



## Evaluation Unit (EVAL)

- **Project Title:** Equality and Decent Work Promotion for Asian Women through Prevention of Human Trafficking, Protection of Domestic Workers and Gender Capacity Building (RBSA –Decent work, Gender equality and Safe migration)
- **TC/SYMBOL:** RAS/08/04/RBS; SBK/08/04/RBS; SND/08/01/RBS; CHN/08/02/RBS; IDN/08/01/RBS ; PHL/08/02/RBS
- **Type of Evaluation :** Independent Final Evaluation
- **Country(ies) :** East and South-east Asia, including Bangladesh, Cambodia, China, India, Lao PDR, Nepal, Indonesia, Philippines, Timor Leste, and Thailand
- **Date of the evaluation:** April 2010 (Final report :30 June 2010)
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- **Date project ends:** 30 June 2010
- **Donor:** *country (budget US\$):* USD 2,199,046
- **Key Words:** Domestic worker, human trafficking, gender mainstreaming, China, India, Philippines, Indonesia, Timor Leste, Lao PDR, Thailand, Cambodia
- **Evaluation Budget:** USD 25,000

International Labour Organization

Equality and Decent Work  
Promotion for Asian Women  
through Prevention of Human  
Trafficking, Protection of Domestic  
Workers and Gender Capacity  
Building

An Independent Evaluation of ROAP's G-RBSA 2008-2009

By Lisa Stearns

30 June 2010

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## LIST OF ACRONYMS AND ABBREVIATIONS

ACFTU	All-China Federation of Trade Unions (China)
ACTRAV	International Labour Office, Bureau for Workers' Activities
ACWF	All-China Women's Federation (China)
AITUC	All India Trade Union Congress
AUSAID	Australian Government Overseas Aid Programme
BMWC	Beijing Migrant Worker Club
CAMFEBEA	Cambodian Federation of Employers and Business Association
CEC	Chinese Enterprises Confederation
CEDAW	UN Convention for the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
COMMIT	Coordinated Mekong Ministerial Initiative Against Trafficking
CP-TING	Project to Prevent Trafficking in Children and Women for Labour Exploitation
CSOs	Civil Society Organizations
CTA	Chief Technical Advisor
DFID	Department for International Development (UK)
D-G	Director General
DLPW	Department of Labour Protection and Welfare (Thailand)
DW	Domestic Work
DWDW	Decent Work for Domestic Workers (ILO)
DWCP	Decent Work Country Programs
FAQ	Frequently Asked Questions
GEMS	Gender Equality Mainstreaming Strategies
GMPDME	Gender Mainstreaming in Project Design, Monitoring and Evaluation
GENPROM	Gender Equality Promotion Program (ILO)
GMS	Greater Mekong Sub-region
G-RBSA	General-Regular Budget Supplementary Allocation (ILO term only)
IAP-UN	UN Inter-agency Project on Trafficking
ILC	International Labour Conference
ILO	International Labour Organization
ILOGENPROM	ILO Gender Equality Promotion Program
ILO SAP FL	ILO Special Action Program to Combat Forced Labour
ILO-SRO	ILO Sub-regional Office
ILO-ROAP	ILO Regional Office for Asia and the Pacific
INTUC	Indian National Trade Union Congress
IPEC	ILO International Program on Elimination of Child Labour
IWD	International Women's Day
IMJC	Inter-Ministerial Joint Committee (China)
IOM	International Organization for Migration
IPEC	International Program on the Elimination of Child Labour
L&P	ILO Law & Practice Report & Questionnaire on DWDW published by ILO Geneva
MCW	Magna Carta of Women (Philippines)
MFA	Ministry of Foreign Affairs (China)
MHRSS	Ministry of Human Resources & Social Security (China)
MOL	Ministry of Labour (China)
MOLVT	Ministry of Labour and Vocational Training (Cambodia...ILO)
MPS	Ministry of Public Security (China)
NPA	National Plan of Action on combating trafficking (China)
PGA	Participatory Gender Audit
PPA	Provincial Plan of Action on combating trafficking (China)
RBM	Results Based Management
RBS	Regular Budget
RBSA	Regular Budget Supplementary Account
ROAP	Regional Office for Asia and the Pacific
SRO	Sub Regional Office (ILO)

SURAC	Sub-regional Advisory Committee on Human Trafficking (composed of social partners in Cambodia, China, Lao, Malaysia, Thailand & Viet Nam)
TBP	Time-bound Program
TICSA	International Program on the elimination of Child Labour (Trafficking in Children-South Asia)
TICW	ILO/UK/Japan Sub-regional Project to Combat Trafficking in Children & Women in
TOT	Training of Trainers
UN	United Nations
UN-IAP	UN Inter-Agency Program to Combat Trafficking
UNICEF	United Nations Children's Fund
UNDAF	United Nations Development Assistance Framework
UNIFEM	United Nations Fund for Women
UNTG	United Nations Themes Group
UNTGG	UN Gender Theme Group
WEDGE	ILO Women's Entrepreneurship Development & Gender Equality
WF	Women's Federation (China)
WH	CP-TING "Women's Homes" (resources centres for women in China)
YEM	Youth Employment and Migration Project, China
YEP	Global Youth Employment Programme of the ILO, Geneva (including Timor Leste)

# EXECUTIVE SUMMARY

## Project Background

The Regular Budget Supplementary Account (RBSA) is a major funding innovation introduced in 2008-2009 as a means to soften the impact of zero real budget growth within the ILO. It remains a mechanism subject to scrutiny. It is hoped that this evaluation will be a constructive contribution to that ongoing review.

Characteristics of the RBSA mechanism are as follows:

- It is based on voluntary contributions from Member States
- It addresses priorities that flow from the Strategic Policy Framework and Programme and Budget
- It enhances the capacity to deliver on Decent Work Country Programme (DWCP) outcomes
- It is fully integrated with extra-budgetary resources

The RBSA is designed as a flexible mechanism, although donors have the option of “light earmarking” to connect the use of their donation to regional or thematic priorities. This evaluation concerns programming done on the basis of Norwegian RBSA contributions earmarked for gender equality, including action against forced labour and trafficking.

The ILO Regional Office for Asia and the Pacific (ROAP) in co-operation with the Gender Bureau received \$2.2 million, approved 10 December 2008, to implement a project on “Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers, and gender capacity building” (hereinafter referred to as the G-RBSA).

The geographical coverage of the project included East, South, and South-east Asia. Bangladesh, Cambodia, China, India, Lao PDR, Nepal, Indonesia (including Timor-Leste), Philippines, and Thailand received allocations.

## Purpose and Scope of the Evaluation

According to the terms of reference, the purpose of this evaluation is to assess the following:

- the extent progress has been made in achieving G-RBSA outcomes
- the extent G-RBSA results have fed into the DWCP outcomes in participating countries and facilitated knowledge development and sharing at the regional level
- the extent outputs have been produced
- the extent that outputs have contribute to achieving the identified DWCP outcomes in the selected countries and at the regional level
- the effectiveness and challenges to date of the RBSA funding mechanism

The evaluation focuses on the G-RBSA’s contribution to the DWCP outcomes identified by participating countries, taking into consideration the indicators of achievement or milestones. It further takes into account all interventions, geographical coverage and the whole period of the

G-RBSA funded component, considering external factors that have impacted on the delivery of the outputs.

In an evaluation of this nature, with many countries involved and, in each, many projects in different thematic areas, a great many facts and issues emerge. Many of the activities in each country deserve individual, in-depth, evaluations whether to illuminate the fullness of their creativity or to cast a more penetrating light on their limitations. This report would sacrifice utility, however, should each activity be systematically evaluated, nor was there time within the scope of this evaluation for the breadth of stakeholder interaction or project-site contact that would be necessary for thorough country-level programme evaluations. This is an evaluation of a regional project. Country-level activities are examined with a focus on their contribution to the regional project in light of the G-RBSA, Regional, Sub-regional, and DWCP outcomes prioritized.

The principal clients for the evaluation are ROAP-Bangkok, relevant country offices, project management, GENDER, PROGRAM, EVAL, and the donor.

## Methodology

The evaluation manager is Ms. Pamornrat Pringsulaka (ILO-ROAP). The independent evaluator is Lisa Stearns (independent consultant).

The evaluation is based on a desk study and the results of an evaluation mission. Of the 10 countries with projects funded by the G-RBSA four were selected for the evaluation mission. Discussions took place in China 12-16 April, in the Philippines 19-21 April, in India 21-24 April, and in Thailand 26-30 April. Conference calls were held with ILO staff in Indonesia, Lao PDR and Cambodia on 29<sup>th</sup> and 30<sup>th</sup> April. Fieldtrips were necessarily limited, but 1-day field trips were arranged in China and India. These were useful opportunities to see projects functioning in context. Preliminary findings were presented at a debriefing held with ILO management in Bangkok at the end of the evaluation mission.

## Summary Findings and Conclusions

Despite challenges faced in introducing a new funding modality, the delivery rate for RBSA programmed technical work globally has already been assessed at 77% for the first biennium.<sup>1</sup> This evaluation finds that the ROAP G-RBSA also achieved an overall high delivery rate on prioritized outcomes.

The mechanism's flexibility enabled response to political openings among constituents through which ILO technical assistance was able to reinforce not only DWCP outcomes but also fundamental and cross-cutting principles of the Organization such as support for Worker Organizations, and gender mainstreaming. An impressive legacy has been left of institutional interventions facilitated, networks built, skills imparted, and materials distributed which will strengthen DWCP and Regional outcomes.

### A flexible mechanism allowed multifaceted, responsive programming designs

Apart from the regional coherence of Decent Work for Domestic Workers (DWDW) campaigns, the design of each country-level project was distinct and multi-faceted. The validity of this dispersion was facilitated by the fact that safe migration programming throughout the region

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<sup>1</sup> ILO Programme, Financial and Administration Committee, Report GB.307/PFA/2, Geneva, March 2010



had set the stage. It is more challenging to assure quality control over a plethora of smaller projects, but over-all, this design flexibility was used consistently with purposes envisioned for the G-RBSA and with results consistent with prioritized DWCP outcomes.

#### Enhanced participation in international standard-making

G-RBSA was particularly useful as a tool by which ILO leveraged convening power to mobilize a high regional participation in the ILC standard setting process. In all participating countries a consultation process was supported in which constituents were motivated, civil society included and domestic workers empowered. This effective use of ILO's convening power produced a visible role in the region for ILO's global standard making process. Of the 13 governments from Asia Pacific Region that responded to the L&P Questionnaire in time, 6 were G-RBSA participants.<sup>2</sup> This level of participation is likely to have been lower in the absence of ILO's initiative.

#### Contributions to new domestic awareness and policy change

The DWDW campaigns increased popular awareness by increasing accurate, locally applicable, information about trafficking and domestic workers for the media, constituents and advocacy organizations. The ILO-Asia website created for the DWDW campaign has potential significance beyond the life of the G-RBSA and beyond the Region. These contributions of G-RBSA have played an effective role in getting policy acceptance of the labour dimensions of human trafficking as well as continuing the campaign to move anti-trafficking policy from a focus on punishment toward prevention and service provision. Policy successes included new legislative initiatives, advocacy to pass pending legislation, improved enforcement of local legislation benefiting domestic workers, and promotion of government action plans for the prevention of trafficking.

#### Empowering domestic workers

Activities directly empowering domestic workers through combinations of training, organizing, and mobilizing were some of the most potentially transformative work engaged by the G-RBSA. Identity, dignity, and hope are some of the outputs for the stakeholders involved – in addition to outputs consistent with DWCP outcomes on sustained livelihood and safe migration. This work is also the most vulnerable in terms of sustainability. Domestic workers themselves have energy and will for self-help but their work conditions present barriers to collective action. The G-RBSA has raised expectations among this community; not always with clear plans for how to sustain inclusion and capacity building.

#### Data collection still weak

In areas of domestic work, trafficking, and sexual harassment advocates still labour under the difficulty of persuading authorities without adequate local data. To address this need, G-RBSA commissioned useful research in China, India, and Thailand to map existing literature and/or survey law reform options. Only in Cambodia, however, was new baseline data collected.

#### Gender Capacity Building

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<sup>2</sup> Note that the Cambodia Government also submitted a L&P Questionnaire after the final deadline. It was not, therefore, included in the ILO official count, but the Office did analyse the Cambodian Govt response.

There is agreement in the Region regarding the need to support processes for gender mainstreaming in institutions, as well as to develop the skills necessary to apply ILO and other gender mainstreaming tools. Translations and adaptations of materials, as well as training and practical application opportunities promoted ILO tools such as PGA, GEMS, GMPDME and GAD checklists. If mainstreaming tools are to be effectively applied and followed up then the assistance of experienced professionals is needed to backstop the work of informed gender focal points. A pilot effort to build a local network of gender experts was another G-RBSA contribution. The impact and efficiency of these sub-projects is only measurable by monitoring medium and long-term changes within targeted organizations.

### Earmarking

In the Asia Pacific Region the specific G-RBSA earmarking was easily accommodated within DWCP priorities. Domestic workers' protection, and prevention of trafficking are central to the equality and non-discrimination as well as the safe migration DWCP outcomes that are already priorities in the Region.

Gender specialists were also unanimous in pointing out that gender mainstreaming is now sacred litany but that it remains exceedingly difficult to leverage funds to address the sore lack of competent gender specialists without whom organizations cannot apply gender mainstreaming tools or monitor gender mainstreaming implementation.

Nevertheless Country Offices were keenly aware that with geographic earmarking Africa stands to win. With thematic earmarking, Country Offices are concerned that there will be fewer resources for those country mandates that are seldom prioritized by donors, e.g. labour market governance, and skills development. Furthermore, some interlocutors fear that earmarking may exacerbate what they perceived as increasing difficulty in local fundraising since the introduction of the RBSA mechanism.

### Satisfaction of long-term goals with short-term resources

It is difficult to accomplish long term planning goals with short-term resources. DWCPs are long term agendas. On average, the G-RBSA supported functional programming for not more than a year. The Region tackled this dilemma most successfully where G-RBSA funds were used to:

- Fill a niche in an ongoing programme suffering from budgets too tightly calculated to accommodate the risks encounter;
- Bridge programmes that were likely to receive new funding;
- Engage with co-funders positioned to keep the course; or
- Create synergies for autonomous action via ILO convening power.

## Lessons Learned and Recommendations

This project is nearing its end and with the unpredictable size and focus of future RBSA allocations, only very generic management recommendations are likely to be relevant:

### Lesson 1: RBSA and ILO Profile

A short-term, sometimes-earmarked, funding mechanism like the RBSA does not solve the ILO's need for long-term investment in the decent work agenda. Over-reliance on such mechanisms can exacerbate a characteristic of the ILO upon which a number of the interlocutors commented: ILO has become known for setting the conditions for policy or

institutional change over the long term, creating excellent materials to serve those processes, then leaving the field to others like the World Bank or EU. It is unfortunate that because of short programming horizons, mature outcomes are not always fully associated with the ILO, and therefore levers for accessing the resources needed to continue good work are lost. Ultimately an increase in regular ILO budgets is what is needed to realize the long term goals of decent work. Recommendations 1 and 2 follow from this lesson.

#### Lesson 2: RBSA needs streamlined procedures

The RBSA mechanism has administrative teething problems that must be worked out. Delay in delivery of funds, insecurities regarding timeframes for planning, and unpredictable earmarking complicate results-based-management. Recommendations 3-5 follow from this lesson.

#### Lesson 3: RBSA and decentralized programming

To maximize efficient and effective outputs with a flexible funding mechanism like RBSA, Regional and Country Offices are best positioned to undertake project planning but accountability must be ensured. Recommendations 6 and 7 follow from this lesson.

#### Lesson 4: G-RBSA success in capitalizing on a political moment

The G-RBSA has demonstrated particular impact in expanding regional participation in an international standard making process. It has also demonstrated that such participation can be an incentive to constituents, and leverage for domestic advocacy groups, to work toward domestic law and policy reform in the area under global review. Recommendations 8-10 follow from this lesson.

#### Lesson 5: Enhanced local gender expertise is needed to implement gender-mainstreaming commitments

UN agencies, ILO social partners, and many civil society organizations have made public commitments to mainstreaming gender equality principles. There is strong interest among these communities in learning to apply ILO gender-mainstreaming tools. While these tools are generally "user friendly", learning them requires practice in application and follow-up: practice that must be facilitated by experienced gender specialists if systemic impact is to be maximized. The recognition of gender experts and their role is part of the consciousness raising process. In addition, local networks of gender experts are needed as a resource to ensure the sustainability of gender-mainstreaming initiatives. Recommendation 11 follows from this lesson.

#### Lesson 6: Domestic workers and immigrants can be empowered to mobilize for their own rights

Domestic workers and immigrants, although often working in situations that do not favour the development of collective action, or self-improvement, are poised to work collectively for their rights if encouraged. They will also respond to educational offerings that enhance their work prospects if such offerings are appropriately organized. Ethical issues are raised, however, by lifting hopes and aspirations without sustained capacity to follow-through on initiatives. Recommendation 12 follows from this lesson.

#### Recommendations

1. The ILO might review its self-profiling policy. Its unique institutional access affords it a special role in the development community; a role in which it has contributed much more

than what is regularly credited to it. Better information flow would respond to persistent donors' concern for delivery capacity.

2. Web platforms with significant potential to contribute to the regional knowledge base including the Asia-Pacific platform on Domestic Work should be maintained, expanded, and profiled as significant ILO contributions to global consciousness raising on key decent work policy issues.
3. Regional and Country Offices should be given reasonable time between the announcement of RBSA bids and proposal deadlines to ensure consultation with participating Country Offices.
4. RBSAs should not be tied to biennium cycles but rather to a more relevant administrative framework.
5. Some system of recording RBSA expenditures on country-level activities including the contributions of co-funders should be devised.
6. RBSA programming priorities and project design decisions should continue to be taken at the Regional level in consultation with the Country Offices.
7. Where the multiplicity of activities funded by an RBSA is as diverse geographically and thematically as was the case with G-RBSA, evaluators should be given the time to conduct in-depth result-based-management evaluations of a limited number of individual activities. This would contribute to ensuring accountability for the whole design
8. Where there appear timely and fertile political settings for regionally integrated ILO initiatives that are consistent with common elements of DWCPs, they should be given priority in RBSA allocations.
9. Where RBSAs invest successfully in innovative initiatives during an international standard setting process, every effort should be made to identify general budget resources, ongoing project funds, or new RBSA funds to maintain a reasonable level of technical assistance for continued national involvement.
10. Effort should be made to fund at least one regional, multi-stakeholder, knowledge-sharing event after the June 2010 ILC to consolidate regional DWDW experience and stimulate continuity for initiatives underway.
11. Sustainable initiatives to support gender-mainstreaming should be cognizant that training in ILO gender mainstreaming tools needs to be planned together with opportunities for trainees to apply the tools and follow-up the recommendations that result. In order to facilitate this process the development of local gender expertise should be integrated into gender-mainstreaming programmes.
12. Where initial G-RBSA 2008-2009 investments have produced promising results in terms of stimulating domestic worker organizing, and developing educational opportunities for domestic workers and migrants, all effort should be made to provide reasonable follow-up.

# 1. PROJECT BACKGROUND

The Regular Budget Supplementary Account (RBSA) is a major funding innovation introduced in 2008-2009 as a means to soften the impact of zero real budget growth within the ILO. It was pointed out at the time (2007) that over the last 25 years the real level of ILO resources has decreased by 15% even as ILO membership has increased from 140 to 180 countries. The increased base of demand, plus growing global interest in ILO's Decent Work Agenda calls for more rather than less programming resources.<sup>3</sup> The budgetary options available to meet this challenge generated considerable discussion in the Governing Body. The RBSA mechanism that emerged remains under scrutiny. It is hoped that this evaluation will be a constructive contribution to that ongoing review.

Characteristics of the RBSA mechanism are as follows:

- It is based on voluntary contributions from Member States over and above those assessed
- It addresses priorities that flow from the Strategic Policy Framework and Programme and Budget
- It enhances the capacity to deliver on Decent Work Country Programme (DWCP) outcomes
- It is fully integrated with extra-budgetary resources.<sup>4</sup>

The RBSA is designed as a flexible mechanism, although donors have the option of "light earmarking" to connect the use of their donation to regional or thematic priorities. Member States have expressed differing opinions on this conditionality but the option applied to the first biennium and is slated to continue for Programme and Budget 2010-2011.

The following have been cited as strategic uses of the RBSA, to the extent that they are consistent with contributing to the prioritized Decent Work Country Programme (DWCP) outcomes identified in each RBSA project:

- Kick-start innovative programmes and activities
- Make possible quick and effective responses to urgent and emerging needs and priorities
- Extend geographical outreach or upscale ongoing programmes
- Strengthen the capacity of constituents to achieve the policy goals of the Organization
- Develop the capacity of the social partners and enable them to participate more effectively in the various stages of results-based management (RBM) to achieve decent work outcomes
- Increase coherence among projects within the country programme
- Enhance sustainability of ILO assistance through partnerships with other UN agencies
- Mainstream cross-cutting issues in labour policies and programmes

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<sup>3</sup> "Reply for the D-G to the Programme, Financial, and Administrative Committee, Appendix IIGB. 298/8/3(Rev.), Geneva, March 2007

<sup>4</sup> "RBSA", [www.ilo.org/public/english/bureau/pardev/development/](http://www.ilo.org/public/english/bureau/pardev/development/)

- Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence-based policy work
- Enhance collaboration and team work within the ILO
- Support regional and sub-regional integration initiatives
- Enable the Office to leverage additional funding from other sources
- Address high priority issues not necessarily generating widespread donor interest or covered by regular budgeting mechanisms <sup>5</sup>

This evaluation concerns programming done on the basis of Norwegian RBSA contributions earmarked for gender equality including action against forced labour and trafficking. The ILO Regional Office for Asia and the Pacific (ROAP) in co-operation with the Gender Bureau received \$2.2 million, approved 10 December 2008, to implement a project on "*Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers, and gender capacity building*" (hereinafter referred to as the G-RBSA).

The geographical coverage of the project included East, South, and South-east Asia. Bangladesh, Cambodia, China, India, Lao PDR, Nepal, Indonesia (including Timor-Leste), Philippines, and Thailand received allocations.

It is ILO policy that an independent evaluation should be conducted at least once during the project lifetime for all projects with a budget over \$500,000. This evaluation fulfils that requirement.

## 2. PURPOSE, SCOPE AND CLIENTS OF EVALUATION

### 2.1 PURPOSE

According to the terms of reference<sup>6</sup>, the purpose of this evaluation is to assess the following:

- To what extent progress has been made in achieving G-RBSA outcomes
- To what extent G-RBSA results have fed into the DWCP outcomes in participating countries and facilitated knowledge development and sharing at the regional level.
- To what extent outputs have been produced
- To what extent the outputs have contribute to achieving the identified DWCP outcomes in the selected countries and at the regional level
- The effectiveness and challenges to date of the RBSA funding mechanism

<sup>5</sup> Amalgamated from: ILO 307<sup>th</sup> Sess GB, Financial and Admin. Committee, GB. 307/PFA/2, Geneva, March 2010; and "Regular Budget Supplementary Account", ILO website, [www.ilo.org/public/english/bureau/pardev/development/mobilization/budgetsupplementary.htm](http://www.ilo.org/public/english/bureau/pardev/development/mobilization/budgetsupplementary.htm) (accessed 18 May 2010); and interviews with ILO Country Office leadership.

<sup>6</sup> See Appendix 1 for a copy of the Terms of Reference

## 2.2 SCOPE

Further to the terms of reference this evaluation focuses on the G-RBSA's contribution to the DWCP outcomes identified by participating countries, taking into consideration the indicators of achievement or milestones. It further takes into account all interventions, geographical coverage and the whole period of the G-RBSA funded component, considering external factors that have impacted on the delivery of the outputs.

The evaluation further takes into account the ILO Global Action Plans for Gender Equality and against Discrimination in Employment, Forced Labour and Child Labour.

## 2.3 CLIENTS

The principal clients for this evaluation are ROAP-Bangkok, relevant country offices, project management, GENDER, PROGRAM, EVAL, and the donor.

# 3. METHODOLOGY

The evaluation manager is Ms. Pamornrat Pringsulaka (ILO-ROAP). The independent evaluator is Lisa Stearns (independent consultant).

## 3.1 INFORMATION SOURCES

The evaluation presented here is based on a desk study and the results of an evaluation mission.<sup>7</sup> Due to scheduling difficulties the desk study did not take place prior to the evaluation mission, nor was it possible to begin the evaluation mission with an orientation at ROAP in Bangkok. In lieu, prior to the evaluation mission, ROAP arranged an orientation by conference call. Documents (both content and process) were provided "en route" to project countries, and further supplemented upon requests by the evaluator.

Of the 10 countries with projects funded by the G-RBSA, ROAP arranged for the evaluator to hold direct interviews in four: China, the Philippines, India, and Thailand. Discussions took place in China 12-16 April, in the Philippines 19-21 April, in India 21-24 April, and in Thailand 26-30 April. Conference calls were held with ILO staff in Indonesia, Lao PDR and Cambodia on 29<sup>th</sup> and 30<sup>th</sup> April.<sup>8</sup> Preliminary findings were presented at a debriefing held with ILO management in Bangkok at the end of the evaluation mission.

ILO country offices made great efforts to introduce relevant local interlocutors in the selected mission sites. The evaluator interviewed the Senior Specialists on gender and labour migration who supported and guided the G-RBSA interventions; responsible ILO staff at regional, sub-regional and country level; as well as selected national project partners and stakeholders. Where tight schedules or onerous traffic required, meetings were held in the ILO offices, or at convenient coffee shops, rather than *in situ*. Fieldtrips were necessarily limited. The evaluator is grateful, however, to the China and India ILO Offices for organizing 1-day field trips to projects in Kunming and Chennai respectfully. These were greatly appreciated opportunities to see projects functioning in context.

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<sup>7</sup> See Appendix 2 for list of documents reviewed

<sup>8</sup> See Appendix 3 for a full mission schedule

## 3.2 ISSUES AND LIMITATIONS

The evaluator, who alone is responsible for the contents of this evaluation, was provided with competent translation assistance in China, India, and Thailand. In order to maximize the efficiency of the interviews, ILO administrative staff also provided much-valued note-transcription services in China and India. It is the opinion of the evaluator that ILO presence at some meetings did not jeopardize the independence of the evaluation but, on the contrary, facilitated it. In many Asian contexts, the role of introduction is ritualized and important to establishing a certain level of confidence in exchanges with unknown individuals. Meeting the evaluator in the company of someone familiar put many interlocutors at their ease. The evaluator also benefited from observations of the dynamic between ILO staff and local partners. In projects like G-RBSA that must produce outputs quickly, success is often reliant on the fluidity of ILO-partner interactions. Thus what might have been left unsaid as a consequence of ILO presence was more than compensated for.

Where expenditure figures are cited under Country achievements, these should be taken as only suggestive of the size of investment in particular activities or groups of activities. They are offered as general indication of the balance among thematic and strategic undertakings in sub-project profiles. For reasons explained in the Findings section they do not represent detailed calculations. The evaluator would like to give special thanks to ILO staff whose time my budget queries occupied.

In an evaluation of this nature, with many countries involved and, in each, many projects in different thematic areas, a great many facts and issues emerge. Many of the activities in each country deserve individual, in-depth, evaluations, whether to illuminate the fullness of their creativity or to cast a more penetrating light on their limitations. This report would sacrifice utility, however, should each activity be systematically evaluated, nor was there time within the scope of this evaluation for the breadth of stakeholder interaction or project-site contact that would be necessary for thorough country-level programme evaluations. This is an evaluation of a regional project. Country-level activities are examined with a focus on their contribution to the regional project in light of the G-RBSA, Regional, Sub-regional, and DWCP outcomes prioritized.

As per agreed terms of the consultancy contract, the evaluation write-up began 3 weeks after the evaluation mission terminated. Submission was further delayed by complications in receiving some key documents.

A first draft was submitted 4 June 2010, and the final draft, following the receipt of ILO comments, was submitted in 30 June 2010.

## 4. G-RBSA – IMPLEMENTATION - REGIONAL

### 4.1 BACKGROUND

This first RBSA cycle was challenging. A cycle that was supposed to run 2008-2009 did not begin processing regional bids until mid 2008. The overall distribution to ROAP was less than countries in the region had been led to expect.<sup>9</sup> The Norwegian RBSA contribution was received late and earmarked. The Regional and Country Directors were therefore under time pressure at the end of 2008 to adjust to lower programming ambitions and to generate proposals with a

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<sup>9</sup> Preliminary information from HQ was that the region was likely to receive \$15 mill.



responsible fit between donor earmarking and priority DWCP outcomes. The challenges were largely met, however.

Acting on global ILO Action Plans for Gender Equality and Against Discrimination in Employment, Forced Labour and Child Labour; and within the strategic framework of 2008-2009, the project design that emerged aims to integrate multiple-level priority outcomes within a results-based framework. These priority outcomes are identified at regional, sub-regional, DWCP and G-RBSA levels. The united strategy of the project is to contribute to the identified outcomes by a country-relevant combination of activities supporting:

- *Prevention of human trafficking* – to prevent labour exploitation and crimes of human trafficking through a rights-based approach
- *Protection of domestic workers* – to eliminate abuse and promote decent work for this largely female, uneducated, and disadvantaged labour force
- *Gender capacity building* – to contribute to the establishment of effective equal employment opportunity mechanisms between ILO constituents and women’s machineries to provide decent work to women and their families in poverty.

Taking into account the specificity of country contexts, it was anticipated that the activities supporting the prevention of human trafficking, the protection of domestic workers, and the improvement of gender-capacity would achieve their results by programming designed to:

- Improve policy environment
- Strengthen institutional capacity
- Improve advocacy

Outcomes and outputs at sub-project levels were to feed into overarching Regional outcomes:<sup>10</sup>

*RAS 201: Improved capacities of government and social partners to manage labour migration*

*RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality*

The creative result of strategy and design decisions was a project that integrates the cross-cutting priorities of gender equality promotion and gender mainstreaming; is inclusive of the regional priority of improved labour migration management; and is responsive to the unique opportunity afforded by the International Labour Conference (ILC) process toward international labour standard setting for the protection of domestic workers. It is an “integrated strategy for decent work” of the kind called for by both the Social Justice Declaration and the Strategic Policy Framework. The approved budget was as follows:

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<sup>10</sup> In the “Proposal for G-RBSA Allocation” RAS 226 was identified as the Regional outcome sought. RAS 201 was added at the start of implementation as the G-RBSA promotes safe migration to prevent human trafficking and the overall majority of domestic workers are local or international migrants. RAS 201 was therefore included as a regional outcome in the TOR for this evaluation. Since G-RBSA outputs at all levels actively contributed to both of these Regional goalposts, both are included as reference points in this evaluation.

<b>G-RBSA Participants</b>	<b>Budget in USD (exc Eval and PSI):</b> Total = 2,199,046
Asia Pacific Region (Gender) (ROAP)	494,046
China	510,000
Indonesia	200,000
Philippines	200,000
East Asia (410,000)	
Sub-region	131,476
Thailand	142,452
Cambodia	93,901
Lao PDR	38,901
Vietnam	3,600
South Asia (358,000)	
Sub-region	Unidentified
India	259,395
Bangladesh	52,778
Nepal	32,633

## 4.2 ACHIEVEMENT OF OUTCOMES

Evaluating the success of G-RBSA in meeting the Regional outcomes through interlocking outcomes and outputs at sub-project levels is the ultimate task of this evaluation. Regional achievement, in this sense, is therefore discussed in the Findings section. Here, the focus is narrowly on the concrete contributions of the Regional budget to strengthening the project as a whole, and giving it regional coherence.

The ROAP allocation supported important inter-regional knowledge exchanges. The first was held in Bangkok for ILO staff backstopping the Decent Work for Domestic Workers (DWDW) campaigns in the region. The meeting brought together 15 ILO colleagues from 6 countries. All were involved in DWDW campaigns supported by the G-RBSA. They had animated exchanges regarding successes, challenges, and strategies forward. The second was a 4-day regional training hosted by ILO-Beijing on the Labour Dimensions of Human Trafficking for ILO constituents. Evaluations clustered around marks 4-5, the maximum, and outside observers from Canada and the US report being impressed.

Some regional funds were used to lend ILO legitimacy to co-funded activities in countries where outputs were deemed to benefit from this visibility. The balance was used to secure the personnel necessary for effective implementation in Bangkok, Cambodia, China and Lao PDR. Most countries were not able to begin implementation until the spring of 2009. Without the dedicated staff that devoted their enthusiasm and time to energizing and backstopping the work done by the partners, outputs would not have been so impressive. GENDER staff contributions were important to facilitate the Participatory Gender Audit (PGA) activities. The need to rely on international technical expertise, however, draws attention to the justification for continuing to enhance local networks of gender experts who arguably would be a more cost-effective and sustainable source of support for gender-mainstreaming projects. It is commendable that Indonesia, in particular, has made progress in this regard.

Interlocutors from among constituents and civil society uniformly commended the regional experts who contributed to country programmes. Regional experts were particularly effective in

motivating and setting a regional pattern for the ILC standard setting consultations held in all participating countries as well as contributing materials and expertise to advocacy campaigns.

A dedicated website on Domestic Workers in Asia is a resource which has the potential for global impact: [http://www.ilo.org/asia/whatwedo/projects/lang--en/WCMS\\_114205/index.htm](http://www.ilo.org/asia/whatwedo/projects/lang--en/WCMS_114205/index.htm) if content is expanded and the site is maintained. The localization, translation and promotion of ILO publications and tools, including the "Smart Guide for Domestic Workers", Fact Sheets, PGA and GEMS tools also provides a common knowledge base for regional partners which can facilitate network building and the cross-fertilization of experience. These materials will remain useful for succeeding projects.

## 5. REVIEW OF IMPLEMENTATION-CHINA

### 5.1 BACKGROUND

#### 5.1.1 DOMESTIC WORKERS

At the commencement of the G-RBSA it was estimated that there were some 20 million domestic workers.<sup>11</sup> This vulnerable workforce was not covered by national labour law, nor did it fall within the responsibility of national inspection institutions. Traditionally, government responsibility for domestic workers has been fragmented among various ministries without managerial or regulatory coordination. A few local regulations had adopted limited protections and some regions were experimenting with the use of model contracts. An integrated system of legal protection was lacking, however, as was government impetus for policy-making in this area. Training possibilities for domestic workers were also limited, as were possibilities to express collective interests via trade union membership.

#### 5.1.2 ANTI-TRAFFICKING

Funding for two important anti-trafficking projects, CP-Ting and TICW, terminated in 2008.<sup>12</sup> Both had received very positive reviews and the potential for further funding was significant although not in place during 2009. From 2000-2008 these projects helped popularize a more accurate picture of the causes and consequences of human trafficking. By 2008 key stakeholders had broadened their traditional concept of trafficking as associated primarily with sexual exploitation to an understanding of the relationship between human trafficking and labour exploitation. A National Action Plan (NAP) was adopted in 2007 to be implemented under the guidance of a newly created inter-agency mechanism, the Joint Committee, including representatives of 31 Ministries. Political space existed to support the development of complimentary Provincial Anti-trafficking Plans of Action (PPA).

Direct interventions for safe-migration initiated by CP-Ting began approximately a year behind schedule. Consequently, the newly introduced institutional models, although deemed very successful, only had two years to root themselves and prepare for sustainability. All stakeholders were concerned to maintain continuity of core elements pending the procurement of new funding.

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<sup>11</sup> China Association of Domestic Service, Roundtable Meeting on Domestic Work, 15 May 2009, quoted in "Situational Analysis of Domestic Work in China", p. 1

<sup>12</sup> The "China Project to prevent Trafficking in Girls and Young Women for Labour Exploitation" (CP-Ting) 2004-2008, and the two phases of "Project to Combat Trafficking in Children and Women in the Greater Mekong Sub-region (TICW) 2000-2008.

## 5.2 RELEVANCE OF G-RBSA FUNDING

China received the largest G-RBSA allocation in the region: \$510,000. In part, this was due to the particular interest of the donor in continuing the work accomplished under the CP-Ting and TICW projects.

Initially the China office planned to use some 80% of their G-RBSA allocation to continue earlier anti-trafficking projects. In the event, however, the 2010 ILC standard setting process opened more political space than anticipated for collaborations on domestic workers' protection. Within the flexibility permitted by the RBSA mechanism, allocations were adjusted accordingly since changes remained consistent with contributions to both RAS 226 and DWCP CHN 102 which emphasizes safe migration to eliminate labour exploitation and trafficking. The protection of domestic workers contributes to providing safe migration experiences for a large, female, population and lessens their vulnerability to becoming a trafficking statistic.

Among the anticipated legitimate uses of the RBSA mechanism, the ILO China Office effectively programmed its G-RBSA to accomplish the following.

- *Kick-start innovative programmes and activities* by initiating dialogue with the All China Federation of Trade Unions (ACFTU) regarding organizing domestic workers, and seizing an opening to address child labour.
- *Make possible quick and effective responses to urgent and emerging needs and priorities* by capitalizing on new political openings to mobilize for international standard setting and domestic legislation on domestic worker protection.
- *Extend geographical outreach or upscale ongoing programmes* by extending institutional models for trafficking prevention to new provinces and deepening their penetration in 6 provinces.
- *Enhance sustainability of ILO assistance through partnerships with other UN agencies* by cooperation with UNIFEM, especially on domestic work projects.
- *Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence-based policy work* by localizing and translating ILO advocacy materials and commissioning research.
- *Enable the Office to leverage additional funding from other sources* by supporting the continuity of core activities in two successful anti-trafficking projects, and the continuation of a CTA familiar with them, until new funding was secured.<sup>13</sup>

## 5.3 ACHIEVEMENT OF OUTCOMES

Against the background outlined above, the G-RBSA project outcomes were designed to contribute to regional and DWCP outcomes. They achieved outputs by fostering improvements in policy environment, institutional capacity, and advocacy. Below is a schematic view of the impressive level of activity in China to which the G-RBSA contributed during 2009. It provides a backdrop for the comments that follow.

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<sup>13</sup> CP-Ting2 has secured funding (4 mill CAD over 2010-2013) from the Canadian International Development Agency. A sequel to TICW will be funded (AUD10m over 2010-2015) by the AusAid TRIANGLE Project (Tripartite Action to Protect Migrants within and from the GMS from Labour Exploitation) covering Cambodia, China, Lao PDR, Malaysia, Thailand and Vietnam.

**Regional Outcomes:**  
 RAS 201: Improved capacities of government and social partners to manage labour migration  
 RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality.

**DWCP Outcome:**  
 CHN 102: Increased capacity of ILO constituents and women’s organizations to provide equal access to employment and safe channels for internal and international migration in accordance with international labour standards to eliminate discrimination and situations of forced labour, exploitation and trafficking.

**G-RBSA outcome:**  
 Increased capacity of ILO constituents and women’s organizations to provide equal access to employment and safe channels for internal and international migration in accordance with international standards to eliminate discrimination and situations of forced labour, exploitation and trafficking.

Outputs	Activities supported
<p><u>Improved policy environment</u></p> <p><i>Domestic Workers</i>            Improve stakeholders understanding of domestic worker issues and potentials for an international standard</p> <p><i>Anti-trafficking</i>            Organisations responsible for anti-trafficking strengthened to support implementation of PPAs</p>	<p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• Specialist report on domestic work questionnaire</li> <li>• Stakeholder consultations on ILC process</li> <li>• Gov 3+1 consultation on ILC questionnaire</li> <li>• Consultant recommendations for national regulations on domestic work protection</li> </ul> <p><i>Anti-trafficking</i></p> <ul style="list-style-type: none"> <li>• Discussion of Palermo Protocol ratification</li> <li>• Prep of the Chinese delegation to the COMMIT meeting (with UNIAP)</li> <li>• Multi-dept ACWF meeting</li> <li>• ACWF training on responsibilities under NPA and PPAs</li> <li>• Consultations with key partners in target provinces</li> <li>• Stakeholder training in 6 provinces</li> <li>• Provincial follow-up to Plans of Action via direct assistance fund for the Joint Committee</li> <li>• Participation of ILO constituents and the ACWF in the Regional Training on the Labour Dimension of Human Trafficking</li> </ul>
<p><u>Strengthened institutional capacity</u></p> <p><i>Domestic Workers</i>            Alliances facilitated across organizations ACWF supported to improve management and training in the sector</p> <p><i>Anti-trafficking</i>            Models of direct assistance expanded in four provinces and adopted in two new provinces</p>	<p>Government-requested research on the impacts of the economic crisis on DWCP priorities</p> <p>Awareness-raising seminar on Child Labour Conventions</p> <p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• City level domestic work consultations (with UNIFEM)</li> <li>• Workshop on domestic work (with UNIFEM-YEM)</li> <li>• ACFTU seminar in Xiamen with key depts.</li> </ul> <p><i>Anti-Trafficking</i></p> <ul style="list-style-type: none"> <li>• Discussion of NPA implementation</li> <li>• Training for ACWF legal depts.</li> <li>• Multi-agency and multi-level workshop on “Strategies and Solutions to Combat Human Trafficking” (Zhejiang)</li> <li>• Common management manual for Women’s Homes Network</li> <li>• Good practices exchange for Women’s Homes Network:3 days, 30</li> </ul>

	<p>pax</p> <ul style="list-style-type: none"> <li>• Master training for life skills trainers – 5 days, 5 provinces, 25 pax</li> <li>• Training of trainers for life skills teachers: 3 days, 30 pax (with UN agencies)</li> <li>• YEM-linked development of life skills training manual (with UN agencies)</li> <li>• Inter-provincial learning exchange Fujian-Jiangsu, and Jiangsu-Anhui</li> <li>• Multi-agency training and planning meetings x 3 cities</li> </ul>
<p><u>Improved advocacy</u></p> <p>Empowerment of target group and social protection promoted</p>	<p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• Situational analysis of domestic work in China</li> <li>• Production and distribution of fact sheets, PPTs, FAQ, and updated CP-Ting safe migration materials with domestic work messages</li> <li>• Flash animation for Migrant Day</li> <li>• Info event with ACWF</li> <li>• Beijing Migrant Women’s Club Forum on Domestic Work (w/ Oxfam)</li> </ul> <p><i>Anti-trafficking</i></p> <ul style="list-style-type: none"> <li>• Situational research of 2 new provinces and update of 4 others: roundtables to discuss, results to media</li> <li>• Advocacy in earthquake affected Pengzhou to show life skills are important for vulnerable girls</li> <li>• Updated and distributed info pack on provincial good practice</li> <li>• Training packages on anti-trafficking distributed</li> <li>• Campaign on World Day Against Child Labour in Yunnan</li> </ul>

### 5.3.1 IMPROVED POLICY ENVIRONMENT

#### Participation in international standard setting

The ILO China office is to be commended for moving early in the spring 2009 to respond to the Government’s request for technical assistance for the ILC standard setting process for domestic workers. A consultant from the civil society sector provided the Government with a timely, well-researched, and well-analyzed commentary that the government used as a blueprint.

Facilitating a series of consultations succeeded in creating a dynamic arena for discussion of the ILC standard-making process among the constituents, although less enthusiastically among employer organizations than others. The number of CSOs involved was limited but strategic inclusions were possible. As a result, the Chinese government submitted their ILC report to Geneva on time and relied heavily on the recommendations resulting from the processes above, albeit supporting a Recommendation rather than a Convention.

#### National legislation and policy on domestic workers

On the domestic front, the consultation process helped the government to see domestic work as constituting a potentially important source of stable job-creation, if well-regulated: a major conceptual shift. Shortly after the National Consultation the State Council mandated a new Ministerial Working Committee on Domestic Work (composed of eight agencies and chaired by MHRSS) to draft regulations for the domestic worker sector. ILO contracted the same consultant who advised on the L&P Questionnaire, to make recommendations. The good relations between

this consultant and the MHRSS have strengthened feedback loops between government and civil society.<sup>14</sup>

#### Policy development on anti-trafficking

Anti-trafficking activities also had concrete policy results. Training activities in the 6 pilot provinces contributed to the adoption of PPAs in all six: a significant step in implementing the NPA. It is more difficult to characterize the policy impacts of the Direct Assistance Fund established for the inter-agency mechanism and given \$60,000 to support action plan implementation in the provinces.

Maintaining the awareness raising encounters from earlier projects can also be said to have contributed to China's ratification of the Palermo Protocol in Dec. 2009, and to the dialogue concerning future ratification of the ILO Forced Labour Convention. The Government also requested technical assistance to run a seminar on ILO Child Labour Conventions. The G-RBSA enabled ILO-Beijing to respond to this rare opening to discuss a sensitive issue.

### *5.3.2 STRENGTHENED INSTITUTIONAL CAPACITY*

#### Capacity building of ACWF

G-RBSA facilitated continuity in the fruitful collaboration between ACWF and ILO, contributing to ACWF's institutional capacity both on domestic workers' issues and anti-trafficking. This network that operates from national to village level is critical to the success of any gender-related institutional intervention in China. Several interrogators commented that ILO's involvement has strengthened the legitimacy of ACWF's work on the relatively new issue of domestic worker's protection. Training elements of G-RBSA also strengthened ACWF's capacity to help interface with other government agencies on implementation of NAP and PPAs.

#### Capacity building in proven anti-trafficking intervention models

Continued partnerships with ACWF also maintained and expanded the capacity of two institutional interventions developed by the CP-Ting and TICW projects. Both Life Skills Training and Women's Homes received high marks on closing evaluation. The Life Skills Intervention model was described as "a major achievement..." and the Women's Home Network as the "most innovative and distinctive direct assistance model".<sup>15</sup>

With contributions from G-RBSA, Skills Training projects and Women's Homes were maintained in four provinces where CP-Ting and TICW projects were begun and in two new provinces. Both these intervention models have now mobilized significant local resources. This is a signal of the local sense of ownership achieved, but it makes it more difficult to ascertain the exact added value contributed by G-RBSA funding. This does not detract from the value of G-RBSA contributions to bridge the period between completed and new cycles of funding for these co-operations, however. G-RBSA contributions secured a continued platform for ILO participation and awareness building influence in two institutional developments: one with strong potential to influence the consciousness of the next generation (Skills Training), and a second with ambitions to service the domestic worker sector (Women's Homes).

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<sup>14</sup> It is lamentable that in March 2010 the Beijing Legal Aid Centre for Women, one of the organizations to which this consultant was affiliated, and a strong civil society supporter of ILO work, lost the support of Peking University and was forced to reorganize.

<sup>15</sup> IPEC Evaluation, "Preventing Trafficking in Girls and Young Women for Labor Exploitation within China" CPR/04/01P/UKM, Oct 2008.

Some \$55,000 of the G-RBSA was budgeted for competence building of teachers in the Life Skills Training project, a need identified in the closing evaluation of CP-Ting. Through support for such training ILO was able to maintain the original project's emphasis on participatory, inter-active, gender sensitive teaching methodology and anti-trafficking messages consistent with international standards. This was confirmed by the evaluation mission to a Kunming elementary school with a large migrant student body (501 of 600). Life skills training (also called safe-families training) began there under TICW. The evaluator spoke with students, parents, and teachers as well as observed the results of participatory projects, including teaching materials and puppet theatre productions. Observations confirm the enthusiasm of stakeholders as well as the substantive relevance of contents which included sensitized messages not only about trafficking prevention and non-discrimination values, but also about HIV and HepB infection.

For the Women's Homes, circa G-RBSA \$40,000 was used for networking and exchange of best-practice experience plus development of a management manual; both important measures to enhance the professionalism and sustainability of the model. They may, over time, also encourage more diverse recruitment strategies. At the Women's Home visited by the evaluation mission, close partnering with employers is effectively enlisting the support of an important stakeholder, but the price paid is a limitation on the institutional model to reach the women in the community most vulnerable to trafficking.

#### Capacity building for organizing

The potential for domestic worker trade unions remains limited in China and organizing is not highlighted in China's G-RBSA outcomes. Nevertheless, G-RBSA activities laid foundations consistent with ILO's principled support for worker organizations. Firstly the G-RBSA enabled a quick response to ACFTU's emerging interest in domestic workers by facilitating a seminar in Xiamen where consultations were held with key departments that would be involved if ACFTU should expand its role. Secondly, the G-RBSA fostered cooperation with the Beijing Migrant Women's Club. This is a membership organization and a platform for networking. As such, the Club has trained and empowered many of the domestic workers who are currently rights advocates within their communities. Interlocutors observe that G-RBSA activities have fostered increased interest in policy and advocacy within the Club. The Club has recently assisted experiments in registering "domestic worker cooperative communities" and participated in other strategizing initiatives.

#### UN cooperation strengthened

Cooperation with UNIFEM on several activities provided synergy effects between the two main UN agencies working on domestic work issues and thus enhanced the prognosis for sustainability of their individual and collective efforts in defence of domestic workers.

### *5.3.3 IMPROVED ADVOCACY*

#### Empowering self-help advocacy

The Beijing Migrant Women's Club is an icon in the history of CSOs in China. It has long supported self-help initiatives among migrant workers, many of whom are female domestic workers. Cooperation with ILO has supported the organization and its membership to become more policy oriented. Interlocutors found this to be an empowering development. The G-RBSA supported Club activities directly targeted toward enhancing domestic workers' advocacy skills. They have also developed a sophisticated media outreach for their work.



### Advocacy materials

A variety of attractive, professionally produced, and user-friendly advocacy materials both for domestic workers and for anti-trafficking initiatives were made available to the constituents and ILO-China's wide network of CSOs. These were commented upon positively by CSO interlocutors and readily available among project partners when the evaluator made inquiries.

### Maximising the use of public events

As part of a multi-participant campaign for World Day Against Child Labour, Yunnan ILO partners mounted an impressive forum to give children a public platform for anti-trafficking advocacy. The evaluation mission spoke to children who participated in the activity. It was clear the Forum had left strong impressions on them; enforcing both their awareness of trafficking issues and their sense of agency. Government officials were also impressed by the relevance of the messages conveyed to them by children participants.

## 6. REVIEW OF IMPLEMENTATION-EAST ASIA SUB-REGION

### 6.1 SUB-REGIONAL COMPONENT

The G-RBSA for East Asia supported work in Thailand, Cambodia, Lao PDR and Vietnam. Sub-regional funds supplemented the costs of localizing ILO tools for more widespread use. The majority, however, were spent to backstop the DWDW consultation process in the sub-region providing inter alia, expertise and technical contributions to dialogue and advocacy campaigns. These contributions received uniformly positive feedback.

Thailand was selected as the sub-regional example for the evaluation mission. Below are the evaluation findings regarding Thailand's contributions followed by auxiliary notes regarding the work supported in Cambodia and Lao PDR.<sup>16</sup>

### 6.2 BACKGROUND-THAILAND

The number of Thai domestic workers is said to be declining.<sup>17</sup> Thailand receives more cross-border migrants than any country in the greater Mekong Sub-region, however. Of the unseen workforce of some 700,000 domestic workers in Thailand, the majority are cross-border migrants. Increasing poverty, high unemployment in neighbouring countries, and unstable political situations in the region have been pushing the numbers up steadily. Domestic worker protection is therefore closely allied to migration, gender and trafficking issues in this region, as elsewhere.

Nevertheless, Thai law does not recognize domestic work as work, and therefore fails to ensure basic rights such as minimum age, wages, holidays and welfare. The 1989 Labour Protection Act

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<sup>16</sup> The Vietnam Ministry of Labour, Invalids and Social Affairs (MOLISA) Gender Equality Department and ILO hosted a National Consultation on Domestic Work on 30 April 2010. Sixty-seven participants attended. The initiative, supported by the Vietnam General Federation of Trade Unions, was taken in light of a draft labour decree on domestic worker providing for better working conditions for male domestic workers than female domestic workers. The G-RBSA contributed \$3,600 and the ILO Hanoi Gender Equality project contribution matched that to make up the budget.

<sup>17</sup> Boontinand, V.J., *Domestic Workers in Thailand: Their situation, challenges and way forward*, ILO, Jan 2010

only applies in a limited way and is in need of amendment should it be a useful tool for domestic worker protection.

The issue of domestic worker protection is fairly new on the agenda of ILO constituents in Thailand although CSOs have been active and some trade unions have demonstrated an interest in supporting self-organizing initiatives among domestic workers. Since 2006 CSOs have been lobbying for a Ministerial Order (also translated as regulation or decree) on domestic workers.

In assessing the impact of the G-RBSA during 2009, it is important to recall that Thailand's unstable political environment has strongly influenced the government and bureaucracies' focus on new policy initiatives since the Autumn of 2009.

### 6.3 STRATEGIC APPLICATION OF RBSA MECHANISM - THAILAND

Among the anticipated uses of the RBSA mechanism, the G-RBSA budget in Thailand was effectively programmed to accomplish the following:

- *Kick-start innovative programmes and activities by supporting the organizing of domestic workers.*
- *Make possible quick and effective responses to urgent and emerging needs and priorities by consultation process to mobilize participation in international standard setting process and to energize efforts to get government action on the dormant Ministerial Order on Domestic Workers.*
- *Strengthen the capacity of constituents to achieve the policy goals of the Organization by baseline research on domestic workers, manual on domestic worker organizing, and workshop with Ministry of Labour on the labour dimension of human trafficking.*
- *Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence-based policy work by developing, localizing and translating ILO advocacy materials.*

### 6.4 ACHIEVEMENT OF COUNTRY-LEVEL OUTPUTS - THAILAND

Against the background outlined above, the G-RBSA project outcomes were designed to contribute to regional, sub-regional, and DWCP outcomes. They achieved outputs by fostering improvements in policy environment, institutional capacity, and advocacy. Below is a schematic view of G-RBSA activities in Thailand during 2009. It provides a backdrop for comments below.

<p><b>Regional Outcomes:</b>  RAS 201: Improved capacities of government and social partners to manage labour migration.  RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality.</p>
<p><b>Sub-regional Outcome:</b>  SBK 128: Governments and social partners in East Asia develop and implement policies to manage migration and combat trafficking in line with ILO principles.</p>
<p><b>DWCP Outcome:</b>  THA 154: Governments and social partners identify and take action to address gaps in the realization of core labour standards.</p>
<p><b>G-RBSA Outcome:</b>  Increased capacity of ILO constituents and women's organizations to prevent human trafficking, protect domestic workers, and promote gender equality and decent work among vulnerable groups of workers.</p>

Outputs	Activities
<u>Improved policy environment</u>	<ul style="list-style-type: none"> <li>• Stakeholder meetings on ILC process on international labour standard setting for domestic workers</li> <li>• Awareness-raising workshop for TU &amp; CSOs on DWDW</li> <li>• National consultation on DWDW</li> <li>• Organizing and meetings with TU &amp; CSOs on DWDW</li> </ul>
<u>Strengthen institutional capacity</u>	<ul style="list-style-type: none"> <li>• Advocacy training and mobilization for domestic workers</li> <li>• TU-CSO ad hoc drafting group for Manual on organizing domestic workers and training leaders among them.</li> <li>• Training workshops x 2 for MoL officials on labour dimension of human trafficking</li> <li>• Desk study on domestic workers in Thailand</li> </ul>
<u>Improved advocacy</u>	<ul style="list-style-type: none"> <li>• Translation of L&amp;P Report and Questionnaire</li> <li>• DW leaflet developed and published in 7 languages</li> <li>• "Smart Guide" for DW developed, localized, published and launched in 7 languages</li> <li>• DWs rally on International Migrant Day</li> <li>• Burmese Domestic Worker's testimony at the UN International Women's Day Event 2010</li> </ul>

#### 6.4.1 IMPROVED POLICY ENVIRONMENT

##### Participation in international standard setting

The Friedrich Ebert Stiftung (FES) was an early supporter of mobilization for domestic workers' protection having also convened at least one workshop on the L&P Questionnaire to which ILO-Bangkok was invited. The ILO was able to bring added value to a continuation of that work through its stronger convening capacity with constituents.

Consultations with stakeholders and support for a National 3+1 Consultation on DWDW attended by 95 participants, contributed to the consensus submission to Geneva by Thai constituents in favour of a Convention supplemented by a Recommendation. Inclusion of the employers' organization in this consensus was a particular success.

##### National legislation and policy on domestic workers

The DWDW consultation process in which the Thailand Office invested some \$22,452, gave birth to two organizational initiatives. One was a government-convened Task Force to work toward a National Action Plan. Interlocutors within the Ministry of Labour were reticent, however, concerning the role of the Task Force, suggesting that its primary function was limited to preparing for the ILC submission. Their position is that in order to motivate law reform to the Council of State, more data verifying the problem is necessary. Interlocutors knew of no government plan to generate the data needed. Sustainability of this institutional initiative is therefore in question.

A TU/CSO Task Force was also initiated on the basis of the DWDW consultative process. In Sept. 2009, 6 TUs and 5 CSOs committed themselves to participation. This Task Force remains active with an agenda to promote domestic worker protection legislation, to identify and train leaders among domestic workers, and to support initiatives to organize domestic workers. The

Task Force is developing training materials to support this agenda. It appears that this institutional initiative could be sustained with only limited resource input. This would serve the aspirations created among newly mobilized domestic workers and would keep pressure on for domestic legislative reform. Despite CSO interlocutors' more optimistic assertions, this evaluator anticipates that the Ministerial Order is unlikely to be put into effect in 2010 and that continued advocacy will be necessary.

#### *6.4.2 STRENGTHENED INSTITUTIONAL CAPACITY*

##### Research

Organizing initiative and policy mobilization for domestic workers are both inhibited by the absence of clear data documenting the extent of domestic work and the problems workers face. An informative background report on domestic workers in Thailand was commissioned. This document suffers the limitation of being a desk study, the data collection desired by policy-makers is still pending. Nevertheless it can serve as a useful reference for the ILO and other organizations in the field. The English version of the study is posted on the ILO Asia website. Translation into Thai, wider local distribution, and activities to discuss or popularize the results were not possible within budget. It is generally desirable in programming to maximize initial investments in research with such follow-up.

##### Capacity building for self-organizing

An organizing campaign was instigated by the CSOs represented on the Task Force. It has received technical and in-kind support from Trade Union and Employer representatives on the Task Force. Legal restrictions against cross-border migrants establishing their own union constitute a major hurdle for the campaign. Immigrant domestic workers may join an existing Thai union, however. Therefore, organizers must locate a vanguard of Thai domestic workers willing to create conditions for organizing, over the rifts of language and culture, the more numerous migrant domestic worker population. The G-RBSA supported the identification of a handful of committed and energized organizers through two advocacy trainings. Pending completion of the training manual, these trainers made good use of ILO materials adapted as part of the G-RBSA project.

A strategy of micro-meetings has succeeded in organizing some 140 domestic workers: "too few to move the rock" as one organizer said. They have long term plans, however, aware that organizing is necessarily a long and arduous process. Sustainability will require a modest continuation of incentives to keep the currently high level of volunteerism and commitment energized.

##### Skills-training

Significant investment was made (circa \$20,000) in training Ministry of Labour officials on the labour dimension of trafficking. In collaboration with the Department of Labour Protection and Welfare (DLPW), the ILO organized the first training series on "Operational Guidelines on the Prevention and Suppression of Trafficking for Labour Purposes, and Assistance and Protection for Trafficked Persons". DLPW staff and representatives of agencies working on trafficking at provincial level attended including labour inspectors, social development officers, police, immigration officers, and protection officers. The training in Chang Mai, 15-18 Dec 2009, was attended by 62 participants. The training in Nakhon Nayok province, 18-21 Jan 2010, was attended by 55 participants.

A group of master trainers was formed to continue future training. A full-fledged curriculum with training modules was created. Networks of trainees, practitioners and resource persons were formed. The DLPW has developed a work plan and budget proposal to continue this training series in 2011.

#### 6.4.3 Improved Advocacy

##### Translation and distributions

The multiplicity of languages needed to communicate with migrant domestic workers in Thailand is a challenge for developing advocacy materials and strategies. A leaflet and the Smart Guide for domestic workers were among the materials translated into 7 languages. Interlocutors among the domestic workers asserted that this was very helpful and provided key tools in their organizing campaign.

##### Public fora

The DWDW campaign rallied a march of some 400 persons in connection with International Human Rights Day. This very public opportunity was effectively used to advocate for a domestic workers' law, empower newly organized domestic workers, and distribute materials. During the UN celebrations of International Women's Day ILO contributions supported the participation of a Burmese domestic worker who gave a special testimony. Several other domestic workers were among the audience at this UN event. They were empowered by this participation which increased the visibility of domestic worker issues, and helped to mainstream domestic worker concerns into the UN agenda.

## 6.5 ACHIEVEMENT OF COUNTRY-LEVEL OUTCOMES - CAMBODIA AND LAO PDR

### 6.5.1 CAMBODIA

#### Relevance and Strategy

The ILO Cambodia Office programmed their G-RBSA activity to DWCP KHM 104: *Increased employment opportunities and employability of women and men, youth and people with disabilities particularly in the rural areas*. Contributions to policy development for productive employment and poverty reduction were put in focus by the linked Immediate Outcomes.

The Cambodian G-RBSA contributed steps toward these Outcomes. By supporting advocacy and consultative participation, it promoted awareness that domestic work is "work", and domestic workers are "employees". By improving gender capacity and mastery of ILO tools within the organizations of constituents, the G-RBSA contributed to the sustainability of this new awareness and enhanced the likelihood of complimentary policy development. To the extent that this enhanced awareness gets translated into policy that gives occupational identity to domestic workers, employment and poverty reduction goals will be served.

#### Improved policy environment

Although Cambodia is alleged to be the first country in the region to have a gender-sensitive migration policy, it is agreed that domestic workers, per se, have not been a priority agenda item with social partners or civil society. The G-RBSA mobilized a consultation process for input to the ILC and for knowledge-building among these communities (circa \$11,000).

The National Consultation was the first occasion for social partners in Cambodia to share their views on decent work for domestic workers. To the express pleasure of the Secretary of State for MoLVT, it resulted in a unanimous tripartite agreement among the 72 participants on the need for an international standard in the form of a Convention supported by a Recommendation. Due to government delays, this outcome was not in time to meet the ILC deadlines, but it placed the social partners on record as supporting domestic worker protections.

The consultations particularly stimulated involvement in the issue by TUs and CSOs. TUs conducted a 3-city survey among domestic workers to provide baseline information. TUs and CSOs drew up an Action Plan for policy improvements; a process as important for the alliance-building it encouraged between TUs and CSOs, as it was for the plan that resulted.

#### Strengthened institutional capacity:

A significant portion of the allocation (some \$32,000) was used to build gender capacity via PGA and GEMS training. Some training was strategic follow-up: ILO contributed technical assistance to the development of the 2008 Government Mainstreaming Action Plan and the Gender Mainstreaming Groups in each ministry which were established to assure Action Plan follow-up. Building constituents' skills to use ILO tools is consistent with supporting the implementation of the Action Plan. Others were strategic preparation: for example, the ILO-WEDGE project, active through 2011, is programmed to support PGAs in two ministries. The G-RBSA helped to capacitate persons to work on these planned audits. The WEDGE National Project Coordinator, and newly approved Gender Programming funds will help assure that those trained have an opportunity to use their new skills set.

Improved stakeholder capacity: The G-RBSA also contributed (circa \$22,000) to an exciting project to develop training materials to improve financial management among target populations: *Budget Smart: Financial Education for Migrant Workers and their Families*, and *Smart Guide on Money and Migration – 10 Money Habits for Migrant Workers*. This project is being piloted in Cambodia and Indonesia in close cooperation with the ILO Social Finance Unit. It builds on materials developed by ILO for at-risk groups in these 2 countries and elsewhere; a good example of value added to other investment. The report of the May training of trainers' workshop in Cambodia was not available as of the evaluation mission but the draft materials were impressive. The evaluator strongly hopes that these materials can be localized and specifically targeted to domestic workers for use elsewhere in the region. They could fill an obvious and often painfully urgent need. This project is also being sustained with funds from RAS226, WEDGE and the Migrant Workers project in Jakarta during G-RBSA duration. Future support is planned under the migration projects in the region.

#### Improved advocacy

Like many countries in the Region, Cambodia with an advocacy budget of \$4,874 printed and distributed localized versions of the Fact Sheets and the Smart Guide for domestic workers. Among other targets they were able to ensure that the elaborate, week-long, advocacy event in connection with International Women's Day carried significant messages concerning experiences, needs, and rights of domestic workers. One interlocutor estimated that 20% of the population listened to information about domestic workers on the radio during this campaign, and 10 television channels covering 2/3rds of the country carried campaign messages.

## 6.5.2 LAO PDR

### Relevance and strategy

Lao PDR programmed their G-RBSA activity to DWCP LAO 102: "*Participatory local development strategies for employment creation and livelihood improvement for rural men and women developed and implemented*". Using the opening of the ILC process the Office successfully brought the issue of domestic work as work to the policy table thereby contributing to the potentials for improved livelihoods among the large group of Laotian women who work as domestic workers at home and abroad.

Improved policy environment: The largest activity budget in Lao PDR (circa \$14,000) was to support a consultation process on DWDW for the ILC. While the Lao Women's Union (LWU) has long been engaged with domestic worker issues, these were relatively new to the trade unions. As in Cambodia, the series of consultations facilitated by ILO proved an effective means of knowledge-building. The outcomes of two are illustrative:

With technical and financial support from the G-RBSA two important mass organizations, the Lao Women's Union and the Federation of Trade Unions, for the first time jointly organized a 2-day workshop attended by 61 persons representing the organizing institutions, line ministries, provinces, and UN agencies. They gathered to discuss DWDW.

The government participants did not embrace the recommendation for a DWDW National Plan submitted by the Lao Women's Unions but in an unexpected gesture of support for the campaign the General Director of the Labour Management Dept of MLSE agreed to write the Preface of the Lao PDR "Smart Guide" even though it is still illegal under national law to travel abroad as a domestic worker (Ministerial Decree 3824). Interlocutors report that the workshop was, "a real eye-opener" and "a turning point for recognition of domestic work as work".

This workshop was followed by a National Consultation, the first 3+1 discussion of domestic workers to have been held in Lao PDR. On the basis of dialogue and small group work participants agreed to the need for an international Convention on domestic workers supplemented by a Recommendation. They agreed as well on the need to improve legislation and social protections for DWs.

At the time of the evaluation, however, the government had not yet submitted a report on the L&P Questionnaire to Geneva, nor were there indications of law reform initiatives taking place. Nevertheless, the issues had been aired in a political domain, a network was established, and the government positions on the record will provide some leverage for future work by unions and CSOs.

### Strengthened institutional capacity

In March 2009 a seminars was held to promote the implementation of Equal Remuneration Convention No. 100 and the Discrimination (Employment and Occupation) Convention No 111 both of which were ratified by the Government in 2008. The Seminar was attended by 53 participants, 20% from the provinces. Among the conclusions was concern expressed regarding persistent gender inequality and discrimination resulting in women disproportionately occupying lower positions and not receiving equal pay for work of equal value. It was suggested that the government needs to be a model for the country and start to fix equal wages in the public sector. Other conclusions acknowledged contradictions between the Lao Labour Law and the LWDP in respect of Conventions 100 and 111 resulting in the need to reconsidered legal terminology and bring it in line with international standards..

A GEMS seminar was also hosted by the Small and Medium Enterprises Development Office to familiarize ILO constituents and other partners with basic gender mainstreaming principles and measures in employment and enterprise promotion. The evaluator is not in possession of documentation upon which to evaluate this activity.

### Improved advocacy

Interlocutors indicate that the CSOs are energized for continued advocacy and anticipating distribution of the "Smart Guide". The formation of a National Advocacy Team has been agreed in principle but was not active as of this evaluation. TUs also report that they will address domestic workers in their trainings, but further details are not available.

## 7. REVIEW OF IMPLEMENTATION-SOUTH ASIA SUB-REGION

### 7.1 SUB-REGIONAL COMPONENT

The G-RBSA for South Asia was heavily concentrated on activities in India. Of the \$385,000 G-RBSA allocation to South Asia, India received \$259,395; Bangladesh \$52,778; and Nepal \$32,633.<sup>18</sup> Improving policies to manage migration and combat trafficking are central to the sub-regional programmes. Spending emphasized promotion of the international standard setting process activities to promote domestic workers' protection. Among the reasons they shared are the following:

- Despite the social value of domestic work and the inherent dignity of domestic workers, DW is not recognized as an occupation. Thus domestic workers are not covered by national welfare schemes, or labour protection legislation.
- Due to invisibility, lack of education, and low class status DW are vulnerable to abuse by unscrupulous placement agencies and employers. This is nowhere more true than with regard to child domestic workers. Remedies for this abuse are largely unavailable.
- A persistent lack of data concerning this population exacerbates the difficulties of mobilizing for policy change.

On the basis of resource availability and relative size of sub-regional programmes, India was the country selected for the evaluation mission. The following analysis therefore examines the India G-RBSA. Brief auxiliary comments on G-RBSA programmes in Bangladesh and Nepal are provided subsequently.

### 7.2 BACKGROUND - INDIA

In India, 2009 was an opportune time to support creative proposals to improve domestic worker's protection. In addition to the opportunities presented by the ILC process, there were promising initiatives being taken by constituents, many of them the fruits of earlier ILO technical assistance. The Unorganized Sector Workers' Social Security Act 2008, for the first time, covered domestic workers. In 2008 the National Commission of Women proposed a Domestic Workers (Registration, Social Security and Welfare) Bill. Six states had extended minimum wage standards to domestic workers via state legislative authority. TUs interest in

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<sup>18</sup> At the time of the evaluation \$23,000 remained uncommitted.



organizing this sector was emerging.<sup>19</sup> Outputs were designed to take advantage of the opportunities presented by this context.

### 7.3 STRATEGIC APPLICATION OF RBSA MECHANISM - INDIA

Among the anticipated uses of the RBSA mechanism, the G-RBSA budget was effectively programmed to accomplish the following:

- *Make possible quick and effective responses to urgent and emerging needs and priorities* by responding in integrated and effective way to ILC process.
- *Upscale ongoing programmes* by building on foundations laid by earlier projects to improve skill-training modules for domestic workers.
- *Strengthen the capacity of constituents to achieve the policy goals of the ILO* by supporting unions to organize domestic workers.
- *Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence-based policy work* by research to provide baselines for cooperation on improving gender equality policy; and adaptation and translation of ILO advocacy materials.

G-RBSA funds were also used to meet a commitment that ACTRAV made to INTUC without, apparently, first consulting with the Country office. While the RBSA mechanism is intended to be flexible, and while the interests of ILO social partners are central to programming priorities, adherence to principles of consultation with Regional and Country Offices is necessary to ensure sustainable and effective local programming.

### 7.4 ACHIEVEMENT OF COUNTY-LEVEL OUTPUTS - INDIA

Against the background outlined above, the G-RBSA project outcomes were designed to contribute to regional, sub-regional, and DWCP outcomes. They achieved outputs by fostering improvements in policy environment, institutional capacity, and advocacy. Below is a schematic view of the level of activity to which the G-RBSA contributed during 2009 in India. It provides a backdrop for the comments that follow.

<p><b>Regional Outcomes:</b>  RAS 201: Improved capacities of government and social partners to manage labour migration.  RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality</p>
<p><b>Sub-Regional Outcome:</b>  SND 102: Strengthened capacities of the ILO constituents and other stakeholders through information/experience sharing on national/sub regional approaches and ILO tools/methodologies and networking on various issues.</p>
<p><b>DWCP Outcome:</b>  IND 102: Comprehensive approaches developed to address concerns of youth and women workers and sustainable livelihoods developed in selected sectors and States</p>
<p><b>G-RBSA Outcome:</b></p>

<sup>19</sup> India has an interesting history of DW initiatives to organize. In 1959 the All India Domestic Workers' Union was visible in the public domain. A 1977 judicial ruling impeded DW organizing but fertile ground remains to be reclaimed. Most of the newly organized DWs interviewed during the evaluation had told their employers of their new union status and none reported receiving negative reactions from their employers.

Capacity built of ILO constituents to engage and provide leadership in national consultations on the Domestic Workers Bill	
<b>Output</b>	<b>Activities</b>
<u>Improved policy environment</u>	<ul style="list-style-type: none"> <li>• National consultation on DWDW</li> <li>• Tri-partite consultation on DWDW</li> <li>• Recommendations for comprehensive DWDW national legislation</li> <li>• Tech assistance for development of a Code of Practice for employment of DWs</li> <li>• Promotion of Gov Task Force on Domestic Workers</li> </ul>
<u>Strengthened institutional capacity</u>	<ul style="list-style-type: none"> <li>• Skill Development Initiative for professionalizing and accrediting DW linked to Ministry 's Modular Employable Skills (MES)Scheme</li> <li>• TUs mobilization and organization of DW in Chennai and Bangalore (with AITUC and NITUC)</li> </ul>
<u>Improved advocacy</u>	<p>Media campaign under the National DWDW Campaign:</p> <ul style="list-style-type: none"> <li>• Shifting media coverage toward positive images, and understandings of DW as real work</li> <li>• Media-sensitizing workshops</li> <li>• Media/advocacy kits/case study compilations</li> <li>• Use of social networking sites to promote issue awareness and DW rights</li> <li>• Street plays to reach middle class youth – future DW employers – with DW rights messages</li> <li>• Rallies, public events for CSOs</li> <li>• Double issue of Labour File Journal (<a href="http://www.labourfile.org">www.labourfile.org</a>) on DW</li> </ul> <p>Research to map following:</p> <ul style="list-style-type: none"> <li>• Role of Placement Agencies</li> <li>• Use of Equal Remuneration Act</li> <li>• Sexual harassment and prevention mechanisms in India and South Asian countries</li> </ul>

#### **7.4.1 IMPROVED POLICY ENVIRONMENT**

##### Participation in international standard setting

Technical assistance and exercise of ILO's convening ability can be said to have contributed to the timely government submission of support for a Recommendation. Interlocutors commented often on the excellent expertise and materials that ILO brought to the ILC consultation process.

##### National legislation and policy on domestic workers

In India, the G-RBSA outcome is particularly linked to capacitating stakeholders to support the Domestic Workers Bill. In this sense, the ILC consultative process was a piece of the strategy to focus public attention on national domestic workers' issues via broad advocacy and capacity building for the primary stakeholder – domestic workers themselves. Potentially one of the most important policy results of this strategy was the establishment in Jan. 2010 of the Government Task Force on Domestic Workers where ILO now sits as member with other participants from Ministries and civil society. The Task Force has met regularly since its inception and is tackling substantive issues including drafting a Code of Conduct for domestic workers: a certain sign that the G-RBSA outcome to "provide leadership in national consultations on the Domestic Workers bill" had been fulfilled.

#### *7.4.2 STRENGTHENED INSTITUTIONAL CAPACITY*

##### Government Skills-training capacity

In India paid domestic work is now the largest sector of female urban employment. Demand is growing dramatically: 222% in India during the last decade.<sup>20</sup> A current strategy of the government is to try and professionalize this sector as a means to justify wage demands and give visibility to this population. ILO involvement in government skills training systems is a direct means to meet the DWCP outcome of sustainable livelihood development.

The plan is to ramp up an innovative public-private skills training project for domestic workers within the Modular Employable Skills (MES) scheme. In 2008, ILO ROAP supported the preparatory phase for re-orienting the domestic workers' training modules then offered by the MES scheme. This phase included base-line surveys as well as development of quality-controlled teaching materials and training skills.

In the absence of continued funding, some 350,000 Rs of G-RBSA enabled the training organizations to operationalise the preparations and deliver domestic worker trainings within a quality controlled context, thus ensuring that the principles of participatory learning and messages consistent with ILO principles on the protection of domestic workers were incorporated. The local training organizations working with ILO exude an enthusiastic engagement and ownership of this process that is impressive. Although the project began as a pilot training with only some 350 domestic workers, it is setting goals to train 5,000 in the next phase. The scope of need is dramatic. In New Delhi alone there is a potential demand for 600,000 training places over a 5-yr horizon.<sup>21</sup>

It is worthy of note that the capacity building that trainers have undergone, as well as the teaching aids developed by this project, are likely to have broader ramifications. Trainers participating in the ILO project are also teaching other units in the MES scheme and are likely to apply more participative teaching methodology and more conscientious quality controls to their other courses as well. Since all MES courses target vulnerable parts of the population, this unplanned output also contributes to the DWCP outcome.

Continued engagement will be necessary to maintain the added value of ILO's initial contribution to quality control in this new training modality. With sustainability in mind, ILO New Delhi is working to capacitate the Delhi Skills Society, a government-linked organ, to take over these functions.

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<sup>20</sup> Ministry of Labour and Employment Government of India, "First Report of the Task Force on Domestic Workers", 18 March 2010.

<sup>21</sup> The government nationwide MES training target is 500 mill trained in all sectors by 2025.

### Capacity to organize

India stands out for the contribution made by trade union partners in empowering domestic workers through organizing campaigns. G-RBSA support to these organizing projects is a direct contribution to helping domestic workers claim their right to a sustainable livelihood: increasing sustainable livelihoods being a priority in India's DWCP. ILO joined forces with unions in two primary locations. Together, these campaigns accounted for the biggest item on the country project budget. The evaluation mission was able to observe the work on-site in Chennai and can report directly on the enthusiasm of newly empowered organizers among local domestic workers. The union has mounted an effective strategy linking the union membership drive to registration of new members with the State Welfare Board. Welfare Board registration affords domestic workers an identity card and rights to a certain level of social services. As of the evaluation mission visit, the goal of organizing 3,000 workers was almost met with 2,500 signed and the union had helped 850 new members to become proud possessors of Welfare Board cards. An additional 200 cards were ready for distribution. The union was negotiating constructively with the Welfare Board to streamline the administrative process.

Sustainability of this work after the R-GBSA expires is a concern. Domestic worker expectations have been raised and nascent skills inculcated but without continued momentum disillusionment could reclaim the space opened by this important work.

### *7.4.3 IMPROVED ADVOCACY*

#### Media campaign

The multifaceted media campaign launched by the project was inspired and strategically targeted. A public relations firm was engaged to systematize press outreach with accurate information and positive images of domestic workers. This engagement represented a large item in the advocacy expenditures (circa \$18,252), but was effective, according to interlocutors, in challenging negative press stereotypes of domestic workers. ILO staff also benefited from learning how to work with the professional journalist community. Street play formats were developed by a well-known cultural figure and performances were held in sites where youth gather. This innovative method of getting messages to the next generation of employers, in some instances, drew as many as 350 spectators. The special Labour File issue will reach some 2,500 subscribers, in addition to some 3,000 recipients identified by ILO New Delhi.

#### Public Forum

On National Domestic Workers' Day, 5,000 were mobilized from 6 States. Awareness raising activities, government lobbying initiatives, media outreach were well-orchestrated.

#### Research

It is usually difficult to measure the impact of baseline research but on this occasion, the mapping of sexual harassment legislation and implementation is clearly well-timed. It was announced while the evaluation mission was in India that the Sexual Harassment Bill would be tabled covering domestic workers as "workers". The background papers commissioned armed the ILO with knowledge necessary to assist constituents to advocate for the passage of this legislation.

## 7.5 ACHIEVEMENT OF COUNTY-LEVEL OUTPUTS – BANGLADESH, NEPAL

The evaluation mission discussed programmes in Bangladesh and Nepal only briefly. Few background documents were provided. In the case of Nepal, the evaluator does not feel in possession of sufficient information to comment.

Bangladesh linked its G-RBSA to country outcome BGD 103: *Improved coverage of social protection and rights for workers in selected sectors including for migrants*. This Outcome was similar to that addressed in India. Thus an effort was made to replicate, on small scale, the consultation and media campaign elements of the India programme.

### Improved policy environment

In the event, the Bangladesh government did not submit a reply to the L&P Questionnaire but the consultation process has supported interests lobbying for revision of the Domestic Workers' Registration Act, a law which is not currently rights-based.

### Improved advocacy

The media campaign claims some contribution to counteracting stereotypes having placed 15 press articles and sponsored 4 TV panel discussions. Perhaps more effective were the 108 yard meetings supported. Project reports estimate that these programmes reached 300,000 persons and stimulated the State village machinery to call for the examination of domestic worker rights.

The research on sexual harassment supported by the G-RBSA in India may be of value in the region given that organizations in Bangladesh are mobilizing, some with the support of ILO, around strategies to tackle sexual harassment.

## 8. REVIEW OF IMPLEMENTATION – PHILIPPINES

### 8.1 BACKGROUND

The conditions for attaining maximum output from a short-cycle mechanism like the G-RBSA are favourable in the Philippines where ILO has strong and long-standing collaborations with constituents. The Philippines was one of the first ILO Member States in Asia, and, in 2000, one of the first countries to pilot a programme on decent work. At the time the G-RBSA started, the Philippines had an established National Tripartite Advisory Committee (NTAC) on Decent Work with a Technical Working Group and a Secretariat to oversee its National Action Plan for Decent Work.

A similar institutional base was in place for work on anti-trafficking. A six-year (2004-2010) Strategic Plan of Action Against Trafficking overseen by the Inter-Agency Council Against Trafficking in Persons (IACAT) underpins the government commitment. The UN Secretary General's database on violence against women cites the Philippines among good practice examples. In Asia, the Philippines also stands out as one of the few countries that provides some coverage to domestic workers under workers' compensation and health care laws.<sup>22</sup>

The trade union movement is highly developed; so is the civil service sector. The Philippines has, for example, one of the strongest migrant worker run advocacy groups in the region –

<sup>22</sup> ILO, "Decent Work for Domestic Workers", 2010, ILC99-IV(1) (2008-12-0075-1)-En.doc

SUMAPI with 8,000 members around the country. ILO-Manila had worked with many in this civil service sector during the DFID funded DOMWORK and IPEC funded Child Domestic Workers projects. In 2008, when funding for previous projects was ending, however, it was still difficult to get the traditional tri-partite community and CSO sector to collectively address the need to conceptualize and promote “decent work” for the domestic work sector.

## 8.2 STRATEGIC APPLICATION OF RBSA MECHANISM

Among the anticipated uses of the RBSA mechanism, funds were effectively programmed to accomplish the following:

*Make quick and effective responses to urgent and emerging needs and priorities* by responding to the ILC process with an effective campaign; by supporting timely input to the implementing rules for the Magna Carta on Women; and by supporting stakeholders to leverage new opportunities for revitalizing the campaign to pass Magna Carta for Household Helpers (Batas Kasambahay) (pending since 1999).

*Up-scale tested and well-regarded projects* by up-scaling the use of national databases to help victims and survivors of trafficking.

*Develop the capacity of the social partners and enable them to participate more effectively in result-based management and mainstream cross-cutting issues in labour policies and programmes* by training Gender Audit facilitators, conducting PGAs, training local government units in GAD for local economic development, and printing/distributing sector-specific GAD checklists.

*Build on the learning experience and expand the ILO’s knowledge base, knowledge sharing, and capacity development for evidence-based policy work* by supporting a research project to inform policies for safer work migration between the Philippines and the United Arab Emirates (the number two destination for Philippine migrant workers).

## 8.3 ACHIEVEMENT OF COUNTRY-LEVEL OUTCOMES

Against the background summarized above, the G-RBSA project outcomes were designed to achieve outputs by fostering improvements in policy environment, institutional capacity, and advocacy. Below is a schematic view of the level of activity that was mounted during 2009. It provides a backdrop for the comments that follow.

<b>Regional Outcomes:</b> RAS 201: Improved capacities of government and social partners to manage labour migration. RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality	
<b>DWDW Outcomes:</b> PHL 102 - Enhanced decent work opportunities for the disadvantaged PHL 126 - Improved legal framework through meaningful social dialogue	
<b>G-RBSA Outcome:</b> Increased capacity of ILO constituents and partner organizations to address gender inequalities, protect domestic workers and prevent human trafficking in the development, implementation, and evaluation of their policies and programs.	
<b>Outputs</b>	<b>Activities</b>

<p><u>Improved policy environment</u></p> <p>Improved legal framework through meaningful social dialogue (PHL 126)</p>	<p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• Tri-partite meetings - Philippine Campaign on DWDW</li> <li>• 3 Multi-sectoral consultations on DWDW in different cities</li> <li>• 2 All workers' consultations on DWDW in different locations</li> <li>• All employers' consultation on DWDW</li> <li>• Ministry of Labour (DOLE) – World Working Trialogue</li> <li>• National DW Summit</li> <li>•</li> </ul> <p><i>Anti-Trafficking</i></p> <ul style="list-style-type: none"> <li>• Research on role of private recruitment agencies I labour migration from the Philippines and the UAE</li> </ul> <p><i>Gender</i></p> <ul style="list-style-type: none"> <li>• Consultations to support the formulation of implementing regulations for the Magna Carta of Women (MCW)</li> <li>• Confederation of Independent Union in the Public Sector consideration of MCW</li> <li>• UN-GMC annual planning workshop</li> </ul>
<p><u>Strengthened institutional capacity</u></p> <p>Improved...social and economic opportunities through LED covering sectors such as youth, indigenous peoples, and victims of trafficking. (milestone of PHL 102)</p>	<p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• Consultation on development of a trade union survey instrument on DW</li> </ul> <p><i>Anti-trafficking</i></p> <ul style="list-style-type: none"> <li>• Training on NRRD and NRS data systems: 4days x 3 high risk regions, involving total 78 social workers and service providers</li> </ul> <p><i>Gender</i></p> <ul style="list-style-type: none"> <li>• Training for local gov units on GAD in local economic development</li> <li>• PGA training of trainers 4days</li> <li>• PGA in Philippines Overseas Employment Administration (POEA)</li> <li>• Support to Technical Working Group on Gender Concerns for trade union women</li> </ul>
<p><u>Improved advocacy</u></p>	<p><i>Domestic Workers</i></p> <ul style="list-style-type: none"> <li>• DWDW advocacy kit</li> <li>• Media coverage seminar</li> </ul> <p><i>Gender</i></p> <ul style="list-style-type: none"> <li>• GAD Checklist publication</li> <li>• Compilation and printing of women-related laws</li> </ul>

### 8.3.1 IMPROVED POLICY ENVIRONMENT

#### Participation in international standard setting

By far the largest investment, around \$50,000 of the G-RBSA, was devoted to a multi-faceted support to encourage input of constituents, CSO's and domestic workers to the ILC standard setting process. This investment contributed to significant policy successes.

The government's National Tripartite Advisory Committee on Decent Work endorsed the effort "to seek a common ground and, if possible, craft a unified stand on standard setting for domestic workers". Other constituents followed suit and a unified position in favour of a

Convention on Domestic Workers' protection was submitted to Geneva before ILC deadlines. The involvement of the Employers Confederation of the Philippines (ECOP) who has launched its own employer-awareness campaign and formulated a Code of Ethics in the Employment of Domestic Workers was notable. Interlocutors outside of the Philippines commented that process may position the Philippines as a model in the Region for tri-partite support of domestic worker protection.

#### Improved collaborations among 3+1 partners

The consultation process was also a confidence-building process. The agreement of the constituents to give Visayan Forum, a CSO, the role of secretariat for the tripartite DWDW process, was a breakthrough. CSOs forged a new level of positive relations among 3+1 partners. One example is the establishment of a TU-Gov-CSO Technical Working Group on Domestic Workers' Protection where parties who once kept their distance, now work together in committed and energetic ways to strategize on improving domestic legislation for domestic workers. Newly consolidated ties between the unions and CSOs may result in the TUs including SUMAPI, a dynamic domestic workers' organization, on their advisory board for the ILC in 2010.

#### National legislation

Support for the passage of the Magna Carta for Household Helpers, is on the agenda of the TU-Gov-CSO TWG. Continued advocacy for this law is also ensured in the CSO community among whom ILO will maintain partner relationship via other projects.

Timely technical assistance was given to the regulatory process required by the 2009 Magna Carta of Women (MCW). This support enabled thoughtful recommendations for implementing rules to be put forward in time for the 14 March 2010 deadline. These rules have the potential to make or break the effectiveness of this landmark legislation. Among the important provisions of MCW are promises of affirmative action for women in government posts and the establishment of local "violence against women" desks.

An insightful strategy to seed sustained advocacy for the MCW implementation process was G-RBSA assistance to convene a Working Group on Gender Concerns for gender focal points in trade union federations and labour centres. It remains to be seen if this group consolidates in the way the Technical Working Group on DWDW has.

It is the general impression of interlocutors that these policy results were unlikely without the exercise of ILO's convening function.

### ***8.3.2 STRENGTHENED INSTITUTIONAL CAPACITY BUILDING***

#### Use of trafficking database

The G-RBSA also maintained momentum for implementation of the National Recover and Reintegration Database (NRRD) and the National Referral System (NRS) databases. This is an enormous, long-term, project begun with support of the ILO-Human Security Fund (HSF) Project "Economic and Social Empowerment of returned Victims of Trafficking in Thailand and the Philippines". Phase one was completed in 2009. The systems have been adopted by the Inter-Agency Council Against Trafficking. Support from UNICEF has expanded the system to include prosecution and law enforcement aspects of trafficking cases. Service-providing CSOs are also feeding information into the system.



G-RBSA funding provided continuity for a technical training cycle that is critical to the success of this project. In addition the trainings served as a useful awareness-raising process since materials also communicated messages to broaden stakeholder understanding of trafficking; its definition, causes, and consequences.

These databases are of potentially great significance since they address the persistent problem most countries face in gathering data about victims of trafficking; data needed in order to target policies for prevention and improve management of victim services. Others in the Region are following the Philippines' efforts closely.

There remain significant hurdles to be overcome, and analysis of ILO's most effective role in this ambitious project should be on the agenda of a future evaluation. What is of interest here, however, is that the G-RBSA enabled the Philippine Office to compliment the inputs of other UN partners and thus signal consolidated UN support for this undertaking.

#### PGA training

A modest part of the G-RBSA (circa \$17,000) was allocated to PGA trainings for UN agencies and local government. These trainings reinforced the visibility of ILO's ongoing commitment to the work of the UN Gender Mainstreaming Committee. They also made potential contributions to longer term gender mainstreaming goals. The effectiveness of these trainings will depend, however, on opportunities for trainees to apply the skills learned.

#### Course for Chief Executive Officers:

The G-RBSA enabled exploration of a potentially strategic partnership with the Mayor Development Centre (MDC) which has a statutory mandate to develop courses for newly elected Chief Executive Officers. Since the bulk of political power in the Philippines is decentralized to this level, there is an ongoing need for capacity-building of Chief Executive Officers who, every 3 yrs, are subject to re-election. G-RBSA funds enabled an effort to introduce GAD analysis into MDC training materials. The potential multiplier effect of this investment qualifies it as an efficient use of resources, and experience has been gained, upon which, future engagement with this partner can be evaluated.

### **8.3.3 IMPROVED ADVOCACY**

#### GAD checklists

The ILO Manila Office has earlier supported a creative effort to localize, consolidate and make user-friendly GAD checklists for various sectors. These may well become seen as an Regional best-practice model. A funding vacuum occurred, however, before publication and distribution of the final work product. In this case, a small G-RBSA allocation served to operationalise all previous programming investment.

## **9. REVIEW OF IMPLEMENTATION-INDONESIA & TIMOR-LESTE**

### **9.1 BACKGROUND**

Of the \$200,000 allocation to Indonesia, some \$40,000 was budgeted for Timor-Leste. Neither of these countries was visited during the evaluation mission but at-length conference calls were

held and a significant amount of documentation provided. The evaluation therefore presents below information on Indonesia followed by a brief comment on work supported in Timor-Leste.

Indonesia has an estimated 2.5 million domestic workers in country and another 4 million documented migrants working overseas; most as domestic workers. In addition, as many as 12 million undocumented migrant workers working abroad are understood to be doing domestic work.<sup>23</sup> The issue of domestic worker protection is on the public agenda although Indonesia continues to remain silent on the treatment of child domestic workers.

The ILO Jakarta Office engages with domestic workers protection issues as part of its long-standing Migrant Workers project to combat forced labour and human trafficking and promote safe migration. In these, as in all ILO projects, the principle of mainstreaming gender is now well-established. To execute this principle, however, experts are needed to apply mainstreaming tools and supervise follow-up. Currently, there is inadequate capacity both within the ILO Jakarta office and within local institutions. It was a finding of the 2007 gender audit of the Jakarta Office, that a stronger gender focal point network was needed. The ILO Jakarta Office therefore applied the bulk of its G-RBSA funding to building up gender mainstreaming expertise among project partners in Indonesia and Timor-Leste.

A series of consultations on decent work for domestic workers were held in Indonesia to prepare the constituents and CSOs for their contributions to the international standard setting process at the 2010 ILC but these activities were funded by the Migrant Workers project.

### 9.1.1 STRATEGIC APPLICATION OF RBSA MECHANISM

Significant investments in improving gender-mainstreaming competence within the ILO and among project partners, as well as building a network of experts able to employ ILO gender analysis and gender mainstreaming tools, is consistent with the following anticipated uses of the RBSA mechanism:

- *Strengthen the capacity of constituents to achieve the policy goals of the ILO*
- *Develop the capacity of the social partners and enable them to participate more effectively in the various stages of RBM to achieve decent work outcomes*
- *Mainstream cross-cutting issues in labour policies and programmes*
- *Build on the learning experience and expand the ILO's knowledge base and knowledge sharing, thereby contributing to the development of capacity, especially for evidence-based policy work*

The community based monitoring pilot for child domestic workers used RBSA funds to:

- *Kick-start innovative programmes and activities*

## 9.2 ACHIEVEMENT OF COUNTRY-LEVEL OUTPUTS - INDONESIA

Against the background and country programme outcomes summarized above, G-RBSA project outcomes were designed to achieve outputs by fostering improvements in policy environment, institutional capacity, and advocacy. Below is a schematic view of the level of activity that was mounted during 2009. This provides a backdrop for the comments that follow.

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<sup>23</sup> Irham Ali S., "Progress Report Activities with Migrant Workers Project", ILO Jakarta

<p><b>Regional Outcomes:</b>  RAS 201: Improved capacities of government and social partners to manage labour migration.  RAS 226: Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality and decent work</p>	
<p><b>DWCP Outcomes:</b>  IDN 902: Promotion of gender equalities and equal employment opportunities  TLS 101: Government implements youth-focused socio-economic development policies and programmes</p>	
<p><b>G-RBSA Outcome:</b>  Increased capacity of ILO constituents to mainstream gender in their policies and programmes to promote equal employment opportunities for vulnerable groups of women workers; prevent human trafficking; and protect domestic workers from labour exploitation</p>	
<b>Output - Indonesia</b>	<b>Activity</b>
<p><u>Improved policy environment</u></p> <p>Community-monitoring tools and techniques to identify and protect DW from labour exploitation developed and pilot tested in selected localities</p>	<p>National experts conduct field assessment and design of community monitor system applicable to the problem of exploitation of child and migrant workers</p> <p>Technical Guidelines on Sexual Harassment at Workplace for Ministry of Manpower and Transmigration</p>
<p><u>Strengthened institutional capacity</u></p> <p>Child and migrant DW training materials developed and used</p> <p>A network of national gender experts trained in ILO's, PGA methodologies, GEMS, and DW issues</p> <p>Gender audits undertaken in relevant gov units, workers orgs, employers' orgs, and CSOs</p>	<p>Augmented GEMs training tools with supplementary domestic worker case studies</p> <p>"Budgeting Smart" financial education training package for migrant workers and their families (see also Cambodia) (with RAS226, WEDGE and Migration projects)</p> <p>Training x2 of project partners and ILO staff in GMPDME and GEMS: total 47 pax</p> <p>8 national experts identified and trained for competence in application of GMPDME, GEMS, and PGA tools.</p> <p>PGAs conducted in 5 unions and 4 migrant workers' organizations. Facilitated by the 8 experts trained by sub-project (supra)</p> <p>PGA report writing workshop held to strengthen quality of PGA outputs: 11 PGA teams from organizations being audited</p> <p>Workshop on role of women in TUs: 2 days</p>
<p><u>Improved Advocacy</u></p>	<p>GMPDME tool adapted to Migrant Workers Project  PGA tool translated into 3 local languages  GEMS Tool Kit translated into 3 local languages  Fact Sheet distribution</p> <p>Media campaign: 90<sup>th</sup> ILO anniversary public radio dialogue on DW issues, media briefings x 2, radio spots x 2</p>

Outputs – Timor-Leste	Activity
<p><u>Strengthened institutional capacity</u></p> <p>Plan of action developed through the application of ILO’s PGA, and GEMS for implementation by relevant gov units, workers orgs, employer’s orgs, and CSOs. (5)</p>	<p>Short-term gender expert placed in TLS national labour admin (SEFOPE) to advise and to facilitate linkages with Sec. Of State for Women’s Empowerment (SEPI).</p> <p>Produced:</p> <ul style="list-style-type: none"> <li>• Monitoring rpts and situational analysis of target institutions</li> <li>• Operational procedures</li> <li>• Campaign and promotional material</li> <li>• SEFOPE staff and stakeholder training</li> <li>• Community awareness campaign</li> </ul>

### 9.2.1 IMPROVING POLICY ENVIRONMENT

#### New local intervention to prevent trafficking

The problem of child domestic labour requires proactive measures by government. Labour Inspectorates do not have a mandate to conduct inspection in private homes, however, and in any case are overburdened. The original intention was to adapt IPEC’s Child Labour Monitoring system for local use but that proved inappropriate. A new system was therefore commissioned which proved a somewhat more costly project design but one with potential to increase local ownership. It would rely on a neighbourhood structure, the Rukun Tetangga, including 30-60 households to carry on awareness raising, register domestic workers, monitoring work conditions, handle cases, and set up a referral system. After being designed by G-RBSA, it is now being piloted phase with IPEC funding by IPEC partners.

#### National legislation on sexual harassment

The work on Guidelines/Code of Practice for sexual harassment is being done with co-financing from ILO Jakarta RBTC, the Netherlands-ILO project Jobs for Youth, and MOMT, who will support the activities through planned completion of the tool in Dec. 2010. As an effective regional use of resources, the ILO China Office output, “Training Manual for C.111 Implementation” is being considered as a tool to adapt when the project begins to support the implementation of the Code of Practice.

### 9.2.2. STRENGTHENED INSTITUTIONAL CAPACITY

#### Gender capacity in partner institutions

Of the G-RBSA in Indonesia (approx \$168,000), the bulk was spent on capacity building outputs. All participating projects made in-kind contributions to activities. Immediate benefits were reaped by the gender focal points among ILO project partners, including Migrant Workers Project, IPEC, YEP, TIM Works and EAST projects. They were able to use their new skills in designing, managing and monitoring their projects. The eight organizations subject to PGAs paid for by G-RBSA also received immediate benefit. In the case of the Metal Worker’s Union, the results of the audit discussions led to an important commitment to include gender clauses in collective bargaining. Other benefits are likely to appear as the organizations formulate and implement audit follow-up.

Longer term benefits for programming and for the dissemination of ILO’s GMPDME, GEMS and PGA tools are expected to accrue from the newly trained network of local gender experts. Linking local gender experts to projects where they can provide technical support promises

positive long term consequences for the national ownership of projects, network expansion, and the sustainability of gender mainstreaming.

#### Financial education for migrants and their families

Indonesia, in cooperation with the Migrant Workers Project, participates with Cambodia in the "Budget Smart" project (see above).

### **9.3. ACHIEVEMENT OF OUTPUTS -TIMOR-LESTE**

Like Indonesia, Timor-Leste focused on gender-mainstreaming outputs. Two key partners were identified: the National Labour Administration (SEFOPE) and Sec. of State for Women's Empowerment (SEPI). The SEFOPE gender focal point received the assistance of 2 short-term staff to strengthen gender mainstreaming activity and increase inter-agency information sharing. They produced:

- Monitoring reports and situational analysis of target institutions
- Operational procedures recommendations
- Campaign and promotional material
- Training for SEFOPE staff and stakeholders
- Community awareness campaign

The beneficiary ILO projects are Youth Employment Promotion Programme (YEP) and TIM-Works Programme.

In sum, interlocutors agree that these aspects of the G-RBSA have demonstrated how to mainstream gender into existing projects effectively by mobilizing technical cooperation project ownership of gender work and empowering them with tools and local expertise. This contribution can be relevant to TC projects that have their own gender budget lines as well as to those who do not. Where gender budget lines exist, they rarely contemplate expenditure to build gender mainstreaming competence, but rather only the cost of engaging local gender expertise that is assumed to be available.

Genuine expertise, however, is a process output that is not measurable over a short timeline. The G-RBSA was able to initiate an expert network in Jakarta and provide it with preliminary practice. It was also able to improve the capacity of gender focal points inside projects, and within UN organizations. Needs will persist, however. Among them will be coaching for new experts, opportunities for new experts to apply the skills learned, facilitation of institutions to effectively use new expertise, and expansion of the expert network. The G-RBSA made important contributions and brought visibility to the level of need and the challenges faced. Other resources will be needed to maintain the process, fine-tune strategies, in line with the absorptive capacity.<sup>24</sup>

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<sup>24</sup> New resources from AusAid are available to hire a full-time gender advisor for the YEP project July 2010-Dec 2012, thus ensuring sustainability some part of the process begun with G-RBSA.

## 10. PRESENTATION OF FINDINGS

This evaluation recognizes that results-based management is critical for accountable and efficient use of resources. It also understands that allocations must depend on concrete delivery of outputs and outcomes. These issues will be dealt with below. The evaluator is also acutely aware, however, of the exigencies under which ILO staff worked during 2009 to make a success of this project. Findings must be appreciated in the light of this context:

Time-frame pressure was severe: Given procedural teething problems with the new funding mechanism, project implementation did not commence until late 2008 or in some places spring 2009. Most ILO field offices were instructed to spend their G-RBSA allocations by the close of the biennium at the end of 2009. In the event, late in 2009 the G-RBSA was given a no-cost extension until 31 March 2010.<sup>25</sup> Then in March 2010 it was announced that some extensions could be approved up to 30 June 2010.<sup>26</sup> This changing scenario and the uncertainties regarding application of these extensions led to contract complications that, in some instances, understandably strained relations with partners. In all cases such uncertainty impacts on the ability of any professional to conduct good results based planning.

2009 was also a year of global crises: 2009 witnessed the first WHO-declared pandemic in decades, the worst global financial crisis since the 1930s, the worst drought in 50yrs in one of the project provinces of China, and political unrest in Thailand.

The achievements accomplished despite these challenges make the work of ILO staff and their partners at all levels particularly commendable.

### 10.1. RELEVANCE AND STRATEGIC FIT

#### Activities relevant to prioritized outcomes

The thematic foci of the G-RBSA - domestic worker protection, anti-trafficking, and gender-capacity building - are highly relevant in a Region where all DWCPs give specific cognizance to supporting equality, non-discrimination and safe-migration policies. Domestic work is largely work performed by cross-border and internal migrants. Migrant populations are disproportionately at risk to be trafficked. The most vulnerable among them are the children and young women migrating as domestic labourers.

In some countries the G-RBSA mainly supported DWCP outcomes on gender equality while in others the G-RBSA supported DWCP outcomes on migration. This depended on the unmet needs and windows of opportunity in terms of absorptive capacity, interests of the ILO partners, availability of local or international expertise, and existence of collateral funding. The difference in country-level emphasis did not compromise a coherent Regional project, however. Gender equality and migration outcomes are often served by similar outputs given the feminization of migration which makes it essential to mainstream gender analysis in order to ensure that safe migration policies and projects are appropriate and effective.

#### Activities responsive to national constituencies

The G-RBSA themes are also relevant at this time of economic crisis. Constituents throughout the Region are trying to ensure a parallel development between decent work and job creation. The job creation potentials of professionalizing domestic work are one of the ideas gaining

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<sup>25</sup> Minute to Regional Directors, PROG/PB 08-09-8, 27 October 2009

<sup>26</sup> Minute to Regional Directors, PROG/PB 2010-11-2-8, 2 March 2010

credibility. This project was a timely contribution to this new economic vision, the success of which depends on adequate gender analysis, and putting institutional protections in place.

#### Strategic uses of funding mechanism

The RBSA is intended as a flexible mechanism to be used in strategic ways to fill gaps and maximize opportunity. Participating countries in the G-RBSA did just that in many of the ways anticipated by mechanism's design.

Of the four countries prioritized for the evaluation, all made use of the G-RBSA to make a *quick and effective response* to encourage constituent participation in the ILC standard setting process on decent work for domestic workers. In China, Philippines, and Thailand, the G-RBSA enabled quick response to potentials to support new domestic legislation or re-invigorate mobilization around dormant domestic law-making processes. China, India and the Philippines *up-scaled successful ongoing programmes* in ways that would not have been possible without the allocation. *Innovative initiatives* toward organizing domestic workers were kick-started in China and Thailand. The *core policy goals* of trade union organizing and gender-mainstreaming were systematically strengthened in India and the Philippines. Research outputs strengthened the *capacity of constituents* or the ILO itself to achieve ILO policy goals in several countries. The region *promoted knowledge-sharing* and expanded the distribution of ILO's knowledge base by adapting tools and training materials for local use and translating them into local languages. In China and in Cambodia, Lao PDR and Thailand the G-RBSA *bridged funding cycles* of important projects in which maintenance of momentum was important and a platform for influence valuable.<sup>27</sup>

## 10.2. VALIDITY OF DESIGN

### Coherent DWDW campaign

The consultation process supported in each country to mobilize participation in the ILC standard setting process was a valid design. It consisted of a pattern of complimentary activities including: separate consultations with constituents; commissioned inputs from CSOs; 3+1 national consultations; and advocacy campaigns to generate visibility for the process. Where ever possible, efforts were made to empower the participation of domestic workers themselves. It produced a visible role for ILO in the region; created parallel dynamics in participating countries with synergistic potentials that may be reaped in Geneva; affirmed the principled relationship of ILO to its constituents in each country; and reconfirmed the important role ILO plays in bridging constituent and CSO communities on issues of fundamental principles.

### A multiplicity of activities

Apart from the coherence of DWDW campaigns across the Region, the design of each country-level project was distinct. The G-RBSA paid for a multiplicity of different activities in each country. Country Directors and ILO staff were generally content with the flexibility the mechanism afforded them to engage different partners, as well as group and spread activities in ways consistent with local conditions, funding gaps, and strategic potentials. The validity of this dispersion was facilitated by the fact that gender and safe migration programming throughout the region had set the stage. Relevant expertise on gender, migration and trafficking and domestic workers was available, relevant networks were understood, potential synergies were clear. Countries could thus respond to a local diversity of needs regarding the earmarked

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<sup>27</sup> CP-Ting in China and TICW in Cambodia, Lao PDR, and Thailand.

issues, and still contribute coherently to prioritized outcomes at country, sub-regional, and regional levels.

It is more challenging to assure quality control over an abundance of smaller projects, and evaluations of efficiency and effectiveness appeared warranted for some individual activities. Nevertheless, it is the finding of this evaluation that, over-all, this design flexibility was valid with small projects adding value to larger undertakings.

#### Minimum allocations

Documents detailing RBSA procedures instruct Regional directors to apply a “minimum floor of some \$200,000 to each DWCP outcome”.<sup>28</sup> This was a rule followed with exceptions by ROAP. Divisions at sub-region, and in the case of Indonesia divisions at country level, resulted in an arguably wider spread of resources than is usually consistent with visible, sustained results. That said, there are cases where filling small gaps can make disproportionate differences. In addition, the ILC process was a unique historical moment for a regionally inclusive strategy of mobilization. In Cambodia, for example, a grant of less than half the recommended amount served to mobilize the ILC consultations and create what interlocutors described as “ah ha moments” for constituents who had never before focused on the lives of their domestic workers or the socio-political implications of their invisibility. Those working in the field are best able to judge whether such moments have potential as sustainable policy turning points. The countries with smaller G-RBSA allocations were not evaluated in depth by this mission, thus the jury remains out on whether the small grants were justifiable as part of G-RBSA project design.

#### Geographic outreach

Despite the tight timetable for project delivery, Country Offices are to be commended for avoiding the temptation to prioritize only activities near at hand. In countries such as India and the Philippines in particular, where local authorities determines so much policy, funding for activities at the local level increases the potential for impact even at the risk of being more difficult to backstop.

#### Regional synergy

Regional outcomes are often served by consolidating country experience through regional encounters. The G-RBSA design included a useful regional course on labour dimension of trafficking that provided an opportunity for regional networking among stakeholders in trafficking preventions projects. It seems a missed opportunity that a similar forum was not provided for DWDW campaign participants. Participation in the regional knowledge-sharing event for DWDW was limited to ILO project officers. While timetabling and the administrative challenges of gathering appropriate stakeholders together on a regional basis is understood, the potentials for cross-fertilization by those involved in the DWDW campaign on approaches to training, registration, legislation, organizing, etc. might have been substantial.

### **10.3. PROJECT EFFECTIVENESS AND EFFICIENCY**

Many of the activities in support of domestic workers’ protection also contributed to the prevention of trafficking. The two issues are often and painfully interlinked as those who work with the issues know so well. Activity outputs therefore often served both outcomes.

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<sup>28</sup> Office Procedure IGDS Number 12 (Version 1), 23 April 2008



### *10.3.1. PROTECTION OF DOMESTIC WORKERS AND PREVENTION OF TRAFFICKING*

#### Tripartite Campaigns gave visibility to international standards setting process

The use of ILO's convening power to mobilize visibility for domestic worker protection was particularly effective when viewed as a regional aggregated output. In countries like the Philippines, momentum on domestic worker protection was consolidated and networks reinforced. Elsewhere, like China, governments moved from apathy to interest. But even where projects "started from 0", as in Cambodia and Lao PDR, domestic workers' protection surfaced as an issue within the public domain.

Of 13 countries from Asia Pacific Region that responded to the L&P Questionnaire, 9 were G-RBSA participants. This level of participation is likely to have been lower in the absence of ILO's initiative. Interlocutors among ILO's constituents are appreciative. They suggest that the high level of participation that was stimulated bodes well for a more active Asian participation in the Geneva standard setting discussions, "Now we have more of a regional voice. We are more likely to take a stand, if we don't have to stand on our own". In the Philippines and India the Geneva delegations may include domestic worker activists from civil society, largely as a consequence of the DWDW campaigns.

#### National policy improvements stimulated

Given the short duration of the G-RBSA it is not surprising that clear legislative outputs cannot be claimed. Nevertheless, new legislative initiatives in China were provided an impulse. Campaigns to press for passage of pending legislation were activated in the India, Philippines, and Thailand. Enforcement of local legislation benefiting domestic workers (via Welfare Boards) was boosted in India.

Inter-agency or tri-partite bodies of cooperation to maintain a momentum for DWDW policy change are a legacy of G-RBSA in China (via consultants), India (Gov Task Force), Philippines (TWG DW), and Thailand (TU/CSO Task Force). Stronger links between civil society and relevant government units are also an inheritance for those who will continue lobbying.

The G-RBSA played effective role in the continuing conceptual challenge to get policy acceptance of the labour dimensions of human trafficking. It also contributed to moving anti-trafficking policy from a focus on punishment toward prevention and service provision. Particularly effective and enduring were the support for institutional interventions such as community monitoring (Indonesia), Life Skills Training (China), Women's Homes (China), and database development (Philippines). Maintaining momentum in these models, training their staff, and replicating their good practices are all parts of institutionalization that the G-RBSA served well. Technical assistance for the implementation of action plans at national and provincial level was coupled with general awareness raising of key stakeholders also served the persistent need to reinforce new definitions and defend new strategies.

#### DWDW campaign increased public awareness of domestic workers rights and trafficking

The lasting effect of popular awareness campaigns is impossible to measure but at least for the period of the project a significant number of people were exposed to new, more accurate, information and positive images of domestic workers because of project engagements with the media and strategic profiling during public occasions such as Migrant worker's Day, Human Rights Day, International Women's Day, Day against Child Labour. One can hope that investments to sensitize journalists have lasting impact on media coverage of the issues although the dynamics determining editorial policy may not be favourable.

### Materials and resources for continued advocacy localized and distributed

The ILO-Asia website created for the DWDW campaigns has potential significance beyond the life of the G-RBSA and beyond the Region. Penetration of the internet in the Region is sufficient to justify investment in technological tools for partners. Especially during the ILC standard setting process, international visibility for ILO's global role is promoted by such a site. Locally, it can provide a professional, quality controlled, one-stop, resource depository for advocates, researchers, journalists, and policy-makers. It must, however, be maintained and promoted.

Adaptations and translations of advocacy materials is a lasting output that will continue to facilitate advocacy throughout the Region. Ownership of the Smart Guide for Domestic Workers among advocates was high in all sites visited by the evaluation mission, as are public information documents on anti-trafficking. The critical value of translation and dissemination to the utility of tools and materials production is so obvious that it should not bear noting, except that these two critical elements are all too often underfunded. By funding both, G-RBSA made commendable contributions.

### Domestic workers were empowered to advocate for their own rights

ILO has reported at global level that domestic workers, when given the chance, are generally keen to organize or strategize toward the objective of improved representation.<sup>29</sup> Creative work to empower domestic workers through combinations of training, organizing, and mobilizing took place in Cambodia, China, India, Indonesia, the Philippines, and Thailand. The success of these efforts will contribute to prevention of human trafficking.

### Data collection still weak

In areas of domestic work, trafficking, sexual harassment, etc. advocates still labour under the difficulty of persuading authorities without adequate local data. To address this need, G-RBSA commissioned useful research in China, India, and Thailand to map existing literature and/or survey law reform options. Only in Cambodia, however, was new baseline data collected – a contribution that may leverage stronger impact.

### ***10.3.2. GENDER CAPACITY BUILDING***

The evaluator found that Project Teams were uniformly concerned to mainstream gender analysis into their programming. Generally, the CSO partners were also sensitive to the gender dynamics of their work and made efforts to promote gender awareness. Sub-projects particularly focusing on gender capacity building were relatively few within the overall balance among the earmarked elements of the project.

### ILO gender mainstreaming tools and application skills promoted

Cambodia, Indonesia, Lao PDR, Philippines and Timor-Leste were the countries that systematically took on a challenge generally acknowledged: the need to support processes for gender mainstreaming in government institutions as well as to develop the skills necessary to apply ILO and other gender mainstreaming tools. Translations and adaptations of materials, in addition to training and practical application opportunities, were delivered to promote ILO tools such as PGA, GEMS, GMPDME and GAD checklists among Office partners and within the UN

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<sup>29</sup> ILO, "Decent Work for Domestic Workers", 2010, para 282, LC99-IV(1) (2008-12-0075-1)-En.doc,

Indonesia took the next logical step: to begin the creation of a local network of gender experts. It is one thing to give gender focal points basic gender mainstreaming skills, but if mainstreaming tools are to be effectively applied and followed up so as to effect real change in long-entrenched institutional patterns and culture, then the assistance of professionals with experience and practice is needed.

The impact and efficiency of these sub-projects is only measurable by monitoring medium and long-term changes within targeted organizations. That was beyond the brief of this mission but it should be the objective of another evaluation exercise given the potentially important significance of the results to future programming.

#### 10.4. EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

Overall the G-RBSA was programmed with outputs sufficiently tightly linked to specific DWCP outcomes so as to ensure design integrity and accountability.

##### Resource Use

This evaluation is not a financial audit but the terms of reference include a mandate to assess the efficiency of resource use by G-RBSA project. This was difficult. Financial information was requested from each of the selected Country Offices. While sincere efforts were made to respond, what was received was partial, not comparable, and difficult to interpret. This, apparently, is due to the fact that ILO accounts are maintained on the basis of administrative categories, not by output/outcome in the "FISEXT" system. Co-financing is also difficult to track in any consistent detail.

This presents a limitation for evaluation of results-based management. Budget to expenditure comparisons alongside co-funding, even if they are only sound approximations, can highlight where there have been delays to be inquired into, when there is a dropped project or just a gap in reporting materials, what relative weight in terms of investment has been made among activities within a sub-project portfolio, how much reliance is being placed on consultants vs. institutions, the level of ownership demonstrated by partner contributions, and the level of buy-in from other organizations.

Within the tight timetable of the mission it was not possible to fill in this information through systematic conversations. Evaluation of outputs against outcomes was given priority in interviews. What can be said is that aggregate expenditures seemed in line with the G-RBSA proposal; consultancy rates appeared in line with norms; and the levels of in-kind contributions by Country Offices appear to have generated suggests that budgets were being managed tightly but with success at generating buy-in.

In Lao PDR the amount spent to equip the office would have been out of step with the small size of the G-RBSA sub-project but there is funding in the pipeline that will justify those start up costs. Financial reporting requirements do not generate the specificity needed to see how funds such as those given to the Direct Assistance Fund in China were spent. Where the narrative reports are also missing on such projects, evaluation is difficult.

##### Design consultation

The proposal-process for G-RBSA funding is reported to have been somewhat more responsive to country level inputs than was the case with the earliest RBSA bids. This was a positive development. Optimal consultation with Country Offices, however, would require that the time between bidding announcements and proposal deadlines was somewhat more generous.

### Project teams

Country level teams were professional, informed, and engaged beyond 8-5 job obligations. Their relationship with partners was clearly based on a commitment to stimulating local ownership. Similarly, stakeholders spoke favourably of ILO partnerships. The only observed tension between Country Offices and partners resulted from the administrative uncertainties connected to RBSA as a new funding mechanism. These alternately pressed partners for sometimes impossibly quick delivery and then allowed them additional time when it was almost too late for them to use it.

Partners expressed satisfaction with the contributions made by Geneva, sub-regional and regional experts.

### UN Outreach

The time pressures imposed by the short G-RBSA timeframe made it difficult to interface extensively with other UN agencies although project information was shared through established interagency channels. The close ties fostered by the China Office with UNIFEM were an exception and a wise investment of time to enhance sustainability of its domestic workers protection outputs.

## **10.5. IMPACT AND SUSTAINABILITY**

In a project as far-reaching and diverse as the G-RBSA not all activities can be expected to have calculable lasting impact. Overall, however, an impressive legacy has been left of institutional interventions supported, networks built, skills imparted, and materials distributed. New resources in the Region for anti-trafficking (CP-TingII and Triangle) as well as for safe migration (EU) have ensured sustainability of many elements of the G-RBSA.

### International standard setting

For the international standard setting process the sustainability of the impressive impact made by the G-RBSA depends on getting employer organizations onboard. The ILO convening power brought them into the DWDW process, sometimes with surprising success as in the Philippines. Generally, however, employer organizations are still not grappling with the redefinitions of “worker” and “employer” needed in order to guarantee domestic workers’ rights. Dialogue and awareness raising may need to begin with employer counterparts within the ILO offices, however. There also, are concerns expressed by interlocutors that beg discussion: “I’m not sure how I’ll feel if domestic worker protection means that union organizers or inspectors have the right to knock on my door”.

### Institutional developments

Generally, where the G-RBSA contributed to institutional developments more time is needed before full impact can be evaluated. Where the goal is new institutions rooted in government structures (e.g. life skills and women’s’ homes in China; MES training in India, trafficking databases in Philippines) a 10-yr perspective is often said to be necessary. Impact and sustainability are most assured where G-RBSA work was bridging projects already deemed successful and in receipt of further funding by the end of the G-RBSA period, as in China. In India, while the government is committed to expanding MES training it is not clear whether the value added by the G-RBSA in terms of integrating participative methodology and providing quality control for curriculum is sufficiently entrenched to survive without continued support.

### Collaborative working structures among social partners

Tripartite cooperation was significantly stimulated by G-RBSA. In some instances this cooperation led to structural alignments of interest among two or more of ILO's social partners: e.g. Ministerial Working Committee in China, Gov Task Force in India, TWG-DW in Philippines and TU/CSO Task Force in Thailand. The impact and sustainability of these structures will depend on whether members can negotiate toward consensus and maintain a genuine sense of ownership over the process. The direction that the ILC standard setting process takes may contribute to whether political leverage for these initiatives continues.

### Empowering domestic workers

Activities directly empowering domestic workers (e.g. China via the Migrant Workers Club, India via organizing, Philippines via SUMAPI, Thailand via organizing) were some of the most potentially transformative work engaged by the G-RBSA. Identity, dignity, and hope are some of the outputs for the stakeholders involved. This work is also the most vulnerable in terms of sustainability. Various trade unions are poised for interest in several countries but organizing domestic workers still depends on individuals with special commitment within the union. Elsewhere hurdles to trade union support for domestic worker organizations are still high. Domestic workers themselves have energy and will for self-help but the conditions of isolation, long working hours, and economic deprivation persist as barriers to collective action. The G-RBSA has raised expectations among this community; not always with clear plans for how to sustain inclusion and capacity building.

### Training

The impact of training activities for gender mainstreaming will depend on the ability of trainees to practice the skills learned. In some sub-project designs this was factored in so that other projects were lined up to make use of the skills transmitted by G-RBSA. In others follow up was less clear.

### Materials

The impact of the advocacy materials, training materials, and other documentation generated depends on their perceived usefulness and good distribution channels. Investment in translation assured wider usefulness and this was confirmed by interlocutors. ILO networks are also actively promoting the materials.

## 11. CONCLUSIONS

### Regional, Sub-regional and DWCP outcomes met

Despite challenges faced in introducing a new funding modality, the delivery rate for RBSA technical programming globally has already been assessed at 77% for the first biennium.<sup>30</sup> This evaluator would also rank the delivery rate of the ROAP G-RBSA as very high based on the contributions made to prioritized Regional, Sub-regional, DWCP outcomes, at least within those countries visited by the evaluation mission. An impressive legacy has been left of institutional interventions facilitated, networks built, local legislation strengthened, skills imparted, and locally adapted materials distributed to achieve DWCP and Regional outcomes.

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<sup>30</sup> ILO Programme, Financial and Administration Committee, Report GB.307/PFA/2, Geneva, March 2010

### Highlights of creativity

G-RBSA was particularly useful in enabling ILO to leverage its convening power and thereby mobilize a high regional participation in the ILC standard setting process as well as facilitate domestic platforms for national DWDW campaigns. A constructive balance was struck between responsiveness to the constituents and bridge-building between constituents and the CSO communities most involved in anti-trafficking and domestic worker protection issues. Synergy was stimulated among the 3+1 stakeholders and mutual respect fostered.

The mechanism's flexibility enabled response to political openings among constituents through which ILO technical assistance was able to reinforce not only DWCP outcomes but also fundamental and cross-cutting principles of the Organization such as support for Worker Organizations, and gender mainstreaming. Poverty reduction issues were addressed from a new vantage. The current global concern to tackle systemic poverty often eclipses the focus of donors. The G-RBSA was able, instead, to cast the spotlight on a particular sector and give visibility to their challenges and potentials in reducing poverty. Interlocutors concur that this would not have been possible under less flexible funding mechanisms.

The G-RBSA enabled Country Offices to maintain and explore interventions highlighting the labour dimension of human trafficking and moving the anti-trafficking debate from punishment to prevention.

In the gender mainstreaming field and in advocacy promotion, the G-RBSA added crucial value to previous investments in tool and material development. Like materials not translated into local languages, gender tools without experts to use them are hollow investments. The G-RBSA allow the unsung expenditures often overlooked: investment in adaptation and translation of materials as well as training and application of ILO gender mainstreaming tools.

### Long-term goals are difficult to meet with short-term resources

It is difficult to accomplish long term planning goals with short-term resources. DWCPs are long term agendas. On average, the G-RBSA supported functional programming for not more than a year. Herein lies something of a contradiction should the RBSA mechanism remain tightly tied to DWCP outcomes. The Region tackled this dilemma most successfully where G-RBSA funds were used to:

- Fill a niche in an ongoing programme suffering from budgets too tightly calculated to accommodate the risks encounter;
- Bridge programmes that were likely to receive new funding;
- Engage with co-funders positioned to keep the course; or
- Create synergies for autonomous action via ILO convening power.

Under these circumstances contributions to DWCPs can be claimed since there is some degree of certainty that dynamics toward the prioritized DWCP outcomes will continue.

Because of this dilemma, where the G-RBSA was arguably most innovative, it was least able to ensure sustained contribution to DWCP. Facilitating domestic worker organizing has the potential for transformative impact on the sustainable livelihood outcomes for this large population of workers. But the G-RBSA was successful only by measure of having tapped ripe conditions. Even a crop in rich soil, if left untended, has difficulty reaching harvest.

### Earmarking RBSA funds has mixed consequences that deserve review

In the Asia Pacific Region the specific G-RBSA earmarking was easily and constructively accommodated within DWCP priorities. There was no need to force the match, nor difficulty in identifying gaps that such earmarking could address. On the contrary, there was enthusiasm in most quarters for funds to focus on domestic workers, and to maintain an ILO profile in anti-trafficking initiatives in the Region during funding gaps. Both issues are central to the safe migration DWCP outcomes that are common in the Region.

The Norwegian earmarking also responded to a clear experience in the field that gender mainstreaming, although now a sacred litany, remains exceedingly difficult to address due to a sore lack of competent gender specialists without whom organizations cannot apply gender mainstreaming tools or monitor gender mainstreaming implementation.

On the other hand, for the Asia Pacific there is a clear disadvantage to earmarked funds. Geographic earmarking consistently favours Africa given global pressure to reach MDGs even though the Asia Pacific arguably ranks higher on delivery of outputs and outcomes. With earmarking, Country Offices also pay the price of fewer resources for work that is central to country mandates yet perhaps not highly prioritized by donors, e.g. labour market governance, and skills development. Finally, earmarking may exacerbate the downside of RBSA already experienced: that it is more difficult for Country Offices to leverage project funds from donors locally.

## 12. LESSONS LEARNED AND RECOMMENDATIONS

This project is nearing its end and with the unpredictable focus of future RBSA allocations, only very generic management recommendations are likely to be relevant:

### Lesson 1: RBSA and ILO Profile

A short-term, sometimes-earmarked, funding mechanism like the RBSA does not solve the ILO's need for long-term investment in the decent work agenda. Reliance on such mechanisms can also exacerbate a characteristic of the ILO upon which a number of interlocutors commented ILO has become known for setting the conditions for policy or institutional change over the long term, creating excellent materials to serve those processes, then leaving the field to others like the World Bank or EU. While there is virtue in the fact that visibility, and credit-taking are not strong in the institutional ethos of ILO, it is unfortunate that because of short programming horizons, mature outcomes are not always associated with the ILO, and therefore levers for accessing the resources needed to continue good work are lost. Ultimately an increase in regular ILO budgets is what is needed to realize the long term goals of decent work. Recommendations 1 and 2 follow from this lesson.

### Lesson 2: RBSA needs streamlined procedures

The RBSA mechanism has administrative teething problems that must be worked out. Delay in delivery of funds, insecurities regarding timeframes for planning, and unpredictable earmarking complicate results-based-management. Recommendations 3-5 follow from this lesson.

### Lesson 3: RBSA and decentralized programming

To maximize efficient and effective outputs with a flexible funding mechanism like RBSA, Regional and Country Offices are best positioned to undertake project planning. It is at field

level where short-term potentials, facilitating contexts, and most urgent needs are best understood, but accountability must be ensured. Recommendations 6 and 7 follow from this lesson.

#### Lesson 4: G-RBSA success in capitalizing on a political moment

The G-RBSA has demonstrated particular impact in expanding regional participation in an international standard making process. It has also demonstrated that such participation can be an incentive to constituents, and leverage for domestic advocacy groups, to work toward domestic law and policy reform in the area under global review. Recommendations 8-10 follow from this lesson.

#### Lesson 5: Enhanced local gender expertise is needed to implement gender-mainstreaming commitments

UN agencies, ILO social partners, and many civil society organizations have made public commitments to mainstreaming gender equality principles. There is strong interest among these communities in learning to apply ILO gender-mainstreaming tools. While these tools are generally “user friendly”, learning them requires practice in application and follow-up: practice that must be facilitated by experienced gender specialists if systemic impact is to be maximized. The recognition of gender experts and their role is part of the consciousness raising process. In addition, local networks of gender experts are needed as a resource to ensure the sustainability of gender-mainstreaming initiatives. Recommendation 11 follows from this lesson.

#### Lesson 6: Domestic workers and immigrants can be empowered to mobilize for their own rights

Domestic workers and immigrants, although often working in situations that do not favour the development of collective action, or self-improvement, are poised to work collectively for their rights if encouraged. They will also respond to educational offerings that enhance their work prospects if such offerings are appropriately organized. Ethical issues are raised, however, by lifting hopes and aspirations without sustained capacity to follow-through on initiatives. Recommendation 12 follows from this lesson.

#### Recommendations

1. The ILO should review its self-profiling policy. Anecdotal data suggest that the Organization invests comparatively little in comparison with other UN agencies in communicating its achievements. Meanwhile, its unique institutional access affords it a special role in the development community; a role in which it has contributed much more than what is regularly credited to it. Better information flow would respond to persistent donors’ concern for delivery capacity.
2. Web platforms with significant potential to contribute to the regional knowledge base including the Asia-Pacific platform on Domestic Work should be maintained, expanded, and profiled as significant ILO contributions to global consciousness raising on key decent work policy issues.
3. Regional and Country Offices should be given reasonable time between the announcement of a RBSA bids and proposal deadlines to ensure the consultation with participating Country Offices.



4. RBSAs should not be tied to biennium cycles. According to a 2 March 2010 memo allocation of RBSA in relation to the OBW has yet to be explained to the field offices for this cycle, nor was the extent of donor commitments clear at the time of this evaluation May 2010. These realities make it necessary to tie RBSA expenditure to a more relevant administrative framework.
5. To facilitate results-based evaluation of projects, some system of recording RBSA expenditures on country-level activities including the contributions of co-funders should be devised. A clear standard should also be set for the activity documents to be provided to RBSA evaluators.
6. RBSA programming priorities and project design decisions should be taken at the Regional level in consultation with the Country Offices.
7. Where the multiplicity of activities funded by an RBSA is as diverse geographically and thematically as was the case with G-RBSA, result-based-management conclusions at regional level are necessarily based on activity output analysis that is less profound than optimal. Evaluators should be given the time to conduct in-depth result-based-management evaluations of a limited number of individual activities. This would contribute to ensuring accountability for the whole design.
8. Where there appear timely and fertile political settings for regionally integrated ILO initiatives that are consistent with common elements of DWCPs, they should be given priority in RBSA allocations.
9. Where RBSAs invest successfully in innovative initiatives during an international standard setting process, every effort should be made to identify general budget resources, ongoing project funds, or new RBSA funds to maintain a reasonable level of technical assistance for continued national involvement.
10. Effort should be made to fund at least one regional, multi-stakeholder, knowledge-sharing event after the June 2010 ILC to consolidate regional DWDW experience and stimulate continuity for initiatives underway.
11. Sustainable initiatives to support gender-mainstreaming should be cognizant that training in ILO gender mainstreaming tools needs to be planned together with opportunities for trainees to apply the tools and follow-up the recommendations that result. In order to facilitate this process the development of local gender expertise should be integrated into gender-mainstreaming programmes.
12. Where initial G-RBSA 2008-2009 investments have produced promising results in terms of stimulating domestic worker organizing, and developing educational opportunities for domestic workers and migrants, all effort should be made to provide reasonable follow-up.

# APPENDIX 1: TERMS OF REFERENCE

## **Terms of Reference for an independent evaluation of RBSA Interventions on**

### ***Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers and gender capacity building***

**RBSA code: RAS/08/04/RBS; SBK/08/04/RBS; SND/08/01/RBS;  
CHN/08/02/RBS; IDN/08/01/RBS ; PHL/08/02/RBS**

**Donor:** Norway

**RBSA budget:** USD 2,199,046

**Intervention duration:** January 2009 – March 2010 (15 months)

**Implementing Agency:** International Labour Organization (ILO)

**Geographical coverage:** East, South and South-east Asia, including Bangladesh, Cambodia, China, India, Lao PDR, Nepal, Indonesia, Philippines and Thailand

***Evaluation date & duration: April-May 2010***

**TORs preparation date: January 2010**

#### **1. Introduction and Rationale for the Evaluation**

Decent Work Country Programmes (DWCPs) are the key operational frameworks to mainstream the ILO's Decent Work Agenda at the country level. The Regular Budget Supplementary Account (RBSA) is a new funding mechanism within the ILO to support the implementation of DWCP outcomes.

Norway's contribution to RBSA (2008-09) was earmarked for gender equality including action against forced labour and trafficking. The total RBSA from Norway for the biennium amounted to US\$ 7.4 million. The ILO Regional Office for Asia and the Pacific (ROAP) in cooperation with the Gender Bureau received the above-mentioned US\$2,2 million to implement a project on "*Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers and gender capacity building*" (hereafter referred to as the G-RBSA intervention on decent work, gender equality and safe migration of, in brief, G-RBSA intervention). The G-RBSA funds were initially programmed for 2009 but a no-cost extension was granted up to 31 March 2010.

In line with the ILO's policy on evaluations<sup>31</sup>, this TOR provides guidance for the independent final evaluation of the G-RBSA intervention geared at the prevention of trafficking, protecting domestic workers and gender capacity building which at the end contribute to DWCP outcome achievement in target countries. The aims of the evaluation are to assess to what extent (i) progress has been made in achieving the G-RBSA's outcomes and (ii) how the G-RBSA's

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<sup>31</sup> An independent evaluation should be conducted at least once during the project lifetime for all projects with a budget over USD 500,000.

outcomes have contributed to implementing the Decent Work Agenda's in participating countries. The independent evaluation comprises a review of relevant content and process documents, and field visits and interviews with key stakeholders at regional and in selected countries. The evaluation will comply with the UN Evaluation Norms and Standards and OECD/DAC Evaluation Quality Standard.

## 2. G-RBSA background and context

Five main ROAP priorities and corresponding outcomes have been identified for the Asia and Pacific Region: increasing competitiveness; productivity and jobs; improved labour market governance; extending social protection; eliminating child labour and creating opportunities for young people; and improved management of labour migration with gender equality promotion and mainstreaming cutting across these regional priorities, as reflected in a 6<sup>th</sup> ROAP regional outcome for the 2008-09 biennium.

The G-RBSA was designed to support ILO constituents and other partners with:

- **Prevention of human trafficking** - to prevent labour exploitation and crimes of human trafficking through right-based approach
- **Protection of domestic workers** - to eliminate abuse and promote decent work for this largely female, uneducated and disadvantaged labour force
- **Gender capacity building** - to contribute to the establishment of effective equal employment opportunity mechanism between ILO constituents and women's machineries to provide decent work to women and their families in poverty.

The G-RBSA interventions contribute to the achievement of regional outcomes RAS226 – "Increased knowledge and capacity of the constituents to influence policy changes that advance gender equality" and regional outcome RAS 201 – "Improved capacities of governments and social partners to manage labour migration" as well as country and sub-regional DWCP outcomes, i.e. CHN102 (China); IDN902 (Indonesia); PHL101 (Philippines) and SBK128 (Cambodia, Lao PDR and Thailand under the Sub-Regional Office for East Asia in Bangkok); and SND103 (Bangladesh, India, Nepal under the Sub-regional Office for South Asia, New Delhi). Please see Annex 1.

The G-RBSA's main means of action are geared at (i) improved legal and policy environments; (ii) institutional strengthening and capacity building; and (iii) improved advocacy and services. The (sub-) regional components were designed to enable inter and multi-country action against human trafficking; provide a platform for exchanging ideas, knowledge and experiences within the south-south context; and analyze and synthesize in-country lessons, good practices and tools for in-country and (sub-)regional use.

The G-RBSA interventions were supported and guided by the Senior Specialists/Regional Outcome Coordinators on gender and labour migration respectively in cooperation with responsible office and staff in relevant countries.

## 3. Purpose, Scope and Clients of the evaluation

**Purpose:** The evaluation is to assess to what extent (i) progress has been made in achieving the G-RBSA's outcomes and (ii) to assess complementarily of RBSA interventions with other DWCP interventions and/or the extent to which RBSA results have fed into the DWCP outcomes in participating countries and facilitated knowledge development and sharing at the regional level. See Annex 1 for an overview of G-RBSA outcomes, its related DWCP outcomes and corresponding indicators and milestones. The evaluation will also assess the extent to which

the outputs have been produced and to what extent they contribute to achieving the identified DWCP outcomes in the selected countries and at the regional level. Where possible, the evaluation should also assess the effectiveness and challenges to date of the RBSA funding mechanism.

**Scope:** The evaluation will focus specifically on the G-RBSA's contribution to the DWCP outcomes in the participating countries. The evaluation will take into consideration the indicators of achievement or milestones identified to measure the G-RBSA contributions. It will take into account all interventions, geographical coverage and the whole period of the RBSA funded component, and will consider external factors that have impacted on the delivery of the outputs.

The evaluation will take into consideration the scope of the following frameworks:

- ILO DWCP outcomes at regional and country level, see Annex 1
- ILO Global Action Plans for Gender Equality and against Discrimination in Employment, Forced Labour and Child Labour, as relevant.

**Clients:** The principal clients for this evaluation are ROAP-Bangkok, relevant country offices, project management, GENDER, PROGRAM, EVAL and the donor.

#### **4. Key Review Questions/Analytical Framework**

The evaluation should address the overall ILO evaluation criteria of **relevance and strategic fit of the project, validity of project design, project progress** and **effectiveness, efficiency** of resource use, effectiveness of management arrangement and **impact orientation** and **sustainability** as defined in the *ILO Guidelines for Planning and Managing Project Evaluations 2006*. *ILO Guidelines on Considering Gender in Monitoring and Evaluation of projects (2007)*. The evaluation shall adhere to the UN Evaluation Norms and Standards and OECD/DAC quality standards.

The evaluation should make conclusions, recommendations, and identify lessons learnt and good practices based on the below specific questions. Any other information and questions that the evaluator may wish to address may be included as the evaluator sees fit. Suggested key issues to be addressed are as follows:

##### **A. Relevance and Strategic Fit**

1. *Strategic use of RBSA contribution. How have the RBSA-funded actions contributed or added value to the larger regional and decent work country programmes?*
2. *Have the means of action been responsive to the needs of the national constituents and changing partners' priorities?*
3. *During the formulation process, was there adequate collaboration between country, regional office and HQ?*
4. *To what extent has an 'integrated strategy for decent work' been applied as referred to by both the Social Justice Declaration and the Strategic Policy Framework that encourage new methods of work across ILO units and between HQ and the regions.*
5. *RBSA being a new mechanism, are there areas that require improvement in terms of*

*reviews of the current office procedures, strengthening internal management capacity, ensuring outcome-based work planning and reporting on results?*

## **B. Validity of Design**

6. *To what extent was the G-RBSA design sound in addressing ILO's priorities and constituents' needs? Have the means of action been appropriately responsive to political, legal, economic and institutional changes in the project environment?*
7. *Is the intervention logic of the G-RBSA coherent and realistic?*
  - a. G-RBSA funds and modalities of actions (strategy and lessons learnt). Was the G-RBSA designed to reinforce maximum synergies on the aims and strategies among all the sources of funds within the DWCP outcome-based framework?
  - b. Do outputs causally link to the G-RBSA outcomes? How do these link to the DWCP outcomes and how plausible are the underlying causal hypotheses?
  - c. Who are the partners of the G-RBSA? How strategic are partners ("change agents") in terms of mandate, influence, capacities and commitment?
  - d. Were risks and assumptions sufficiently taken into account when designing the intervention logic?
8. *What lessons can be drawn so far which would be useful for future RBSA programming and delivery on the prevention of trafficking, the protection of domestic workers and gender equality promotion and capacity building? Is there internal mechanism to monitor the implementation and result-based progress of the work that RBSA funds contribute to?*

## **C. G-RBSA Progress and Effectiveness**

9. *Are there clear and measurable results from the project to justify the RBSA funding?*
10. *Examine the extent to which the RBSA has produced the anticipated results (e.g. outputs as identified in the G-RBSA document and its indicators/milestones, their quality and how they have been used by partners).*
  - What contributions have been made so far towards the achievement of the G-RBSA outcomes and the linked DWCP outcomes at the country and regional level?
  - Have the quantity and quality of the outputs produced so far been satisfactory? Do the benefits accrue equally to men and women?
  - How have stakeholders been involved in the implementation? How effective has the implementation been in terms of establishing national ownership? Is the management and implementation participatory and is the participation contributing towards achievement of the objectives?
11. *Identify factors that have facilitated or deterred the achievement of the relevant G-RBSA and DWCP outcomes as well as significant/practical lessons (positive and/or negative) derivable from experience gained during implementation of activities. Describe how these experiences may guide future activities of the programme.*
  - In which areas (geographical, technical issue) do the interventions have the greatest achievements? Why this and what has been the supporting factors? How can ILO build on or expand these achievements?
  - In which areas seem to have the least achievements? What have been the constraining factors and why? How can they be overcome?
  - What, if any, alternative strategies would have been more effective in achieving the planned objectives?

## **D. Efficiency of Resource Use**

*14. Assess the efficiency of the G-RBSA in delivering its services.*

- How the G-RBSA resources have made the differences in achieving or making progress towards defined outcomes.
- To what extent the funds are used to support the achievement of the G-RBSA and DWCP country and regional outcomes?
- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve objectives?
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective? In general, do the results achieved justify the costs? Could the same results be attained with fewer resources?
- Have the funds and activities been delivered in a timely manner?

## **E. Effectiveness of Management Arrangement**

*16. Assess the timeliness and responsiveness of the G-RBSA to current changes in the operating environment and demand for services (refer to the internal ILO environment (ROAP priorities, DWCPs) and the external environment (donors, countries, development priorities).*

- Is the G-RBSA funding modality useful, specifically for promoting the prevention of trafficking, the protection of domestic workers and gender capacity building? Were the modalities of action relevant and effective? To what extent the resources have been used or reprogrammed to respond to the financial crisis
- Are management capacities adequate? To what extent it is linked to DWCP capacity set up, is there coherence and integration with other initiatives?
- Does the governance structure facilitate good results and efficient delivery? Is there a clear understanding of roles and responsibility by all parties involved particularly key stakeholders
- Do the overall interventions receive adequate political, technical and administrative support from its national partners?
- If there is a national steering or advisory committee, do the members have a good grasp of the strategy? How do they contribute to the success of the interventions?
- How effective is communication between G-RBSA team, the Country Offices, the Regional Office, SROs, GENDER and the donor? How effective is communication between the project team and the national implementing partners?
- Does the G-RBSA receive adequate administrative and political support from the RO, SRO, ILO Country Offices, field specialists and GENDER at HQ?

## **F. Impact and Sustainability**

*17. Assess the long-term relevance and sustainability of the G-RBSA interventions and make recommendations regarding follow-up support.*

- What was the impact of the modalities of actions on the problem and on the target population?
- Are the means of actions gradually being handed over to the national partners?

Once the RBSA funding ends will national institutions and implementing partners be likely to continue the relevant means of action or carry forwards its results?

- Are national partners willing and committed to continue with the certain means of action? How effectively have those interventions build national ownership?
- How effectively has the ILO interventions built the necessary capacity of people and institutions (of national partners and implementing partners)?
- Are the results, achievements and benefits likely to be durable? Are results anchored in national institutions and can the partners maintain them financially at end of G-RBSA contribution?
- Can the approach or results be replicated or scaled up by national partners or other actors? Is this likely to happen? What would support their replication and scaling up?
- Can any unintended or unexpected positive or negative effects be observed as a consequence of the interventions? If so, how has the strategy been adjusted? Have positive effects been integrated into the strategy? Has the strategy been adjusted to minimize negative effects?
- How will ILO field specialists and/or other ILO initiatives continue to support the work of the partners to ensure sustainability?

## 5. Main Outputs of the Review

The main outputs of the evaluation are: -

- A short inception report (2 pages) to outline the understanding of the scope and methodology of the evaluation
- First Draft of the evaluation report
- Final draft of the evaluation report incorporating comments received
- Evaluation summary (according to ILO standard template)

The final evaluation Report should contain the following contents:

- Cover page with key project data (project title, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
- Abstract
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

## 6. Methodology

The independent evaluator will conduct evaluation mission to 4 selected countries. The evaluator will meet with the coordinators of the G-RBSA, relevant Regional Outcome Coordinators, ILO management, staff and key stakeholders in China, Philippines, India and Thailand

The following is the suggested methodology which could be adjusted by the evaluator if considered necessary for the evaluation process and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the evaluation manager.

- Review of relevant documentations;
- Discussions with stakeholders based in ROAP e.g. ILO staff in Bangkok
- Field visits to the target countries
  - Thailand (for Regional and Thailand component)
  - Philippines
  - China (Beijing and Khunming)
  - India
- Observations in the field and discussions with stakeholders in ILO country offices and in the field
- Telephone interviews with key stakeholders in countries that have not been selected for the field visits

**Source of Information:** Sources of information and documentation that can be identified at this point:

- Regional Priorities
- G-RBSA document
- Relevant DWCP documents
- G-RBSA Indicators/ Milestones
- G-RBSA workplan

The evaluator will have access to all relevant materials. To the extent possible, key documentations will be sent to the evaluator in advance.

## 7. Management Arrangements, Work Plan and Time Frame

**Management arrangements:** The ILO Evaluation Manager is responsible for the overall coordination, management and ensures follow up of this evaluation. The manager of this evaluation is Ms. Pamornrat Pringsulaka, Monitoring and Evaluation Officer of ROAP to whom the evaluator shall report. EVAL will provides support to the evaluation process and undertake quality control of the process and of the report.

**Evaluator’s tasks:** The evaluation will be conducted by an independent evaluator external to the ILO who shall be responsible for conducting a participatory and inclusive evaluation process. The independent evaluator will deliver the above evaluation outputs using a combination of methods mentioned above.

**Stakeholders’ role:** All stakeholders particularly the RBSA management team, staff of ROAP, SRO Bangkok and Delhi; relevant ILO country offices, and GENDER at HQ will be consulted and will have opportunities to provided inputs to the TORs.

**The tasks of RBSA project team:** project management will provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the evaluator during the evaluation mission.

### **A work plan and proposed timeframe:**

Task	Responsible person	Time frame
Preparation of the TOR	Evaluation Manager in consultation with RBSA	Jan 2010



Task	Responsible person	Time frame
	manager/coordinator	
Sharing the TOR with all concerned for comments/inputs	Eval Manager	Jan 2010
Finalization of the TOR	Eval Manager	Early Feb 2010
Approval of the TOR	EVAL at ILO HQ	Mid Feb 2010
Selection of consultant and finalisation	Evaluation Manager/ EVAL	End Feb 2010
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	RBSA responsible staff	Early Mar 2010
Excoll contract based on the TOR prepared/signed	Evaluation Manager	Early Mar 2009
Brief evaluator on ILO evaluation policy	Evaluation Manager	April 2010
Evaluation Mission <sup>32</sup>	Evaluator	April 12-30, 2010
Drafting of evaluation report and submitting it to the Evaluation Manager	Evaluator	26 May 2010
Sharing the draft report to all concerned for comments	Evaluation Manager	1-11 June 2010
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager	15 June 2010
Finalisation of the report	Evaluator	18 June 2010
Review of the final report	Evaluation Manager	21-25 June 2010
Submission of the final report to EVAL	Evaluation Manager	End of June 2010

**Resources Required:** The following resources are required

- Cost of hiring external evaluator (fee),
- Travelling cost and DSA
- Interpreters –Thailand, China

#### Proposed itinerary of evaluation mission

DATE	COUNTRY	KEY CONTACT PERSON
APRIL 12-13, 2010	BEIJING, CHINA	YAN YAN SU, PROGRAMME OFFICER
APRIL 14-16, 2010	KUNMING, CHINA	YAN YAN SU, PROGRAMME OFFICER
APRIL 19-21, 2010	MANILA, PHILIPPINES	ANA LIZA VALENCIA, PROGRAMME ASSISTANT

<sup>32</sup> See below table for detailed information

APRIL 21-23, 2010	NEW DELHI, INDIA	REIKO TSUSHIMA, SPECIALIST ON GENDER
APRIL 26-30, 2010	BANGKOK, THAILAND	NELIEN HASPELS, SENIOR SPECIALIST ON GENDER AND WOMEN WORKERS ISSUE

## ToR - ANNEX 1

<b>RBSA on Decent Work, Gender Equality and Safe Migration: Outcome, its linked DWCP outcomes and the indicators</b>	
<b>G-RBSA OUTCOMES BY COUNTRY and RELATED DWCP OUTCOMES</b>	<b>INDICATORS/ MILESTONES</b>
<b>Asia and Pacific Region</b>	
<p><b>G-RBSA outcome:</b> Increased capacity of constituents and women’s organizations to develop integrated policies and programmes to advance gender equality and decent work, to prevent human trafficking and to protect domestic workers.</p> <p><b>Related DWCP Outcome:</b> RAS 226: Increased knowledge and capacity of the constituents to influence policy change that advance gender equality, particularly in pay and in access to productive entrepreneurship, finance, and markets - RAS 201<sup>33</sup>: Improved capacities of governments and social partners to manage labour migration.</p>	<p><b>All countries:</b></p> <ul style="list-style-type: none"> <li>• Constituents take action on G-RBSA topics (requests for ILO technical assistance, government consults social partners, replies to ILO Geneva standard setting questionnaire, sets up institutional mechanisms or strat/progresses legal reform)</li> <li>• Visibility- Media coverage on G-RBSA topics and events</li> </ul>
<b>China:</b>	Constituents take action against human trafficking, protect domestic workers, mainstreaming gender in this work
<p><b>G-RBSA outcome:</b> Increased capacity of ILO constituents and women’s organizations to provide equal access to employment and safe channels for internal and international migration in accordance with international labour standards to eliminate discrimination and situations of forced labour, exploitation and trafficking</p> <p><b>Related DWCP outcome:</b> CHN 102: Increased capacity of ILO constituents and women’s organizations to provide equal access to employment and safe</p>	<ul style="list-style-type: none"> <li>• 6 provinces adopted the policy and set up mechanism to prevent trafficking of vulnerable people and set up interagency mechanism</li> <li>• Good Practice models for trafficking prevention expanded in project provinces: <ul style="list-style-type: none"> <li>- lifeskills training program replicated to Guizhou province;</li> <li>- Women’s Home Guideline drafted;</li> </ul> </li> <li>• Domestic workers: <ul style="list-style-type: none"> <li>-Awareness raised on DW as standard setting issue (National tripartite statements to support the Decent</li> <li>-Questionnaire sent to ILO Geneva</li> <li>-Alliances promoted</li> <li>-Visibility of campaign work (Media coverage of</li> </ul> </li> </ul>

<sup>33</sup> Added at the start of implementation

## RBSA on Decent Work, Gender Equality and Safe Migration: Outcome, its linked DWCP outcomes and the indicators

G-RBSA OUTCOMES BY COUNTRY and RELATED DWCP OUTCOMES	INDICATORS/ MILESTONES
<p>channels for internal and international migration in accordance with international labour standards to eliminate discrimination and situations of forced labour, exploitation and trafficking</p>	<p>domestic workers issues) -Coordination with UNIFEM work for domestic workers)</p> <ul style="list-style-type: none"> <li>• Survey Results of Women’s Vulnerability in the Financial Crisis shared broadly</li> </ul>
<b>East Asia:</b>	<p>Constituents take action against human trafficking, protect domestic workers and build gender capacity</p>
<p><b>G-RBSA outcome:</b> Increased capacity of ILO constituents and women’s organizations to prevent human trafficking, protect domestic workers and promote gender equality and decent work among vulnerable groups of workers.</p> <p><b>Related DWCP outcome:</b> SBK 128 Governments and social partners in East Asia develop and implement policies to manage migration and combat trafficking in line with ILO principles</p>	<p><b>Cambodia:</b></p> <ul style="list-style-type: none"> <li>• National tripartite statements adopted to support Decent work for domestic workers (as a result of consultations on the Law and Practice report and questionnaires (LPeQ)</li> <li>• ILO/TUs Research Study on working conditions of domestic workers in Phnom Penh, Siem Reap and Sihanoukville conducted and disseminated among constituents and general public</li> <li>• Participatory Gender Audit and Gender Mainstreaming Training workshops for MOLVT, MIME and other key stakeholders conducted</li> </ul> <p><b>Lao PDR:</b></p> <ul style="list-style-type: none"> <li>• National tripartite statements to support advocacy on Decent work for domestic workers</li> <li>• Smart Guide for domestic workers in Lao produced</li> </ul> <p><b>Thailand</b></p> <ul style="list-style-type: none"> <li>• Smart Guide for domestic workers produced, launched and distributed in several languages</li> <li>• National tripartite statements and Questionnaire sent to HQ to support</li> <li>• Convention+Recommendation for domestic workers</li> <li>• Domestic workers network constituted</li> <li>• TUs/CSO advocacy working group for domestic</li> </ul>

## RBSA on Decent Work, Gender Equality and Safe Migration: Outcome, its linked DWCP outcomes and the indicators

G-RBSA OUTCOMES BY COUNTRY and RELATED DWCP OUTCOMES	INDICATORS/ MILESTONES
	<p>workers rights constituted</p> <ul style="list-style-type: none"> <li>• Study on the situation of domestic workers in Thailand produced</li> </ul>
<b>Indonesia:</b>	Constituents take action against human trafficking, protect domestic workers and build gender capacity
<p><b>G-RBSA outcome:</b> Increased capacity of ILO constituents to mainstream gender in their policies and programmes to promote equal employment opportunities for vulnerable groups of women workers; prevent human trafficking; and protect domestic workers from labour exploitation</p> <p><b>Related DWCP outcomes:</b> IDN 902: Increased capacity of ILO constituents to mainstream gender in their policies and programmes to promote equal employment opportunities for vulnerable groups of women workers; prevent human trafficking; and protect domestic workers from labour exploitation</p>	<ul style="list-style-type: none"> <li>• Tripartite comprehensive reply as a results of national tripartite consultation on the Law and Practice report and questionnaire (LPeQ)</li> <li>• Fact sheet on domestic workers/ Advocacy guide for constituents</li> <li>• National tripartite statements to support the Decent work for domestic workers</li> <li>• Action plans on decent work for domestic workers</li> <li>• Domestic workers standard advocated by trade unions</li> <li>• Media coverage of domestic workers issues</li> </ul>
<b>Philippines:</b>	Constituents take action against human trafficking, protect domestic workers and build gender capacity
<p><b>G-RBSA project outcome:</b> Increased capacity of ILO constituents and partner organizations to address gender inequalities, protect domestic workers and prevent human trafficking in the development, implementation and evaluation of their policies and programs</p> <p><b>Related DWCP outcome:</b> PHL 101: Improved capacity of national and local institutions and social partners to develop and implement policies and programs focused on job-rich growth, productive employment, and poverty reduction, with a focus on young women and men.</p>	<ul style="list-style-type: none"> <li>• National tripartite statements to support the Decent work for domestic workers</li> <li>• Action plans on decent work for domestic workers adopted</li> <li>• Media coverage of domestic workers issues</li> <li>• National Anti-Trafficking Database Training for 2 Regions+Manila</li> <li>• Research on recruitment of Philippines domestic workers in the Middle East published and disseminated</li> <li>• Participatory Gender Audit Training Workshops(2) conducted =&gt; awareness raised</li> </ul>

## RBSA on Decent Work, Gender Equality and Safe Migration: Outcome, its linked DWCP outcomes and the indicators

G-RBSA OUTCOMES BY COUNTRY and RELATED DWCP OUTCOMES	INDICATORS/ MILESTONES
<p><b>South Asia:</b></p>	<p>Constituents take action against human trafficking, protect domestic workers and build gender capacity</p>
<p><b>G-RBSA outcome:</b> Capacity built of ILO constituents to engage and provide leadership in national consultations on the Domestic Workers’ Bill (India) and trafficking prevention (Bangladesh, Nepal) and network base of organizations working on domestic workers issues (trafficking included) strengthened to reflect ILO equality and other fundamental rights and principles in national legislations and extend the application of national poverty and skills development programmes to domestic workers and other vulnerable groups of women workers.</p> <p><b>Related DWCP outcome: - SND 103:</b> Strengthened capacities of the ILO constituents and other stakeholders through information/experience sharing on national/subregional approaches and ILO tools/methodologies and networking on various issues</p>	<p><b>Bangladesh, India, and Nepal:</b></p> <ul style="list-style-type: none"> <li>• Improve national legal and policy environments in support of domestic workers</li> <li>• Institutional strengthening and capacity building to organise domestic workers</li> <li>• Improved advocacy and services to promote decent work for domestic workers</li> <li>• Action plans on decent work for domestic workers</li> <li>• Visibility for the ILO, its constituents and domestic workers’ organizations and their joint efforts</li> <li>• Media coverage of domestic workers issues and gender equality</li> <li>• Institutional strengthening and capacity building to promote gender equality in the world of work</li> <li>• National tripartite statements to support the Decent work for domestic workers</li> </ul>

## APPENDIX 2: SELECTED DOCUMENTS REVIEWED<sup>34</sup>

### **RBSA GENERAL**

*Financing Decent Work, Contribution to the ILO 2008-2009*, ILO, Geneva, PARDEV, 2010

ILO Bangkok, "East Asia and Regional Breakdown of G-RBSA Expenditure"

ILO Governing Body Committee Reports, items discussing RBSA mechanism, 298<sup>th</sup> Session, March 2007; 304<sup>th</sup> session March 2009; and 307<sup>th</sup> session March 2010

ILO Programme Implementation 2008-09, ILO GB. 307/ PFA/2, 307<sup>th</sup> Session of the Governing Body, Geneva, March 2010

ILO, "Decent Work for Domestic Workers: 4<sup>th</sup> item on the agenda" Reports IV (1) and (2), ILC, 99<sup>th</sup> Session, 2010

ILO, *Declaration on Social Justice for a Fair Globalization*, 2008

ILO, *ILO Programme Implementation 2008-2010*, Geneva, March 2010

ILO ROAP, *Asia Decent Work Decade: Resource Kit*, 2008

ILO ROAP, "Equality and decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers and gender capacity building", Approved Project Document, ILO ROAP, November 2008

ILO ROAP, "Gender RBSA Project: Equality & decent work promotion for Asian women through prevention of human trafficking, protection of domestic workers & gender capacity building", Information Note, November 2009

ILO ROAP, "G-RBSA Activities by Country", Matrix

ILO (TICW-project and UN-IAP), "Labour Migration and Trafficking Within the Greater Mekong Sub-region", Bangkok, Thailand, Dec. 2001 (second printing 2004)

ILO ROAP, "Outcome Report of the ILO Regional Review and Planning Meeting on Decent Work for Domestic Workers", 19 November 2009

UNEG, "Code of Conduct for Evaluation in the UN System", 2008

UNEG, "Ethical Guidelines for Evaluation", April 2007

UNEG, "Considering Gender in Monitoring and Evaluation of Projects", 2007

### **REGIONAL**

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<sup>34</sup> Where dates are not identified, they did not appear on documents

Website: [www.ilo.org/asia/whatwedo/projects/langen/WCMS\\_114205/index.htm](http://www.ilo.org/asia/whatwedo/projects/langen/WCMS_114205/index.htm)

*Domestic Work-Decent Work: A smart guide for domestic workers in Thailand*, (English version+ 6 local languages), ILO Bangkok 2009

ILO Bangkok, Leaflet: *Domestic Worker: The valuable worker. Join us! "To promote the rights of domestic workers"*

## **CHINA**

ACWF, "Report on Seminar on Awareness-Raising of the ILO Child Labour Conventions: No. 182 and 138", 7-8 Dec. 2009

Chinese Ministry of Human Resources and Social Security, "Report on China National Consultations Seminar on Domestic Work", 31 July 2009, (also agenda and PPT presentations)

Guo Jianmei, "Statement of farewell upon closure of the Centre for Women's Law and Legal Services at Beida", 2 April 2010

Fujian Province Women's Federation, "Coordination of the integrated provincial trafficking prevention strategy", 2009, (project proposal),

ILO Beijing Office, *The Impact of the Economic Crisis on Young Female Migrants: Key Findings from Research in Hunan and Fujian Provinces*", May 2009

ILO/ACWF, *Participatory Life Skills Training*, Teacher Manual, Dec. 2007

ILO, 4430 CIDA China Programme Project, Annex A: "Project Summary"

ILO, "Developing Trafficking Prevention Strategies", 10-11 June 2009 (CD of Workshop Proceedings)

ILO, "Decent Work for Domestic Workers China", 2010 (PPT)

ILO, *Decent Work Country Programme, PRC 2006-2010*

ILO, *Fact Sheet: Domestic Workers in China*,

ILO, "G-RBSA Work plan 2009" (with budget and status remarks)

ILO, "G-RBSA Milestones for China", (matrix)

ILO, "G-RBSA Year End Results", (Memo)

ILO, *The Mekong Challenge: Analysis Report of the Baseline Survey for the TICW Project Phase II in Yunnan Province*, 2005

ILO, "Workshops on Developing Trafficking Prevention Strategies": Jiangsu 25-27 March 2009; Guizhou, 17-19 March 2009; Fujian 17-19 Feb 2009; and Beijing 23-26 Nov 2009 (Programmes)



ILO, "Workshop on Strengthening Model Migrant Women Homes", 27-29 May 2009, Kunming (Programmed)

ILO, *Situational Analysis of Domestic Work in China*, 2009

ILO, "Work plan Jan-Sept 2010", (matrix)

ILO/UNIFEM, (Liu Minghui, ed.), *China: Specialist Recommendation Report on the Questionnaire on DWDW*, July 2009

IPEC Evaluation, *Preventing Trafficking in Girls and Young Women for Labour Exploitation within China (CP-Ting)*, Oct. 2008

Press Releases for "China Yunnan World Day Against Child Labour", 2009

Press Release, "Project to Prevent Labour and Sexual Trafficking Launches Second Phase", no date

Yunnan Province Women's Federation, Proposal: "Yunnan Province: Strengthening Implementation of the Provincial Plan of Action on Anti-trafficking", 2009

## ***EAST ASIA SUBREGION***

Financial Education Training Manuals: *Budget Smart: Financial Education for Migrant Workers and Their Families* and *Handbook on Smart Budget: 10 Money habits for domestic workers* (Cambodia, Indonesia): (TOR of subcontract with Micro Finance Opportunities and Table of Content of Modular Training Manual)

ILO Bangkok, "Advocacy and Communications Campaign on Decent Work for Domestic Workers, Safe Migration and Gender Equality", May 2009 (TOR for Independent Consultant)

### **Cambodia**

Cormaci, Silvia, et al, *Study on living and working conditions of DWs in Cambodia (final Draft)*, ILO Bangkok & Phnom Penh

ILO Bangkok & Phnom Penh, *Domestic Work-Decent Work: A smart guide for domestic workers in Cambodia*, (English version), 2010

ILO Bangkok & Phnom Penh, "Consolidated Action Plan of Trade Unions and Civil Society Organizations to promote Decent Work for Domestic Workers"

ILO Bangkok & Phnom Penh, "Consultation on Decent Work for Domestic Workers for MOLVT officials", 13 October 2009, Phnom Penh, Cambodia (Programme and List of Participants)

ILO Bangkok & Phnom Penh, "National Consultation on DWDW + Consolidated Reply to ILO Questionnaire on DWDW", Phnom Penh, Cambodia, 27 November 2009 (Final Report, Conclusions and Recommendations, Agenda and List of Participants)

ILO Bangkok, "Report of the ILO Training Workshops on Participatory Gender Audit And Gender Equality Mainstreaming Strategies", Phnom Penh, July 2009

ILO Phnom Penh, "Awareness-raising workshop on the rights of domestic Workers for Trade Unions and Civil Society Organizations", 3-4 August 2009, Phnom Penh, Sophorn Tous and Noun Veasna (Final Report, Agenda and List of Participants)

ILO Phnom Penh, *ILO- G-RBSA Project Good Practice*

IWD, "Report of the 99<sup>th</sup> Anniversary of IWD: *Together to Promote Decent Work for Women*", Phnom Penh, 03<sup>rd</sup>-10<sup>th</sup> March 2010 (including Press Release and Flyers)

Ramos-Carbone, Elsa, "Report on Mission to Lao PDR and Cambodia" 2-6 June 2009

### **Lao PDR**

ILO Bangkok, "Agreement for the Implementation of Gender mainstreaming in Development Activities (GEMS Workshop) in Lao PDR", 28-29 December 2010, ILO Bangkok

ILO Bangkok, "National Consultation on DWDW", Vientiane, 15 September 2009 (Final Report, Agenda and List of Participants)

ILO Bangkok and Vientiane, "LWU/LFTU/ILO Training Workshop on Advocacy Campaign for the Promotion of Decent Work for Lao Domestic Workers", Vientiane (Lao PDR), 6-7 August 2009, (Final Report, Agenda and List of Participants)

Vientiane Times, "Government seeks protection for DWs2", 29 September 2009

Ministry of Labour and Social Welfare (MOLSW), Lao PDR & ILO Subregional Office for East Asia, "Report on the National Workshop on Equal Pay and Non-Discrimination at Work: ILO Conventions No 100 and 111: Commitments and Implementation in Lao PDR", 17-18 March 2009, Vientiane, Lao PDR, Bangkok and Vientiane, August 2009

Ramos-Carbone, Report on "DWSW Mission to Lao PDR and Cambodia", 2-6 June 2009

### **Thailand**

Bangkok Post, "New guidebook highlights domestic workers' rights", 29 Jan 2010, Bangkok, Thailand

Boontinand, Vachararutai, *Domestic workers in Thailand: their situation, challenges and the way forward*, ILO, February 2010 (Study/desk review, TOR for study, consultant contract and CV of Vachararutai)

Cormaci, Silvia, "Summary Report of the Launch of Domestic Work-Decent Work: A smart guide for domestic workers in Thailand", 28 January 2010, Foreign Correspondents Club Thailand (FCCT), Bangkok

Homenet Profile, Homenet, Thailand

ILO Bangkok, "Trade Unions and Civil Society Advocacy Workshop on Decent Work for Domestic Workers", Bangkok, 8-9 September 2009 (Final Report, Agenda and List of Participants)

ILO Bangkok, "National Consultation on DWDW", Bangkok, 11 September 2009 (Final Report, Conclusions and Recommendations, Agenda and List of Participants)

ILO Bangkok, "Awareness-raising training course for Domestic Workers" (Concept Note and Program)

ILO Bangkok, "Reports of the Meetings of the DWSW Writing Team (Training Manual for DWs)", 8 and 21 February 2010, ILO Bangkok

ILO Bangkok, "Report of Decent Work for Domestic Workers – Advocacy Training and Mobilization (Part One and Part two)", Bangkok, 22 and 29 November 2009

ILO Bangkok, "Organizing Domestic Workers" (TOR and copy of Service Contract with Homenet Thailand)

ILO Bangkok, "Network of Trade Unions and Civil Society Organizations on Decent Work for Domestic Workers" (TOR for Foundation for Child Development)

ILO Bangkok, "Synopsis of the Provincial level training programme on the Operation Guidelines on the Prevention and Suppression of Trafficking for Labour Purposes, and Assistance and Protection for Trafficked Persons", Chiangmai and Nakhon Nayok Province, Thailand, 15-18 Dec 2008 and 18-21 Jan 2010

Ramos-Carbone, Elsa, "Report on Consultations with Thai Constituents", 27-31 July and 11 August 2009

### **INDONESIA and TIMOR-LESTE**

"A Model Monitoring Mechanism to Stop Child Domestic Labour"

ILO, "Decent Work Country Programme Indonesia", 2006-2010

ILO (prepared by Irham Ali S.), "Gender RBSA Progress Report Activities with Migrant Workers' Project", ILO Jakarta

ILO, Advocacy leaflets

ILO, "Financial arrangements for activities related to RBSA", 17 May 2010, (Memo)

ILO, Progress Report Log frames, July 2009, Dec. 2009, and one undated

ILO, "Promoting Gender Equality in the World of Work: Gender mainstreaming activities of ILO Jakarta"

ILO (prepared by Tomas Stenstrom), "Progress Report RBSA Gender, Dili, December 2009", 10 Dec. 2009

Timor-Leste Secretariat of State for Vocational Training and Employment, Draft, "Gender Mainstreaming Strategy (2010-2013)", Oct. 2009

## **PHILIPPINES**

Confederation of Independent Union in the Public Sector, "Report on Forum on RA 9710 (Magna Carta of Women) and Other Laws" (also proposal)

DSWD, "Training on the National Referral System (NRS) and the Anti/Trafficking in Persons Database (PATD)", 10-13 Nov 2009, (programme, narrative report, presentations)

ECOP, "Consultation with Constituents" (proposal, work plan, budget, and correspondence)

Federation of Free Workers, (news release)

*General Recommendation No. 26 on Women Migrant Workers*, Advance unedited version

Institute for Labour Studies, "Social Dialogue on the Proposed International Instrument for DW",

ILO, "Supported Initiatives under G-RBSA", (checklist activities, reports issued, financial report sub, allocations)

ILO, GAD Forum and Planning Workshop with Women Trade Union Leaders 23-24 Nov 2009, (Summary report)

ILO, *Local Development and Decent Work Resource Kit*, 2006

ILO, "Participatory Gender Audit Training", 19-23 April 2009, (programme)

ILO, "Philippine Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation", 2009

ILO, "Review of G-RBSA activity", (PPT)

Migration Policy Institute, "Migration Intermediaries: the role of private recruitment agencies in labour migration from the Philippines to the UAE", 13 Dec. 2009, (18 Aug TOR for project, and field report)

Migration Policy Institute, *A Review of Key Findings: Migration Intermediaries: the role of private recruitment agencies in labour migration from the Philippines to the UAE*, 19 Dec. 2009

Philippine Commission on Women, "The Philippine Law, Tools and Mechanisms on Gender and Development (PPT)

Philippine Commission on Women, "Proceedings of Magna Carta Dissemination Forum and Implementing Rules and Regulations Organization Workshop", 6 Oct 2009, (including relevant correspondence, cluster meeting outputs)

Philippine Commission on Women, "Background note on consultation activities in formulation of the Magna Carta Implementing Rules"

Philippine House of Reps, 14<sup>th</sup> Cong, 2<sup>nd</sup> session, *Kasambahay Bill*

Philippine Mayors Development Centre and League of Municipalities, "Municipalities Working Together Toward Gender and Development in Local Economic Growth" , (Proceedings of Workshop, original concept note, budget, and programme)

Philippine Senate, s14<sup>th</sup> Con, 1<sup>st</sup> session, S. No. 1662

Technical Working Group on the Philippine Campaign on DWDW, "How to Get your Domestic Workers Story Covered by Media" 19 Dec. 2009, (project proposal, budget, programme, participant list, PPT presentations)

Technical Working Group on the Philippine Campaign on DWDW, "Mindanao All Workers Consultation", 4 August 2009, (report plus PPTs)

Technical Working Group on the Philippine Campaign on DWDW, "Second National Domestic Workers' Summit", 20-21 August 2009, (Narrative Report)

Technical Working Group on the Philippine Campaign on DWDW, "Narrative Report", May-Aug 2009

Trade Union Congress of the Philippines, "National Consultation and Writeshop on Development of TU Survey Instrument on Domestic Workers", 12-13 Dec, (proposal, narrative report)

UN Gender Mainstreaming Committee, Annual Planning Workshop, 1-2 Feb 2010, (Minutes, Programme, Work plan 2010)

Visayan Forum Foundation, "Report of All Workers' Consultation: Decent Work for Domestic Workers", 6 Aug 2009, (PPT)

Visayan Forum Foundation, "Advocacy Portfolio", (examples and narrative report)

Working World Dialogues, "Domestic Work is Decent Work", (Forum report and PPT)

## **SOUTH ASIA**

Subregional G-RBSA budget sheets XLS

ILO South Asia, "Equality and Decent Work Promotion for Asian Women, through prevention of human trafficking, protection of domestic workers and gender capacity building", (Draft progress report)

ILO South Asia, "Presentation for Evaluation Team SA Gender", (PPT)

ILO South Asia, "Domestic Work: Activities in South Asia"

## **Bangladesh**

Alliance for Women Workers Rights (AWWR), "Advocacy Campaign on Stop Sexual Harassment", (Proposal, comments on proposal, and final report on the project)

AWWR, "Gender Equality and Sexual Harassment at Workplace in continuation with the precious activities by AWWR", submitted Feb. 2010, (Project Proposal plus Second Phase budget)

Bangladesh Institute of Labour Studies (BILS), "Ensuring Decent Work for the Domestic Workers: An Analysis of Law and Practice in Bangladesh", Aug. 2009

Democracywatch, "Promote the Rights of Domestic Workers", 23 Aug-31 Dec 2009 , (Periodic and Final Reports on the project)

Democracywatch, "Project proposal for Continuation of the Project to Promote the Rights of Domestic Workers", 2 March 2010 (also project proposal submitted 5 Aug 2009)

Domestic Workers Rights Network, "Project proposal for Advocacy for Legal Protection on Adopting Code of Conduct for Protect and Promote the Rights of Domestic Workers", submitted 30 June 2009

Domestic Workers Rights Network, "Dialogue Report on Ensuring Domestic Workers Rights: Stand Now", 9 Nov 2009 Dhaka

Domestic Workers Rights Network, *Code of Conduct for Domestic Workers*

ILO, "Minutes of Discussion Meeting on Creation of a new Women's Platform for Upholding Gender Issues at the Workplace", 8 July 2009 (plus participant list)

ILO, Minutes of National Consultation on Domestic Workers: Proposed Standard Setting in ILC 2010, 17 Aug 2009 (plus programme and participant list)

Nari Unnayan Shakti (NUS), "Project Proposal for capacity building of journalists and mass media campaign to reduce violence against domestic workers", submitted 29 June 2009 (plus budget and final report of project)

Shan, M. Sekander Hayat, "Conditions and Significance of Domestic Workers in Bangladesh: Analysis of Secondary Sources Data, Associates for Community and Population Research (ACPR)", 2009

Unity for Social and Human Action (USHA), Training and Workshop Reports 07, 14, 21, 22 Nov 2009 (plus project proposal "Decent Work for Domestic Workers" Oct 2009-Sept 2010)

## **India**

AITUC, "Report on Chennai Consultation Workshops and Organizing"

AITUC, "Report on Delhi Consultation Workshops"

Asmita, Street Play performance documentation: Delhi College of Arts and commerce 16 Dec. 2009; Dyal Singh College 16 Dec 2009; Faculty o Arts 17 Dec. 2009; Moti Lal Nehru College 16<sup>th</sup> Dec. 2009; Dilli Haat, 14 Dec 2009 as well as original proposal, information note on project, comments on performances, and "key messages" memo.

Gov of India, Official document constituting a Committee of Experts, 31 Dec. 2008

Gov of India, Ministry of Labour and Employment, " First Report of the Task Force on Domestic Workers"

Gov of India, Ministry of Labour and Employment, 33rd Session of the Tripartite Committee on Conventions, Agenda Item 5, Domestic Workers.

Gov of India, Press Info Bureau, "Minimum Hourly Wage for Domestic Workers", 3 March 2010

ILO, *Bringing Smiles: Stories of domestic workers and employers*

ILO, "Domestic Workers in India: Background and Issues", paper presented at Tripartite Meeting on DWDW, 25 August 2009 (also participant list for the Tripartite meeting)

ILO, Media plan, Jan-Feb 2010, (matrix and background)

ILO, Media Coverage Dossier

ILO, "National Consultation with Civil Society and Trade Unions on a National Level Campaign towards the realization of a Convention for DW at the ILC 2010", 5 May 2009 (Minutes of the meeting and participant list)

ILO, PPT presentations on domestic work, definition, wages, enforcement of standards, etc.

ILO, "Reply for Solution Exchange re DW: Work Like Any Other, Work Like No Other"

ILO, "Report on Workshop on Trade Unions and DWDW", 15-16 March 2010

ILO with Sarpotdar, Anagha, "Law and Practice Regarding Sexual Harassment in India", (including ILO ToR for the study)

ILO, no author named, "A Survey of Trans-national Approaches to Counter Sexual Harassment in the Workplace" (including ILO ToR for the study)

ILO, Summary National Consultation on DWDW, 15-16 July 2009 (agenda, participant list, strategy document)

ILO, Indian Gov. Task Force on Domestic Workers (Various documents including analysis of the workers protection bills, relevant correspondence with Ministry, and press info)

Institute of Social Studies Trust, New Delhi, "The Experience in Implementation of the Equal Remuneration Act (ERA) 1976", (also study proposal and work plan submitted 23 Oct 2009)

INTUC, "Pilot Project on DWDW, Organizing, Skills Upgrading and Advocacy", (TOR for project and communication regarding activities completed by 27 Jan 2010)

Labour File, Special Issue: "In Defence of the Rights of Domestic Workers" (proposal and articles)

NDWM, National Domestic Workers Day Celebration, Jan 2010, (pictures and press coverage collection)

NDWM, "Project proposal for support for campaign on ILO convention process 2010", submitted 25 Sept 2009

NDWM, "Report on the participation of DW in Campaign, lobbying and advocacy for DWDW in India"

Neetha N., "Placement Agencies for Domestic Workers: Issues of Regulation and Promoting Decent Work"

WomenPowerConnect, "Domestic Workers in India: An analysis of proposed national legislation for domestic workers in India", Feb. 2010 (preparatory documents also provided including drafts, survey responses, and comments)

## **Nepal**

Banskota, Dr. Mahesh, et al, "Status of Domestic Workers in Nepal: A Review of Evidence, Policies, and Laws", Institute for Integrated Development Studies (IIDS), 10 Sept. 2009

Gefont, "Project proposal for Training on Gender Audit", March 2010, (also budget and approval letter)

NTUC, "Project proposal for Gender Audit"

## **VIETNAM**

ILO Bangkok and Hanoi, "National Consultation Meeting on DWDW", Hanoi, Vietnam, 30 April 2010 (Reader with national studies, power points, Final Report, Agenda, List of Participants)



## APPENDIX 3: EVALUATION MISSION SCHEDULE

Independent Evaluator: Lisa Stearns

9 April 2010 Nelien Haspels, Senior Specialist on Gender and Women Worker Issues

### CHINA

Beijing, Kunming: 12 - 16 April 2010

Ms. Silvia Cormaci, Technical Officer accompanied mission in China

12 April 2010

Briefing meeting with Ann Herbert, Director of ILO China and Mongolia

Meeting with CP-TING Team

Ms. Diane Tyler, CTA CPTING

Ms. Huang Qun, Senior Programme Officer

Ms. Guo Jia, National Programme Officer CPTING

Ms. Su Yanyan, Programme Officer

Ms. Yu Lu, Administrative and Finance Assistant

Ms. Zhang Chunling, Administrative Assistant

13 April 2010

Meeting with All-China Women's Federation at ACWF Office

Ms. Duan Guohui, Deputy Director of the International Department of ACWF, National Project Coordinator (NPC) CP-TING

Ms. Guo Ye, Deputy Chief of the Legal Department of ACWF

Ms. Zhang Huang, Assistant to NPC

Ms. Guo Jia

Meeting with UNIFEM

Ms. Su Yanyan

Meeting with Beijing Legal Aid Center

Mr. Zhang Shuai, Director of the Research Unit, Lawyer

Prof. Liu Minghui, China Women's University, CP-TING Consultant on the ILO Questionnaire on Domestic Worker

Ms. Su Yanyan

Meeting with Beijing Migrant Women's Club

Ms. Han Huimin, Deputy Director of the Club

Ms. Su Yanyan

15 April 2010

Meeting with Yunnan Provincial Women's

Ms. He Ping/ Ms. Fan Hongping

Meeting with local consultant about the WH guideline development

Ms. He Ping

Visit Head of Women's Home

16 April 2010

Meeting with students and teachers who participated in the June 12 Yunnan Child Labour Forum - Ms. He Ping

## THE PHILIPPINES

Manila: 19 - 21 April 2010

19 April 2010

Meeting with ILO Manila and its constituents

Ms. Linda Wirth-Dominice, Director

Ms. Keiko Niimi, Deputy Director

Ms. Ana Liza Valencia, Programme Assistant

ILO Staff who involved in Gender RBSA project

Meeting with Meeting with Ms. April Mendoza, USEC Balanon on Training on PATD and NRS database (Anti-Trafficking)

Meeting with ILO constituents at ILO Office

Meeting with the TWG members of the Philippine Campaign on Decent Work for Domestic Workers

- 20 April 2010      Group discussion Gender RBSA partners and worker
- Meeting with League of Municipalities in the Philippines on GAD in LED Training
- Meeting with Ms. Jeanne Illo, Consultant for the ILO GAD checklist
- Meeting with some of the UN-Gender Mainstreaming Committee (UN-GMC) and official Development Assistance-Gender and Development (ODA-GAD) Network members on gender mainstreaming efforts
- Meeting with key staff of the Philippine Commission on Women on the MCW IRR formulation at PCW Office
- Meeting with the TWG on Gender Concerns among TUs on gender mainstreaming at ILO Office
- 21 April 2010      Leave to New Delhi at 14.30 hrs
- Wrap-up meeting with Ms. Linda Wirth and Ms. Keiko Niimi

## INDIA

New Delhi, Chennai: 21 - 24 April 2010

Ms. Sutida Srinopnikom, Programme Officer accompanied mission Indiaonly

- 22 April 2010      Meeting with ILO New Delhi

Mr. Andre Bogui, OIC of Director of ILO New Delhi

Ms. Reiko Tsushima, Gender Specialist

Mr. Bharti Birla, Programme Assistant

Mr. K. S. Ravichandran, Programme Officer

Meeting with Mr. Anil Swarup, Director General Labour Welfare, MoLE

Meeting with NDWM

Sister Jeanne Devos

Father Verghees

Sister Lissy Joseph

Sister Christy Mary

23 April 2010

Group discussion with G-RBSA constituents and partners

Meeting with Ms. Amarjeet Kaur at AITUC Office

Meeting with ILO regarding workers'

Mr. Ariel B. Castro, Senior Specialist on Worker Activities

Mr. Anandan Menon, Programme Assistant

Meeting with WPC

Dr. Ranjana Kumari

Dr. N. Hamsa

Meeting regarding Skills Development

Ms. Akiko Sakamoto

Ms. Anjana Chellani

Mr. Sharda Prasad

Mr. Akhilesh Tewari

Meeting regarding Sexual Harassment

Mr. Coen Compier, Specialist on Labour Standards

24 April 2010

Field visit in Chennai

Meeting with AITUC, Domestic Workers Organizers (Ms Vahida and team)

## THAILAND

Bangkok: 26 - 30 April 2010

**25 April 2010**

Arrive Bangkok 05.25 hrs (Suvarnabhumi International Airport)

Check-in at hotel (New Siam Riverside Hotel)

**26 April 2010**

Meetings with ILO staff

09.00-09.30 hrs

- Ms. Sachiko Yamamoto, Regional Director
- Mr. Guy Thijs, Deputy Regional Director

09.30-10.00 hrs

- Ms. Elsa Ramos, International Consultant for the Campaign on Decent Work for Domestic Workers (DWDW)
- Ms Silvia Cormaci, Associate Expert in Gender and migration

10.00-11.00 hrs

- Ms. Thetis Mangahas, Senior Regional Migration Specialist
- Ms. Elsa Ramos, International Consultant for the Campaign on Decent Work for Domestic Workers (DWDW)
- Mr. Allan Dow, Information Officer
- Ms Silvia Cormaci, Associate Expert in Gender and Child Labour

**Address:** ILO Regional Office for Asia and the Pacific – Meeting room

11/ F, Block A

11.00-12.00 hrs

- Mr. Dragan Radic, Employers' Specialist

12.00-13.00 hrs

Lunch Break with Ms. Elsa Ramos and Ms. Silvia Cormaci

- 13.30-14.30 hrs • Ms. Valarie Breda, Microfinance Expert
- 
- 14.30-15.30 hrs • Ms. Annemarie Reerink, CTA of WEDGE Project

**Address:** ILO Regional Office for Asia and the Pacific

11/ F United Nations Building, Rajdamnern-nok Avenue, Bangkok 10200,

Tel: +66 2 288 2552 (Ms Pamornrat – Room no.1107C), 02 288 288 2294 (Ms. Sutida – Room no. 1107A)

15.30-17.30 hrs Telephone interview with ILO staff in country offices

- Ms. Lotte Keiser, CTA in Indonesia Tel: 62-21-3913112
- Ms. Parissara Liewkiat, International Programme Officer in Jakarta Tel: 62-21-3913112
- Ms. Sophorn Tous, NPC in Cambodia Tel: 855 23 220 817
- Mr. Kolakot Venevankham, NPC in Lao PDR
- Ms. Seltik Keng, NPC in Cambodia Tel: 855 23 220 817

**27 April 2010**

08:30–09:00 hrs Time-Bound Programme (Ms Anna Engblom and Khun Taneeya)

09.30–12.00 hrs Meeting with the Thai Trade Unions and CSO working group on DWDW and with the Network of Domestic Workers, Homenet (Khun Poonsap)

**Address:** UNEP Regional Office for Asia and the Pacific

2/ F, Block A, United Nations Building

13.00-13.30 hrs Mr. Bill Salter, Director of Decent Work Team

14.30-15.30 hrs Meeting with the Ministry of Labour

**28 April 2010** RPS (Mr Oktavianto Pasaribu, Ms Pamornrat Pringsulaka, Ms Sutida Srinopnikom)

**29 April 2010** Drafting report, telephone interview with Ms. Nelien Haspels, Senior Gender Specialist

**30 April 2010** Debriefing with ILO

**02 May 2010** Leave to Beijing at 1010 hrs.