promoted the development of new legislation and regulation of the sector, strengthened various outreach

programmes, mobilized various actors to take on the issues of protection and empowerment of domestic workers and built the capacities of Governments, trade unions, workers associations and NGOs to assist, protect and empower domestic workers. The project has thus been effective in addressing issues of all the strategic components.

The quality of outputs of which many have been in the form of studies and manuals has generally been high. On the other hand, in some cases, planned outputs were comprehensive and often outside the direct control of the project, such as Output 1.1 *“national recognition and inclusion of domestic work within existing labour laws and remove discriminatory provisions against domestic work in labour law”*, and have not yet been produced. Apart from not being under the direct control of the project, the planned activities; comparative study, review of information and research and advocacy activities; could not really have been expected to produce the envisaged output but rather to contribute to its achievement. The project has, however, been actively advocating for the passing of Domestic Workers and Migrant Workers Bills and anti trafficking laws.

In reference to *Output 2.1 “Organized domestic worker organisations and associations at the national and international levels”*, the project has focused on outreach and awareness raising activities targeting domestic workers and this can be seen as first steps in organising. Orientation and advocacy skills training has been supported by the project. We also find concrete examples of domestic workers organisations and networks, such as JALA PRT, Tunas Mulia, SUMAPI and the ones organized by organizations, such as Rumpun Gema Perempuan (RGP) and Rumpun Tjoet Nat Dien (RTND), being supported by the project. In relation to RGP, the support to implement case management training, on how to manage violation cases, for 35 Domestic Workers seems to have been effective and the evaluation consultant was impressed by how well some of the trainees were able to articulate their concerns. It also seems as if the objectives, of this sub-project, to increase awareness and strengthen self-help groups has been reached.

Project outputs have included IEC material; leaflets, posters, CD-ROMs and booklets destined for the domestic workers and covering subjects such as “The Employer”, “Rights and Duties”, and “Problems and the Family”. These products are valuable tools for workers organizations and trade unions and can be used in their outreach activities. In a next phase it would be useful with training of staff of these organizations on how to use these tools and a specific output and activities related to the empowerment of domestic workers.

As concerns output 2.2 *Alliances built between migrant and local domestic workers and national and international trade unions*. Substantial progress has been made in the formation of alliances between workers organizations and trade unions. The results from the collaboration initiated with unions abroad such as UNI-MLC in Malaysia is positive and there are concrete results in terms of a UNI-MLC help desk for migrant workers. Similarly, through the facilitator workshop organised by ASPEK in Indonesia it is likely that union activists have become more aware of problems facing domestic workers but it is uncertain to what extent this actually benefits domestic workers.

It is also evident that through its support to the Asian Migrant Center in Hong Kong, the project has been able to sensitise two trade unions about the problems facing migrant domestic workers and support educational programmes directed towards domestic workers as well as public awareness campaigns. So far, 500 people have been trained through these programmes. Similarly, through its support to the Migrant Forum in Asia (MFA), training programmes on laws, policies and frameworks for institutional support have been developed for trade unions and NGOs in Indonesia, Malaysia and Singapore. In particular the support to the MFA has established fruitful collaboration between trade unions and NGOs and, more concretely, campaigns aiming at empowering domestic workers have resulted in 117 filed cases of abuse.

The project has also been successful in building successful alliances with Trade Unions and domestic workers' associations such as SUMAPI, in the Philippines. Another positive development is the collaboration established between UNI-Malaysia and ASPEK of Indonesia, and between MTUC and domestic workers' networks in Malaysia. This has not been an easy task since domestic workers, generally, are not organised and do not belong to trade unions and the trade unions have not, traditionally, given priority to DW issues or to this sector.

Output 2.3 A joint advocacy campaign for the recognition of domestic workers rights and the need for services for those trapped in situations of forced labour and trafficking has been produced and activities have encompassed the development of advocacy material, social dialogues, information kits for potential migrants and awareness raising on the contribution of DWs to the economy.

Many innovative communication tools have been developed by the project; a Model Ordinance, a domestic worker handbook, a wall calendar, a book with reader-friendly stories, awareness raising CD ROMs, etc.. The project has also produced a TV documentary on migrant domestic workers for SCTV Indonesia and CNN and participated in inter-active radio programmes.

These are all tools for information dissemination and awareness raising and destined for various target groups and they are generally of high quality. However, the title of the Kasambahaya Handbook – “Everything the Filipino Domestic Worker Wants to Know” is somewhat misleading as it is not really destined for the Philippine DW but is rather an inventory of efforts made to ensure that domestic workers enjoy their rights and the handbook includes a lot of information that a domestic worker could very well do without and that is presented in a too complicated manner.

As regards *output 3.1 Trained officials and staff of national and regional domestic workers organizations and trade unions and output 3.2 trained and sensitised government agencies at the national and regional levels*, indicators are missing but the project has provided training on rights, communication and advocacy and how to provide customized services to staff of government agencies and trade unions. There has also been an effort to increase the capacity of trade unions and NGOs through training on international human rights standards and through the implementation of various sub-projects.

Although there have been serious efforts to strengthen the representation and empower domestic workers, these efforts will have to continue in order to reach

tangible results. There are positive developments, Tunas Mulia, the domestic workers union, in Indonesia has been strengthened in terms of strategic planning and started outreach activities in some communities. A National Domestic Workers summit held in the Philippines came up with a 10-point Decent Work Agenda for Domestic Workers and the “Social Compact”. However, to what extent trade unions and their federations in Indonesia and in the Philippines actually manage to protect domestic workers, at the present time, is uncertain

As concerns increased capacities of Government departments to assist domestic workers, various training programmes have been developed for the Indonesian Ministry of Foreign Affairs, the Indonesian Ministry of Manpower and Transmigration and the Ministry of Justice and Human Rights as well as for the Ministry of Foreign Affairs and the Ministry of Labour in the Philippines. Furthermore, police and health officials have been trained, on how to protect domestic workers, in Malaysia. The evaluation took note of the qualitative training programme developed for embassy officials and labour attaches in sending countries and sub-regional meetings with representatives of ministries and employers and workers organisations.

A major accomplishment was the pilot programme developed and implemented, in Indonesia, for the training of trainers of diplomatic staff and labour attaches so that they would be in a better position to assist domestic workers abroad. There has been three training sessions for overseas personnel, including those stationed in East Asia, South East Asia and the Middle East. The experiences were positive and it seems as if the training programmes have been reaching their objectives of having well-trained foreign-service staff, in order to prevent exploitation of domestic workers abroad. Training material has been developed and master trainers have been trained on a cost-sharing basis. The Ministry of Foreign Affairs and the Ministry of Manpower have begun to institutionalise the training by integrating it into the training curriculum for officials at junior, middle and senior levels, as well as into the pre-placement training at the overseas duty station. The ILO project has simultaneously helped foster the collaboration between the Ministry of Foreign Affairs and the Ministry of Manpower, in this specific field.

The Project has likewise helped the Ministry of Foreign Affairs to develop a training module and a TOT for the regular training of local government officials that the Ministry is undertaking every six months. The training module covers responsibilities of local government officials in the protection of migrant workers, before departure and after return. The Ministry has begun integrating the training into their regular training programme.

The Indonesian Ministry of Manpower has been another main stakeholder of the project and this collaboration has resulted in the development of a Counselling Training Module to address needs and challenges faced by migrant workers and their families. The manual is of good quality and with a relevant content and has been accompanied by a Training of Trainers (TOT) in which 20 people participated. The Ministry is now integrating the training into its regular training programme. The development of modules was accompanied by the development of easy-to-read brochures and posters to be used in awareness-raising and counselling activities.

Output 4.1 Strengthened national referral mechanisms that systematizes, upgrades the quality and coordinates crisis interventions for adult and child domestic workers foresaw activities in the form of mapping existing interventions, networking between interventions, establishment of a monitoring system of vulnerable DWs, establishment of quick response mechanisms and advocacy. It is difficult for the evaluation to make a judgement on whether or not mechanisms have been strengthened but it took note of the fact that some new services had been initiated, on a pilot basis, by trade unions, such as MTUC, UNI-MLC and ASPEK, domestic workers trade unions, such as KOTKIHO, Tunas Mulia and Sumapi, and NGOs, such as RGP, RTND and Tenaganita and HOME.

Output 4.2 Improved education and employment opportunities for adult and child domestic workers, including those returned from foreign employment is difficult to evaluate as there is no indication as to what “improved” really entails. Foreseen activities included assessment of training needs, promotion of educational programmes, promotion of learning and training schemes, including skills upgrading programmes and promotion of savings and small business development activities. The most tangible result for output two seems to be the development of the certification programme; TESDA, in the Philippines. In addition, the activities listed above by RGP, RTND, Tenaganita, HOME, KOTKIHO, Tunas Mulia and Sumapi, have improved the skills and awareness of many domestic workers, through regular attendance in ongoing programmes.

Finally output *4.2 Improved health and social protection coverage for adult and child domestic worker* is yet to be achieved but there are positive developments from advocacy and information dissemination and preliminary targeting employers organisations and recruitment agencies. The issue of social protection, is however complex and closely related to the overall coverage and functioning of the national health and social insurance systems for informal sector workers and needs to be addressed comprehensively. In fact, to reach a situation of adequate health and social protection for domestic workers would probably have demanded far more resources and activities than provided for in the project document. It seems as if the project design was a bit optimistic and maybe the output was deliberately vague. In any event the term improved was given without any neither quantitative nor qualitative indicator and no situation analysis was provided against which a future situation could be compared. The evaluation notes, however, the support, through NGOs in recipient countries, to strengthen capacities of the police and medical staff, NGOs, domestic workers unions and association as well as trade unions to assist and reach out to domestic workers.

Coming back to the immediate objective of eradicating the worst forms of abuse of domestic workers through an integrated programme, it is certain that the project has made headway and, above all, been successful in raising the awareness, in the countries of coverage, of the plight of domestic workers and of their need for protection and empowerment. There have, at the same time, been difficulties in advancing in some of the specific areas mentioned in the immediate objective. To this category belongs new legislation where the project has provided valuable support to consultation meetings in respect to DW-related bills but the bills still need to be approved in National Parliaments in Indonesia and the Philippines. Actions initiated by the project to promote new policies and laws or change existing laws and

regulations have, in fact, sometimes met with resistance from national partners. According to some stakeholders, although the Bills have been drafted by the Government and non-governmental stakeholders in the respective countries and in response to ratified international conventions there is still a need for awareness raising activities in order to pave the way for new regulation. . Nevertheless, the project has been successful in making the Governments aware of the fact that they have a responsibility and a duty to protect their domestic workers, at home and abroad and in realising that there is a need for regulations and laws.

Still, in order to achieve the project's objective, there is a need for more commitment by the Governments and to have them fully assume their role in the adoption of needed legislation. In response to requests for technical assistance in consultations and in drafting legislation, the project should continue to be supportive. It is, however, doubtful, if a project such as this one can effectively work towards an objective of new legislation if national stakeholders have not specifically requested this. It seems rather as awareness raising of the need for regulation and legislation and supporting actors actively and efficiently doing advocacy, promotion and development in this field should be the immediate priorities.

At the same time, it should be recognized that the project has contributed to the process of developing new legislation by providing model legislation and best practices from other countries and by supporting consultative meetings. The evaluation also took note of positive attitude changes, within the Indonesian Government and the fact that the Labour Ministry has lately taken the initiative to promote a new law and thus assumed ownership for the process.

As comes out very clearly in the progress reports, the project has been very efficient in producing studies and research about the situation of domestic workers. This research has supported the achievement of many of the outputs and been used in many of the project's activities and been fed into awareness-raising and training components and consultative processes. Most importantly, the research filled a knowledge gap that existed at the time the project started. Although the research was often initiated by and funded by the project, many counterparts have acquired ownership over the outputs and been instrumental in disseminating the resulting documents and findings.

Other major accomplishments of the project has been a constructive policy dialogue on domestic workers' issues leading to the recognition of domestic work as work, the development of model employment contracts, that trade unions are increasingly willing to take on domestic workers issues and the promotion and strengthening of membership-based domestic workers organisations.

Furthermore, employment agencies seem to have become more responsible and offering a wider range of services to DWs, for instance through the Orientation Programme developed for the Philippines and through the collaboration with the association of Indonesian recruitment agencies, APPSI, on the development of awareness and counselling materials and a capacity-building course in Indonesia. However, in the Philippines, only 40 per cent of the domestic workers are estimated to be recruited through legal recruitment agencies so outreach to the other 60 per cent

still needs to be developed. . The absence of organization and representation of domestic workers remains a major challenge.

At the level of the sub-projects, implemented by the project's partners, there has been success in producing envisaged outputs, which have often been in the form of training programmes or the development of training or IEC material. Other outputs have been studies, manuals and reports. These outputs have normally been produced and are of good quality.

The project has been able collect information on the needs and conditions of domestic workers and filled a gap in this sense. Undoubtedly many domestic workers and other stakeholders now have an easier access to information about their rights and entitlements.

Generally the objective and outputs could have been more result-oriented and evaluable. Measurable indicators have often been missing which makes it difficult to assess actual results. Objectives have often been stated as activities, for example "to raise awareness and give understanding" but you don't train people or do projects to increase knowledge, that goes without saying, you need this new knowledge to actually do something or promote change, thus the objectives should be formulated in terms of the situation or changes you strive for. Another example of inadequately formulated objectives can be found in the service contract with the Migrant Forum in Asia where the objectives are to "build capacity and awareness of Indonesian NGOs and Trade Unions", "develop and strengthen linkages between NGOs and Trade Unions" and "identify possible gaps and need of migrant workers". Similarly, vaguely defined objectives are found in other service contracts.

It also seemed to the evaluation mission that, in some instances, people who were closely involved in the implementation of the various components had only vague ideas of what the objective of the project or of individual components were. This is partly due to the dispersed nature of the project, with many partners and components and the fact that the project was not designed through a participatory process or a thorough stakeholder project formulation process. All this has maybe resulted in a focus on activities and, sometimes, a loss of strategic vision in terms of a larger picture and in what way outputs stemming out of activities would contribute to the attainment of the immediate and development objectives.

The conclusion is, however, that the project has been effective in producing a large number of its planned outputs and has clearly contributed, through its studies and research, to improved knowledge and awareness of trafficking and forced labour as well as to improving the situation of domestic workers, in general. The research and studies were of high quality and have often been useful for the achievement of outputs related to both policy development, advocacy, training, direct outreach and empowerment. To this category belongs; comparative research on policy and legal frameworks, overview of key issues related to domestic workers in Southeast Asia, position paper on domestic work, situation analyses on domestic work, research on forced labour and trafficking, journalistic documentation of domestic workers, the reader friendly publication Dreamseakers, policy papers on labour management structures and ethical codes of conducts for employers' organizations and recruitment agencies, risk and needs assessment in Aceh, documentation on trafficking cases and IEC materials for Trade Union Representatives.

As regards improvement of legislation, the project has been advocating for better protection for domestic workers and positives steps have been taken and new laws and regulations have been drafted and are presently being reviewed. Furthermore, models for outreach to domestic workers and new tools have been developed in collaboration with trade unions and NGOs. However, although many initiatives are promising they are not yet fully integrated and there is a need for institutionalisation or sustainability strategies in the next phase. A positive development is that models for regional collaboration and mainly between trade unions have been conceived and networks established for the protection of migrant domestic workers.

The project should also be given due credit for the development of various advocacy tools and training programmes and for empowering and developing skills of domestic workers. In addition, it has been instrumental in developing codes of conducts for recruitment agencies, sensitised trade unions about the needs and issues of domestic workers and strengthened capacities of associations protecting or empowering domestic workers. To what extent forced labour or trafficking have actually been prevented is more difficult to say.

3.5 Sustainability

Sustainability was not a priority area for the project, which has rather chosen to undertake research and collect information about the sector and implement various pilot activities and test different partners and implementation modalities rather than undertaking systematic capacity building of key partner organisations. This was a relevant strategic choice in view of the situation reigning at the start of the project and the fact that many of the, to be, partner organisations were not yet “fully on board” and thus the environment was not conducive to doing capacity needs analysis or discussing needs for capacity building with many of its partners. As mentioned earlier, there existed a major advocacy and awareness-building task of the project that needed to precede other activities. It should also be recognised that many partners were not ready to “institutionalise” domestic workers structures or components and it was logical to start out with support to pilot activities.

Many sub-projects have been effective in delivering the envisaged outputs but these have not always been consolidated or activities institutionalised. As such, many of the project-initiated activities have not yet reached a level of technical, financial or organisational sustainability. We will take the example of the Malaysia Trade Union Congress (MTUC). Under the supported sub-project a full time officer to assist domestic workers was put in place upon the request of the MTUC to help set up the modalities for a longer-term project aiming at establishing a Special Committee to assist domestic workers, sensitizing and training MTUC officers to set up and run activities in Kuala Lumpur and four other branch offices, regular stakeholder dialogue sessions and advocacy with the Ministry of Human Resources about the need for amendments to the Employment Act. These activities would complement the existing activities of MTUC for migrant workers and strengthen their cooperation with the NGO Tenaganita in assisting domestic workers. These were quite ambitious undertakings in relation to the resources provided and results are positive but

sustainability somewhat uncertain. After the end of the project, contrary to what had been planned, no integration has taken place of the project activities and no DW post has been created and there seems to be a case of weak ownership. On the other hand, it is most promising to note that the MTUC seems to be able to pursue another component, which is the formation of an association for DWs.

This is in contrast to the approach taken by UNI-MLC, which has immediately integrated activities supported by the project into its existing activities and successfully utilized the project support to develop new capacities and services.

It is furthermore a positive development that several senior officers of the MTUC have intensified their public advocacy for the rights of migrant workers and in particular migrant domestic workers. Overall both MTUC and UNI-MLC are felt to have become much more active in advocating publicly for migrant workers rights and particularly domestic workers rights. This in spite of the fact that it is difficult to organize migrant workers whose contracts sometimes state that unionisation is a cause for dismissal and cancellation of their work permit. Nevertheless, many trade unions are now exploring how they can become more supportive to migrant workers and these efforts, in conjunction with various advocacy activities, for DW rights, are likely to bear fruit one day.

A positive finding in regards to sustainability is that the project has not created any new institutions but rather worked with existing ones and tried to integrate domestic workers issues in existing structures or supported organisations that were already catering to the needs of this sector.

The project has made sincere efforts to build capacities of many of its partners; trade unions, Government Departments and NGOs, to assist domestic workers. These efforts have been worthwhile but could have been carried out in a more structured manner and, as mentioned earlier, started with a more in-depth analysis of capacity building needs.

As regards the support to Tenanginata, covering action lines and a referral system to enforcement agencies, it resembles more core funding of the organisation's activities than capacity building and the sustainability of initiated activities remain uncertain. Nevertheless, there are indications of positive developments concerning the promotion of women's rights and the protection of domestic workers from violence.

In addition to activities carried out through sub projects implemented by partner organizations, many of the research activities of the project were executed by the project directly and many studies "only" have the ILO logo on the cover page. This could be perceived as a limitation to stakeholder ownership and use, however the studies and tools are appreciated and have been used extensively by the project's stakeholders, which often contributed to their contents. Many manuals and tools have been developed in response to specific capacity-building needs and for ongoing training programmes and have been integrated into the programmes of both Government and non-governmental counterparts, and become part of their curriculum. There is now a need to ensure the long-term availability and dissemination of, for instance, advocacy tools and training manuals.

It was not really possible, under the scope of this evaluation, to assess whether or not the many training programmes, supported by the project and out of which many have, so far, been delivered on a pilot basis by non governmental partners, will be institutionalised. APPSI has, for instance, implemented two TOTs and developed a training module but it is uncertain to what extent the trainers will continue to train DWs. In fact, the sustainability of initiated activities was a concern to the organisation.

Undoubtedly, the partnering Government Departments and other organizations have limited financial resources and are not always in positions to develop major programmes targeting DWs or institutionalise programmes initiated through the project. At the same time, it seems as if the protection and empowerment of domestic workers are not always a priority area. It is likely that if the contribution of domestic workers, for instance as foreign exchange earners or as caretakers at home, were known, the Governments and the public might be more willing to devote resources. It should also be recognised that employers of domestic workers sometimes have a vested interest in not empowering “their” domestic workers.

The approach to strengthen self-help groups, which is the strategy of the RGP and SUMAPI, should enable these groups to function on long-term basis and seems very valid. At the same time, the RGP itself is heavily dependent on outside funding. In fact, most of the NGOs supported by the project seem to rely heavily on external funding and have few income-earning possibilities. An exception is Singapore-based HOME with its social enterprise activities in the form of a cyber café and employment agency. In the future, it would be a good idea to have sustainability strategies form a part of the cooperation agreements with partners.

3.6 Impact

The evaluation also set out to assess what had been the impact of the project for the target population, the millions of Indonesian and Philippine domestic workers, working at home or abroad.

It had already been asserted that many of the outputs and activities of the project seem to be highly relevant to the target population and to contribute to the objective of protecting domestic workers. However, in view of the relatively limited amount of funding available for the project and keeping in mind the complexity of the problems and the large geographical area, it was to cover and the large size of the target population, some of the components can rather be seen as first steps and need to be followed by other activities in order to have any tangible or sustainable impact, for the target population. At the same time, it should be stressed that, in the opinion of the evaluator, the project is making a difference for domestic workers in the region in terms of protecting them and promoting their rights and other issues of concern to them. It is also obvious that progress is being made in ensuring that rights of domestic workers are being met and that the project and ILO in general have been instrumental in advocating the rights of domestic workers and their need for protection and that the issue is now on the agenda of many of the partner organisations.

The evaluator is of the opinion that it was a good and valid strategy of ILO and the project to have the issues of forced labour and trafficking as an entry point but to move on to generally addressing working conditions of Indonesian and Philippine workers abroad and later on, also addressing working conditions at home. Through various comparative studies, the project paved the ground for initiating actions targeting DWs. The fact that various counterparts had been sensitised on the issues facing domestic workers has enabled the project to initiate discussions on, the equally relevant subject of conditions of domestic workers at home. This is probably one of the most important accomplishment of the project, to have opened up the discussion on the conditions of domestic workers abroad as well as at home and to have various stakeholders, public and private, present at the same table and to, increasingly, be made accountable for the situation and fate of DWs.

At the same time, there have been activities and components of the project that might not have the highest potential for strategic impact in the sense of using resources in an optimum manner to address key issues. One such component might be the skills training, testing and certification program developed by TESDA for domestic workers in the Philippines, where impact is not obvious at this stage. At the same time, it has to be recognised that there was very high demand, from Philippine stakeholders for a national certification system for domestic workers and a strong plea that a certification facility be made available. In fact, the Migrant Workers Law requires that only skilled workers be allowed to work abroad. The certification facility will also contribute to the ongoing efforts to put a halt to the continuous downgrading of the salaries of domestic workers in Hong Kong China as well as to the efforts to reduce welfare cases of domestic workers through enhancement of skills and knowledge. However, in order to realize its potential, the certification facility will need to be provided with necessary resources.

In addition, the evaluation found that the skills levels targeted seemed somewhat elevated in relation to the needs of the target population and also the vocabulary used in the developed modules seemed rather complicated. Also, it seems as presently, the large number of domestic workers need more of a general life skills training and basic orientation about their rights and that this should also be catered for in a systematic manner. It is obvious that the awareness raising activities, about rights and duties, presently targeting domestic workers are not enough and need to be reinforced and expanded, keeping in mind that it is relatively easy to inform about rights and duties but a lot more difficult, for duty bearers to actually claim their rights.

The evaluation consultant got the impression that many of the NGO-type project partners implement relevant and effective programmes targeting domestic workers and other stakeholders but that the outreach and thus potential impact on DW empowerment were somewhat limited and that ongoing activities need to be complemented by other more multi-media oriented strategies in order to reach out to a maximum number of DWs. The fact that domestic workers are restricted in terms of movement also makes it difficult to directly communicate with them and probably the initiatives to use radio or television could be further explored.

In terms of capacities and outreach there is a big variation among the participating NGOs; one partner such as the Indonesian Muslim organisation; Fatayat NU has a great potential for outreach through its 4 million members in 32 provinces and

branches in Malaysia and Egypt but limited experience in actually reaching out to DWs. The Rumpun Gema Perempuan (RGP) has, on the other hand, been very successful in reaching and empowering domestic workers but operates on a limited scale (in terms of size and geographical location). For increasing output and impact it would be interesting to assess if rather than supporting individual self-help groups, the RGP could venture into training of master trainers and trainers/coaches/mobilisers of self help groups in various parts of the country so that its experiences and best practices could be shared by others.

The Migrant Workers Union in Indonesia (SBMI) also has a potential for outreach with its 250 000 members, 9 provincial branches, 41 district branches as well as branches in Malaysia, Hong Kong China, Taiwan and Korea. Members are migrant workers and their families. However, the members are predominantly male workers and the socialization of the situation and needs of domestic workers could be given more of a priority.

We welcome the project's collaboration with APPSI, the Association of the Domestic Workers Suppliers in Indonesia and with POPEA, an association of private recruitment agencies in the Philippines and with 30 active members in Metro Manila. There are positive indications that domestic workers, employed through POPEA tend to stay longer in their posts, report abuse and are able to enhance various skills through participating in POPEA training programmes. Another positive development is that several Malaysian trade unions now recognise the need for protection of DWs and that UNI-MLC intends to establish help desks for DWs in all major cities in Malaysia. The evaluation notes that the project has been instrumental in enabling these advancements.

SUMAPI (an association of domestic workers in the Philippines) is an organisation that should be expected to play an increasingly important role in protecting and empowering domestic workers. It has presently 8 000 members and intends to gradually move towards a union structure. The project has supported various programme activities of SUMAPI such as; education and skills development, protection, establishment of hot lines, social insurance coverage and the production of outreach material, such as a rights-orientation manual. There was also capacity building objective and it seems as if capacities of SUMAPI have actually been strengthened. SUMAPI is becoming more visible and vocal but still needs to be further strengthened in order to be the mass organisation that domestic workers so much need. The Philippine Federation of Workers has also undertaken worthwhile activities targeting domestic workers, such as education and rights-orientation, on a pilot basis.

HOME in Singapore, another project partner, has equally strengthened their capacity to reach out to domestic workers by developing and distributing flyers about their rights and by operating a help desk as well as hotlines.

The impression remains, however, that the outreach and impact of many of the NGO type organisations collaborating with the project is limited and that they often have difficulties accessing domestic workers, who often do not have days or even evenings off.

3.7 Gender

This is a project where a main objective is to address the needs and rights of the target population, of whom the large majority are women. It is furthermore mandated to combat discrimination, which is to a certain extent gender based. The evaluation finds that the tools and products developed by the project are gender sensitive. The existence of different gender roles and gender based violence such as sexual assault and rape has been recognised and gender issues have been incorporated in studies and training material.

The evaluation appreciated the close involvement of ILO gender specialists in executing the project.

4. Value added of the ILO

The evaluation mission has made an attempt to assess the value added of the ILO implementing the project versus transferring funds directly to Indonesian partners or implementation of a bilateral agency. In the view of the evaluator, due to its international dimension and the fact that issues often needed to be addressed simultaneously in sending and recipient countries it is a true multilateral project and furthermore clearly within ILO's area of competence. In short, the ILO can be said to have the following comparative advantages vis à vis other agencies:

- ILO brings knowledge and experience of protection and trafficking issues, of organisation and empowerment of workers and of promoting the rights of workers;
- ILO had established relationships with many of the relevant government departments in all the target countries;
- ILO had access to a large pool of international experts and of best practices in the areas of concern;
- ILO brings in outside (external to the sub-region) views, enlarge the horizon and offer an outsider's and neutral perspective on the issues at stake;
- ILO has been in a good position to initiate trans-national project activities, which is an advantage in programmes combating trafficking and forced labour where the crimes are often trans-national as well as for a project directly dealing with migrant (domestic) workers;
- Training programmes and workshops are perceived as "high quality" when organised by ILO and when experts, with international stature, participate;
- ILO is in a good position to contribute to awareness-raising within the sub-region and with the rest of the world;
- The project has been able to draw on the experience and networks of other ILO projects implemented in the sub-region, such as IPEC, Declaration Project and ILO Trade Union activities.

The project offices in Jakarta and Manilas have been located within the ILO premises. There have been obvious advantages, in terms of networking and information sharing, of being "housed" at ILO offices and project staff seem to have benefited from the guidance of and interaction with ILO managers and experts. ILO managers seem, in

particular, to have been instrumental in having the project get access to high-level officials.

5. Conclusions and Recommendations

5.1 Conclusions

This is a relevant and most worthwhile project and the ILO should be congratulated for having taken the lead in its initiation and in promoting various issues of concern to domestic workers. ILO is creating value added and there are many important synergy effects and good levels of cooperation with other ILO projects and agendas. ILO has brought expertise, quality, insight and credibility to domestic workers issues and to the various programmes and activities implemented through the project. The project has benefited from fruitful collaboration with many ILO staff members and has greatly benefited from IPEC's and other projects' experience and activities.

The project should be commended for having implemented many interesting and worthwhile activities and produced valuable outputs in many different areas, be it legislation and policies, studies and research on domestic workers and on trafficking and forced labour, practices and regulations of recruitment agencies and DW training centres, education of domestic workers and their communities, empowerment and outreach programmes for domestic workers, training of staff of Government agencies, trade unions and NGOs and awareness raising campaigns. There are indications of progress towards a more secure environment for domestic workers but more needs to be done in order to empower domestic workers to claim their rights and reduce their vulnerability, thus the importance of enabling the project to build on its achievements during a second phase.

The non-recognition of DWs as workers and the invisibility of domestic workers need to be further addressed and efforts to register domestic workers and disseminate information on how they contribute to the national economy need to continue. In fact the limited awareness about the importance and plights of domestic workers, of the general public, of employers and of service providers, is an area of concern.

The knowledge, commitment and competence of many NGOs were impressive and many programmes initiated by this group seemed efficient and effective. These programmes usually operated in a limited geographical area and it is important to ensure that good practices can be disseminated and multiplied. In fact, the outreach and sustainability of various programmes and activities aiming at protecting and empowering domestic workers remain a challenge.

As concerns the project's focus of protecting domestic workers from trafficking and forced labour, the project has been able to create awareness in the sub region of prevalent practices and has addressed many outstanding issues, such as the absence of information and awareness, the need for outreach and empowerment programmes directed towards domestic workers and inadequate legislation and regulation. Most importantly, the project has managed to change the mindset of many national

stakeholders who have been rather slow in taking on the DW issues but who are now actively promoting legislative and regulatory reform.

Domestic workers are uncontestedly in situations of inferiority and are being imposed to various restrictions by their employers and subject to various kinds of abuse due to low self-esteem, rudimentary education and little information about their rights and of other issues of relevance to them. Their rights are often being violated or compromised. In order to correct this situation DWs need to be better prepared for their work, better informed about their rights and able to access social services and be covered by social security. This is important for DWs working both in sending and receiving countries.

The project has been able to involve key stakeholders in the countries of coverage and, furthermore, promoted efficient networking between national partners and partners in the sub-region, between countries and between Governments and NGOs. In many instances, the project has created a platform for discussions between Governments and NGOs and this has promoted the accountability of various duty bearers. The project has also been effective in raising the level of awareness of domestic workers' issues. It was a good strategy to develop a sub-regional project and to work simultaneously on sending and recipient country problems and on problems of "domestic" workers at home and abroad.

The project started out as a project dealing mainly with trafficking and forced labour but has successfully managed to get an entry point to a dialogue on many of the other issues of concern to domestic workers. There have been many internal synergy effects and various outputs of individual project components have been shared with others. This has, in particular, been the case for training manuals and advocacy tools. ILO has been able to benefit from established relationships with relevant stakeholders in various countries but in order to do this and in order to achieve envisaged results, the project has had to look beyond the traditional ILO tripartite constituencies. If the project had adopted more of a problem oriented strategy and a proper stakeholder analysis for each problem area, some of the time and efforts that were put into mobilising the tripartite partners could have been saved.

Project design

The project has followed a multiple and holistic strategy. It was established as a sub-regional project but has more or less worked as national projects in Indonesia and the Philippines. It has worked with many partners and been testing various modalities. There is now a need for a portfolio and partner analysis and identification of best practices. What is having/could be likely to have an impact for the target population, in terms of empowerment and protection. What can be up-scaled, for a higher impact and on a sustainable basis?

The evaluation is, furthermore, of the opinion that a problem perspective has been lacking and that national stakeholders had not been sufficiently involved in problem identification and objective formulation during the project preparation phase.

Relevance

The project is relevant and timely and addressing situations of abuse and violence affecting a particularly vulnerable part of the population. It is effectively addressing the rights and need for protection of a relatively large group in the sub-region. It is relevant from a needs or rights-based perspective and in relation to various ILO agendas but there is more uncertainty as regards “official” sub-regional or national priorities but it is, as pointed out, definitely in line with priorities and needs of the target population. There was little stakeholder consultation before the project started, instead ILO has throughout the project and rightly so been devoting a substantial amount of resources to advocacy and awareness raising. Limited ownership and limited commitment were encountered at the beginning of the project but the project has been successful in developing an interest among key stakeholders and in fostering a constructive dialogue between the public and civil societies. There are today positive signs that main Government stakeholders are becoming more actively involved with DW issues. It has also been obvious that the project has created a platform, for NGOs to be heard.

As domestic workers generally do not belong to unions and are not covered by labour legislation, the efforts devoted to develop an interest among trade unions to target this population and to commission research and studies on regulatory and legal frameworks were valid. Many of the studies, situation analyses, mapping surveys, etc., financed by the project, have shone light on the conditions under which domestic workers live and work and have broadened the understanding of stakeholders of the plight of domestic workers.

Effectiveness

As a result of the project, the protection and rights of domestic workers have been strengthened, information about the situation of domestic workers in the sub-region has been disseminated, the awareness of various problems facing domestic workers has been increased and major DW issues have been effectively promoted. Foreseen activities have generally been implemented. However, a general absence of baseline studies and indicators makes it difficult to assess the attainment of the project objectives.

Going back to the strategic areas of the project, the evaluator finds that the **knowledge base** has beyond any doubt been strengthened as good quality reports and studies have been produced and disseminated and together with various surveys helped argue the cases of domestic workers. The advocacy material developed by the project is varied and of good quality. Many stakeholders have been sensitised about various problems facing domestic workers.

The project has, furthermore, contributed to **Strengthened policy and legislative protection** - but real opportunities to work on these issues have been limited since partner Governments did not give them priority and many activities started only in the latter stages of the project period. The advocacy activities of the project are however expected to, in the long run, contribute to more adequate policies and laws.

As concerns **Outreach and organization of domestic workers** – there are many positive developments and, for instance domestic workers associations have been strengthened but the outreach is limited so far as many of the NGO-type structures are working on a limited or scale, in terms of numbers and geographical area.

The project has been able to **Raise awareness of the public and among domestic workers** about key DW issues, including the worst forms of abuses but there is a need to further the use of multi-media channels for increased outreach and impact and to work towards the attainment of specific targets. Many training and awareness raising tools have been developed and there is a need for dissemination, outreach and sustainability strategies, to ensure the long-term availability of these tools.

The evaluation was impressed by the commitment of many partners, including NGOs and trade unions and their efforts to **Improve assistance services** to domestic workers. Also to be mentioned are the initiatives in this direction of the Indonesian Ministry of Foreign Affairs. The project has, in fact, been a catalyst and enabled the launching of various pilot activities directly targeting domestic workers.

The empowerment of domestic workers has been an objective of the ILO and of many of its partners. This has been approached through making domestic workers aware of their rights, counselling services, programmes to e the skills and confidence of DWs and by forming associations and self-help groups.

Efficiency

The project has been working in 5 countries, often with new partners and implementing a wide range of activities and reached an impressive rate of implementation. The stakeholder analysis carried out in the beginning of the project could maybe have been more thorough and identified the partners that would have been most suitable in collaborating with the project and contribute to the achievements its objectives and the production of outputs, instead of initiating a dialogue with the tripartite constituents.

To promote new legislation and regulation at the national level has averred to be difficult and activities stated in the SPROUT have not always been within the control of the project. On the other hand, assisting local governments in the development of local ordinances has supplemented national legislation in this area.

Impact

It is too early to assess the impact of the project. Two years is a short period and the project itself has to make a greater effort to measure results and impact in order to be able to report on this. So far, the reporting has been quite activity-based and it has to be highlighted that all these activities are done for a purpose and outputs and results have to be scrutinized in relation to the project's objective and assessments are needed on how the various components contribute to its achievement. The identification of best practices and of components resulting in strategic impact should be accompanied with proposals for scaling-up and dissemination. There is also a need for indicators to

measure results and this in itself would be a way to foster more results-based management.

Sustainability

It is a positive factor that the project has been working with existing organisations and institutions but at the same time the commitments of some organisations have not always been in line with expectations. We also find sub-projects that have enabled the piloting of service-delivery to migrant domestic workers, such as the help desk of the MTUC but that there has sometimes been little attention to sustainability. On the other hand, there seems to be high likelihood of sustainability in relation to activities carried out by Ministry of Foreign Affairs in Indonesia.

It is uncertain, at this stage, who will take the responsibility for the dissemination and updating of various advocacy and information providing tools that have been developed by the project and that is presently “owned” by the project. Some research and studies were done directly by the project and thus without any involvement of national or sub-regional partners. These and various other tasks that have, so far, been undertaken by the project should preferably be handed over to national actors. More attention also needs to be given to strengthening capacities of local partners to protect and empower domestic workers and there is a need for in-depth assessments of needs for capacity building.

The role of the ILO has not always been clear and some partners, who were not familiar with the ILO way of operating prior to collaborating with the project, seem to have regarded it as a funding agency. This probably limits commitment of stakeholders, ownership of results and institutionalisation.

Other issues

It is obvious that domestic workers are being discriminated against; based on gender, nationality, ethnic belonging, education etc. and the fact that they belong to a profession with a relatively low status. Accordingly, there has to be an intensified effort to promote a more positive image of domestic workers and there has to be care, to not indiscriminately portray them as victims or as vulnerable. In line with this the empowerment of domestic workers to claim their rights, rights that they have even in the light of present legislation and regulation could have been given more prominence.

In general, a more rights-based approach would have been an advantage and the project could in this sense has focused on *empowering domestic workers (the rights holders) to know and to claim their rights and on the duty bearers to live up to their obligations*; be it Ministries of Manpower, Foreign Affairs, the police, recruitment agents etc. .

In this respect ILO has as a donor certain uncontested advantages; being an international organisations with valid instruments and direct relationships to many national partners, in the sending and recipient countries. As such, it is in a good position to inform duty bearers of their obligations and in assisting them in living up

to them. Also, its mandate and experience puts ILO in a good position to empower rights holders through organising (unionising) or just through providing information about rights.

Finally, the evaluator was impressed by the competence and devotion of project staff, the quality of outputs and reports and the high level of implementation. She also appreciated that people were open to constructively discuss various challenges and evaluation issues.

5.2 Recommendations

As this is a highly relevant project with many positive accomplishments, it is strongly recommended that the project be prolonged into a second phase of a duration of two to three years. The focus should be more clearly on Empowerment of rights holders and Accountability of duty bearers and the latter should incorporate prevention of trafficking and forced labour. An intensified dialogue with the Governments is important in order to have them becoming increasingly committed and to assume their obligations and responsibilities. ILO is in a good position to take on such a task and has accumulated a lot of information and knowledge to back up this dialogue. We would thus recommend a focus on empowerment of rights holders to claim their rights and on strengthening duty bearers to perform their functions and duties. There is also a need to do thorough partner and portfolio analyses in order to pick the “winners” both in terms of components, activities and partners from the first phase and identify best practices for outreach and impact.

It seems worthwhile to continue the national strategies that have been initiated but to have clear objectives and budget lines for countries, components and partners and these should be established in consultation with advisory committees.

Due to the size and complexity of the issues at stake, it is important to focus on strategic areas and catalytic interventions where a relatively small donor, such as ILO, can have a strategic impact. This requires an in-depth analysis of the situation of domestic workers, of the roles and capacities of partner organisations and of existing problems and constraints. During a next phase, the project should strive to obtain the critical mass needed for substantial changes and be working towards realistic and measurable objectives and results. Below follow some more specific recommendations;

- As part of the programme preparation for a next phase, a comprehensive situation analysis should be carried out, encompassing a portfolio and stakeholder analysis for the identification of best practices and potential for outreach and impact.
- A LFA problem identification and objective formulation participatory workshop should be held before or at the beginning of the next phase and aim at the development of a problem-solving and results-oriented project with a high level of ownership of main collaboration partners.
- National strategies should be developed for each country in order to promote a holistic approach and national ownership and commitment. The

project document should clearly indicate responsibilities and functions of all parties.

- National or sub-regional partners need to become more directly engaged in the implementation of project activities in order to foster ownership and sustainability of the outputs.
- Activities at the national level should encompass the empowerment of domestic workers and improved legislation and a regulatory framework for the sector in order to combat situations of abuse and promote rights of domestic workers. Special emphasis should be given to the recognition of domestic workers as workers and the provision of social security and health coverage.
- Efforts should be made, whenever feasible, to include government officials, trade unions, employers, academics and civil society representatives in the same workshops and seminars in order to promote pluralistic discussions and to contribute to improved contacts and dialogue between representatives of various sectors of society and increased accountability.
- The ILO should continue to play a role in the fostering of bilateral agreements on the rights of migrant domestic workers.
- Domestic workers associations, NGOs and trade unions that are willing to reach out to domestic workers should be supported in their efforts to empower domestic workers.
- The project should combat negative stereotyping of domestic workers and give precedent to empowerment as a way to combat abuse of domestic workers and enable them to claim their rights, in accordance with ILO's fundamental labour standards.
- A specific component for the empowerment of domestic workers should be developed and encompass training of domestic workers and their leaders, support to activities aiming at organisation and representation of domestic workers and education and vocational skills development for domestic workers.
- For the sub-projects, to be financed by a future project, the sustainability, outreach and impact should be emphasized and there should be more strategic focus and problem orientation. One criterion for reviewing proposals from partners should be the expected contribution to achieving the project's objectives and potential for outreach and impact.
- There should be more collaboration with local governments and awareness raising activities at this level as well as capacity building of local partners in the development of local ordinances.
- Various media channels with a high potential for outreach (mass socialization) should be used for awareness raising and the Information Agencies of the countries concerned should be mobilized to collaborate with a future project.
- A PAC should be established also in the Philippines
- Indicators for more results-based management should be developed and at all levels.
- Capacity building support to partners should focus on increasing their capacities to contribute to addressing identified constraints in their role as duty bearers and in achieving established objectives.

- The project should be expanded to also cover destination countries in the Middle East.

Annexes

A ToR

B List of people consulted (to be completed at a later stage)

Insert Annex 1 ToR

I and II and IV and Philippines I and II

Myra Hanartani, Director General of Domestic Placement, Ministry of Manpower and Transmigration

Anne-Marie Reerink, Project Design Team Leader, ILO, Jakarta

Serenidad Lavador, Chief Technical Advisor, International Programme on the Elimination of Child Labour, ILO Manila

Mitchell Duran, Programme Officer, International Programme on the Elimination of Child Labour, ILO Manila

Group meetings in the Philippines

Government; representatives of Bureau of Women and Young Workers (DOLE), Institute of Labour Studies (ILS-DOLE), DSUD, Department of Foreign Affairs (DFA), Bureau of Women and Young Workers (BWYW), TESDA, Philippine Overseas Employment Administration (POEA)

Unions and Workers' Associations, SUMAPI (domestic workers' association), Federation of Free Workers (FFW), Trade Union Congress of the Philippines (TUCP),

Employers and Recruiters; representatives from Philippine Organization of Private Employment (POPEA) and Employers Confederation of the Philippines (ECOP)

Non Governmental Organizations; Visayan Forum, Migrant Forum in Asia, Unlas Kabayab, Religious Mary Immaculate (RMI)

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