ILO EVALUATION

- **Evaluation Title:** Global action programme on migrant domestic workers and their families

- **ILO TC/SYMBOL:** *GLO/12/28/EEC*

- **Type of Evaluation:** Evaluability assessment

- **Country(ies):** Global, Nepal, United Arab Emirates, Zimbabwe, South Africa, Paraguay, Argentina, Indonesia, Malaysia, Ukraine, Poland

- **Date of the evaluation:** February-July 2015

- **Name of consultant(s):** Robert Lahey

- **ILO Administrative Office:** MIGRANT

- **ILO Technical Backstopping Office:** MIGRANT

- **Date project ends:** July 2015   **Donor and budget US$:** European Commission; $4,545,455

- **Evaluation Manager:** Rasha Tabbara

- **Evaluation Budget***:* $25,000

- **Key Words:** migration; labour and employment; human rights; economic development; occupational safety and health; non-discrimination.
  his evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Unit.

Outline

Appendices

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List of Acronyms

ACTRAV………….Bureau of Workers' Activities
COP………………Community of Practice
CTA……………….Chief Technical Advisor
DEFP……………...Departmental Evaluation Focal Point
DW………………...Domestic Worker
EA…………………Evaluability Assessment
FTE……………….Full-time equivalent
GAP-MDW……….Global Action Programme for Migrant Domestic Workers
GFR………………Global Flagship Report
HQ………………...Headquarters
IDWN……………..International Domestic Workers Network
ITUC……………...International Trade Union Confederation
KSP………………Knowledge Sharing Platform
M&E………………Monitoring and Evaluation
MIGRANT………..International Migration Programme
NGO……………...Non-Government Organization
OHCHR………….Office of the High Commission for Human Rights
PT…………………Part Time
PRODOC………...Project/Programme Document
RAB………………Research Advisory Board
RBM………………Results –based Management
SAP-FL…………..Special Action Programme to combat Forced Labour
ToT………………Training of Trainer

Part I: Introduction

1. Purpose of the Evaluability Assessment

1.1 The Evaluability Assessment (EA) responds to the ILO evaluation policy recommendation for projects with budgets over US $5 million to undergo an evaluability review within one year of start-up as recommended in ILO EVAL Guidance Note 16. As per its Terms of Reference (TOR), this EA is intended to examine the Global Action Programme on Migrant Domestic Workers and their Families (hereafter the GAP-MDW Project) to "guide the development of sound and practical approaches" to measuring programme performance, with an emphasis on:

- assessing the programme's log frame for its coherence and reflection of the 'theory of change' implicit in the programme
- "retrofitting" the log frame where it may be deemed necessary
- assessing the adequacy of the performance indicators to be used in ongoing monitoring of progress and performance
- assessing the performance measurement strategy and plan – the mechanisms in place to be used to measure 'performance' and accountabilities
- assessing data/information availability and the potential need to modify systems/approaches to data/information collection.

1.2 Overall, the EA is an assessment of 'capacity' – the capacity to measure and monitor 'results' information for use by programme managers; the capacity to carry out an eventual (and more in-depth) evaluation of the programme's performance; and, indeed, the capacity of the organization to manage for and report on results. In so doing, the EA identifies strengths and weaknesses/gaps associated with underpinning elements needed to manage for results and, in the case of the latter, provides guidance and advice for addressing any areas in need of improvement.

1.3 Finally, the exercise of conducting the Evaluability Assessment also uncovers some findings related to 'evaluative' issues, generally of an operational nature and the kind that would normally be addressed in a mid-term evaluation.

2. Outline of the Report

2.1 The report is not an 'evaluation' per se, but it does follow a systematic approach in assessing the original underpinnings (log frame and theory of change) of the GAP-MDW Project and intended mechanisms to measure performance and 'results' achieved by the Project. This report is divided into four sections, as follows:

2.2 **Part II** provides background on the Evaluability Assessment process. It includes **section 3** which provides the context for the conduct and interpretation of findings of the Evaluability Assessment. In so doing it highlights key design

and delivery features of the GAP-MDW Project. **Section 4** provides an overview of the methodology and approach employed in the EA.

2.3 **Part III** of the report articulates the findings, conclusions and recommendations pertaining to each of the key components under examination by the EA exercise. This includes an assessment of:

- the internal logic and assumptions/risks on which the GAP-MDW project is based, including an examination of 'results' (outputs and outcomes) that have been identified in the project theory of change (**sections 5.1** and **5.2**)
- the associated indicators that have been identified as measures of performance for project results (**section 5.3**)
- recommendations for going forward with the log frame (**section 5.4**)
- the performance measurement strategy - the intended monitoring and evaluation (M&E) plan and approach to be put in place, including the tools to measure and monitor project performance (**section 6.1**)
- the actual experience to date in the GAP-MDW Project with measuring, monitoring and reporting on performance (**section 6.2**)
- evaluability (future evaluation) of the GAP-MDW project (**section 6.3**)
- recommendations for going forward with the M&E Plan (**section 6.4**)

2.4 **Part IV** addresses a number of operational issues that would normally be found in a mid-term evaluation, including: project relevance; project design; progress, efficiency and effectiveness; resourcing; governance structure and management of the project. While the EA is not an 'evaluation' per se, a number of observations and some lessons can still be extracted from this exercise. These are discussed in **sections 8-12** of the report.

Part II: Background

3. Context for the Conduct and Interpretation of Findings of the EA

3.1 There are a few issues that are important context pieces in the conduct and interpretation of findings of the EA and recommendations for the way ahead. These include:

- timing of the EA in relation to the life of the Project;
- the timeline envisaged for the Project; and,
- the 'experimental' nature of the Project resourcing/delivery model.

The EA exercise is occurring late in the life of the Project
3.2 The conduct of an Evaluability Assessment would normally take place relatively early in the life of a programme, a sort of 'health check' to help ensure that any adjustments that might need to be made to the programme could be identified and implemented so that management could benefit from an improved ability to measure, monitor and use performance information and the programme itself would ultimately exhibit improved performance. Additionally, the ability to

demonstrate what the programme actually achieved by way of 'results' would be improved, an important aspect for accountability reasons. In theory then, programme managers, targeted audiences and programme funders would all benefit by this.

3.3 For the GAP-MDW Project, unfortunately, the EA is coming rather late in its life – the Project is scheduled to run some three years, from February 2013 to January 2016. In other words, the EA is coming more than 2/3 into the life of a three-year program. With this reality, it is therefore important to determine, where M&E capacity gaps exist, what is reasonable to recommend by way of 'retrofitting' the log frame and the M&E Plan, given the less than one year remaining in the life of the Project. Because of this timeframe, the consultant has also recommended that the planned 'interim evaluation', scheduled to take place immediately following the EA, be rolled into the final evaluation of the project. In the interim, feedback on operational issues can be found in Part IV (sections 8 – 12) of this report.

The lifespan of the Project is too short to likely exhibit much beyond 'outputs' and 'immediate outcomes' achieved
3.4 The nature of the GAP-MDW Project is such that a considerable amount of time and effort would likely be required simply to get the Project launched and relevant activities and interventions implemented.[1] This is a function of having many dimensions to it's makeup – multiple partners, stakeholders, targeted audiences, beneficiaries, a broad set of activities and interventions, all spread across the globe – and, relying to a large extent on identifying compatible existing interventions so as to establish 'synergies' and 'platforms' for sustainability and achievement of 'results'.

3.5 In the context of a 'results chain',[2] this likely means that being able to measure and report on 'results achieved' likely does not go beyond being able to report on 'outputs' produced by the Project and perhaps some 'immediate outcomes'. These are useful measures, but fall far short of what funders would generally like to see. Again though, this is the reality of a three-year programme. Coupled with the fact that there is less than a year left in the life of the Project, it will be important to focus on 'what' and 'how best' to report on performance at project completion in order to resonate with intended audiences.

The 'experimental' nature of the Project resourcing/delivery model is a study unto itself
3.6 There are two elements that could be impacting the achievement of results for the GAP-MDW Project – one is the Project intervention itself, as it rests on its

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[1] The EA consultations would bear this out, though for a variety of reasons, beyond the complexity of Project design.

[2] The terms 'log frame', logic model' and 'results chain' can be used interchangeably. As discussed later in the next section on Findings, elaborating the logic of the Project in terms of the 'results to be achieved' provides a useful macro picture of the Project that the tabular log frame display does not achieve.

underlying theory of change; the other is the delivery model that underlies the approach to Project resourcing and roll-out.

3.7 Regarding the latter, there are a number of features that have been imposed on the Project that could be viewed as 'experimental'[3]. This would include such elements as: a delivery architecture that resources ILO HQ staff, but not field offices, though interventions are made in the field; an Implementation Team with very limited full-time staff, relying instead on 'part-time' support and 'technical backstopping'; an assumption that officials will work in a collaborative fashion towards a greater good, even when there may be less than obvious benefits for some parties (and, indeed, the collaboration representing an 'add on' to an already busy schedule).

3.8 This model likely reflects a few elements that got built into the original proposal submitted to the EU for funding. In one sense, this approach reduced the overall cost of the Project. It also built on a desire, expressed by senior officials in the ILO, to 'break down the silos' and work in a 'more horizontal fashion'. Both of these objectives are laudable – they just might not be workable within the context of what the GAP-MDW Project was attempting to achieve within its three-year life. They also likely impacted not only the ability to achieve 'results' within the three-year timeframe, but may have gotten in the way of M&E implementation, with few or no resources devoted to M&E. While an assessment of the project design and delivery model is not a key element of the EA exercise, Part IV of this report does provide some insight into these issues. In looking ahead however, in the context of performance measurement and performance reporting, it may be the case that senior officials (within the ILO, if not the EU) are just as interested in hearing back on the performance of the delivery/resourcing model as they are on the Project itself. This is likely something that ought to be clarified early on as it will impact the M&E Plan.

4. Approach and Methodology for the Evaluability Assessment

4.1 As noted in section 1 above, the EA exercise, as recommended in the ILO evaluation policy, is a process that carries out a step-wise assessment and makes judgments related to monitoring and evaluation (M&E) capability and use, along the following path of enquiry:

- First, an assessment of the theory or model that has been articulated at the outset to describe the GAP-MDW Project, examining clarity of objectives and intended results of the Project, as well as the inherent logic underlying the Project;

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[3] Indeed, most stakeholders consulted felt the resourcing approach to the Project was unusual and problematic.

- Then, a review of the indicators of performance that have been identified that would be used for measuring and monitoring achievement of results.[4]
- Next, an examination of the strategy that has been devised to actually measure and monitor performance – the tools, approach, proposed data/information sources, implementation plan, and assignment of responsibilities for following through on the performance measurement strategy;
- Finally, an examination of what has actually occurred in terms of performance measurement, monitoring and reporting, how well it aligns with the original plan, and the use of such information to date in the management of the Project.

4.2 In other words, the EA exercise is an examination of both the *theory* that has been devised for M&E at the Project's inception as well as the *practice* of M&E generation and use to date. Recommendations ought to be reflective of what is needed in going forward, to support both decision-making by Project management as well as ensuring a suitable information base to help inform an eventual evaluation of the GAP-MDW Project.

4.3 The EA exercise relied on multiple sources for information in building its knowledge base and working through the step-wise process described above. This included:

- Document Review: A review of relevant ILO documents in general and GAP-MDW Project documents in particular, pertaining to both its design as well as its implementation.

- Stakeholder consultations, that included interviews with Key Informants representing the following officials:
    - (i)   Those responsible for the design of the Project
    - (ii)   Members of the Project Implementation Team
    - (iii)   Senior ILO management responsible for overseeing the Project
    - (iv)   Project partners
    - (v)   ILO field offices implicated in the Project implementation These consultations were conducted via skype.
    - (vi)   ILO Evaluation officials responsible for overseeing the EA

    An identification of the stakeholders consulted is provided in Annex 1. A total of 22 officials were consulted. Note that the majority of the consultations were in-person interviews that took place in ILO HQ in Geneva over the period February 2-6, 2015.

- Working group session with Project designers and Implementation Team members to review the underpinnings of Project rationale and examine a

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[4] Performance indicators that would be deemed to be SMART would possess the following attributes: specific; measurable; achievable and attributable; relevant and realistic; and, time-bound, timely, trackable and targeted.

notional enhanced log frame/results chain developed by the consultant as part of the 'retrofitting' exercise. The session was held in ILO HQ in Geneva on February 4, 2015.

- Questionnaires to the Project CTA and Implementation Team, intended to gather information about Project design, implementation and M&E issues.

- Questionnaire to ILO field officials implicated in one of the five corridors identified in the Project. Information was received from 4of the 5 corridors.

- International good practices in Monitoring and Evaluation, log frame and performance indicator development and RBM/'results' measurement.[5]

Part III: Findings, Conclusions and Recommendations of the EA

5. Internal Project Logic and Theory of Change

5.1 Overview Assessment

Log frame document balances intervention theory with Project planning
5.1.1 The logic of the GAP-MDW project is documented in an Annex to the PRODOC. It describes the 'intervention logic' of the Project by identifying first, *overall objectives*, then three *specific objectives* and, then, for each specific objective, the detailed *expected outputs*. There are two expected outputs for each specific objective, i.e. six 'expected outputs' in all.

5.1.2 Presentation of the log frame uses a template that identifies, for each objective and output: indicators of performance, information sources for the indicators and assumptions upon which the logic for achieving the identified results of the Project is based.

5.1.3 Finally, the log frame document aims to link Project activities with results to be achieved, by listing key activities to be carried out in order to produce each of the 'expected outputs'. With this, the document takes on elements of a Project planning document, as it provides a detailed listing of activities, resourcing requirements and costing of each for budgetary purposes.

5.1.4 This balancing of presentation of Project logic with planning and budgeting elements of the Project is likely a reflection of the process that the designers were required to go through in seeking and obtaining funding approval for the Project. On the one hand, it does provide a useful source document for the roll-out and monitoring of Project activities and budgetary items. On the other hand,

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[5] International 'good practices' are documented in many sources, including documents produced by the ILO EVAL unit (Guidance Note 16), OECD, World Bank, UNEG and many others, including course teaching materials. Robert Lahey, an international M&E expert with more than 3 ½ decades of M&E experience, has drawn on these, as well as relevant materials he helped develop as the founding Head of Canada's Centre of Excellence for Evaluation.

the need to focus on budgetary realities likely put more priority on this important front-end aspect than fully articulating the Project logic.

5.1.5 The log frame document could be improved in a few ways, one of which would be to have a more holistic identification of the 'results' to be achieved, showing not only expected outputs from the activities of the Project, but also the link to broader 'outcomes' to be achieved; that is, where and how the Project will *contribute* to higher-level results – medium- and longer-term outcomes. This is important for a few reasons – For one, Project logic hinges on aligning with like activities of other Projects and working through 'synergies' established via this linkage. Understanding the Project in this broader 'results' context would thus be important for the variety of officials implicated in Project implementation (in both ILO HQ and field offices as well as partner agencies). A second reason for wanting to illustrate the complete 'results chain' for the GAP-MDW Project rests with the need to report back to donors and senior ILO officials. The Project has a life cycle of only three years, hardly enough time for 'results' associated with *behavioural* change to be exhibited (for example, the introduction of policy changes affecting MDWs). But, results achieved within the three-year timeframe can be presented within the broader context of the 'results chain' and, through a 'performance story', illustrate where and how the Project has contributed to the larger and longer-term goals associated with MDWs.

A more comprehensive 'results chain' for the GAP-MDW project
5.1.6 The consultant has used information from the PRODOC to develop a more comprehensive 'results chain' for the GAP-MDW project. This is shown in **Table 1**. An earlier version of this was discussed in a Workshop format with members of the Implementation Team to review and vet the notional results chain. Feedback has been built into Table 1 and the discussion in this text.

5.1.7 The intent of Table 1 is to provide a more macro picture of the GAP-MDW Project and the theory underlying it than is provided in the log frame of the PRODOC. What seems clear from discussions with all stakeholders is that the chain of activities is not likely linear, despite how it may be shown in Table 1. Indeed, the dynamics of information flow and sharing – an important element of the Project – are such that it may be difficult to actually predict the sequencing of events in the middle of the chain. Also, there is every possibility that, with the wide range of stakeholders (target audiences and others implicated in Project delivery), information may flow in feedback loops, moving on as 'synergies' are created. This of course is speculative and, judging from the feedback from the Implementation Team members, is, at the very least, not well articulated in the theory of the Project.

5.1.8 Table 1 also articulates a set of assumptions that are implicit to Project success. These have been articulated by the consultant and relate to implicit assumptions needed for Project success. It attempts to locate at what point in the results chain these assumptions first appear - and therefore should be viewed as 'risks' - and should be monitored by Implementation Team members and other

stakeholders. As will be discussed later, there is limited systematic monitoring, though progress reporting, largely for budgetary purposes, does take place.

5.1.9 It was clear in discussing these assumptions with Implementation Team members that a distinction needs to be made between HQ and the field, perhaps not in the theory behind the Project, but at least how it has rolled out in practice. For example, what has been deemed 'research' in the field generally refers to the baseline assessment studies done at a country level; global-level research, identified in the PRODOC, does not seem to have taken off, though some thematic issues may feed into the end-of Project Global Flagship Report (GFR). This may suggest a disconnect in plans and activities between the global and the country levels - OR, the reality of an under-funded program.

5.1.10 Feedback from Team members also strongly suggested that the six countries (three corridors) deemed 'pilots' by the Project would likely move further along the results chain than the non-pilot countries/corridors. While this seems reasonable, given the extra effort and resources directed at 'pilot' countries, it would be useful for Team members to try better understand what specifically has influenced the progress/lack of progress in relevant countries.

5.1.11 An important aspect of the underlying theory as well as the assumptions relates to clarity around where and how particular target audiences get implicated in the Project. The PRODOC identifies a wide range of target groups, each of which would likely have their own role implicit in the theory of the Project and particular stages where they would be engaged by Project advocates. Each would likely represent a different audience, one from the other, perhaps with different information needs to support whatever active role they might play in support of the Project. The target groups identified in the PRODOC include:

- Government officials responsible for development, for implementation of employment and for migration policies
- Employers
- Worker Organizations
- Public Employment Agencies
- Private Employment Agencies
- Civil Society Organizations
- Broader public audiences of young people ("drivers of attitudinal change")

Note that this listing is different from the group identified by the PRODOC as 'final beneficiaries'. This latter group include:

- Migrant Workers (both women and men) involved in domestic work (DW)
- Family members of MDW

Moreover, the PRODOC indicates that beneficiaries are being addressed at three key points in the process: (i) at country of origin; (ii) in transit; and, (iii) in their destination country.

5.1.12 With such a wide range of audiences and actors expected to both consume information and then act on it, presumably a critical underlying element to Project success is communication as well as knowledge transfer, to ensure clarity of messaging and currency of information: (i) horizontally across all players implicated in Project implementation to ensure a common approach where commonality is needed (in M&E aspects for example); (ii) with other projects that are potential or realized 'partner projects'; (iii) with various target audiences, on an as needed basis; (iv) to project management to ensure adequate oversight for both management and accountability purposes. With the Project being rolled out across 10 different countries/5 corridors with different political, economic and social backgrounds and considerations, one would think that communications would be vital to the Project.

5.1.13 While not entirely clear, it would appear that the majority of communications activity occurs at a country level[6]; there does not appear to be a communications strategy or plan to assist implementation at the global level. Without this, there is greater risk that some elements of the underlying theory and assumptions on which the Project is based will not hold up.

5.1.14 One other 'at risk' element of Project design concerns the roll-out of activities in the field. Implementation Team members speak of seeking out 'opportunities' where activities/interventions of the Project might make a toehold. The ILO has for some time been working on a number of other projects associated with Domestic Workers (DW), thus increasing the likelihood that appropriate circumstances could be identified where activities of the GAP-MDW Project might align with these existing activities – and so, creating 'synergies'. This does though put the Project at risk, in that other suitable projects need to be identified and collaborative efforts established. With all implementation efforts being led by the small HQ team, doing so and making headway on Project implementation over the relatively short three-year period of the Project timeframe likely means that the Project ought not to be expected to achieve more than results at an 'output' level, perhaps some 'immediate outcomes' at best.

5.1.15 There is an ambiguity in the Project log frame in distinguishing 'outputs' from 'outcomes', and so the consultant has crafted a second 'results chain' illustrative of the Project (**Table 2**). It should be noted that the table also makes an important distinction in its examination of outcomes – distinguishing between 'immediate', 'intermediate', 'longer-term' and 'ultimate' outcomes.

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[6] According to the Project, its communications strategy includes elaboration of specific tools for information and dissemination – among others, the ILO Newsletter focusing on GAP findings and field activities as well as mainstreaming MDW by regions. Also, the Knowledge Sharing Platform has been developed under the auspices of the Project and is intended not only as a platform to host the Community of Practice for MDWs, but also as a channel of dissemination of advocacy materials and tools.

Enhance data & research on migration & trafficking in DW

(1)

Develop knowledge-sharing tools

Create knowledge-sharing opportunitie

Increase capacity of relevant orgs & practitioners to advocate

Increased knowledge base about the characteristics & situations of MDWs & their employers

(2)

Enhanced capacities of relevant organizations & practitioners to advocate

(3)

Increased advocacy by relevant organizations & practitioners

(4)

Increased awareness by MDWs & by employers

Increased understanding of rights by MDWs & by employers

Strengthened systems to provide services & protect MDWs

Evidence-based policy development

(5)

Better protected MDWs

Increased no. of MDWs globally w access to DW & human & labour rights protection

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Assumptions

(1) Research has a practical application. Research is aligned with specific problem areas associated with MDWs.

(2) Knowledge gets disseminated to MDWs & employers. This is done in a timely way & in a fashion & format where it gets used by both groups of stakeholders.

(3) Knowledge gets disseminated to relevant organizations & practitioners. This is done in a timely way & in a format useful to their needs.

(4) Relevant organizations & practitioners have an opportunity/occasion to use the information/knowledge to advocate for MDWs.

(5) Advocacy turns into action within specific countries; e.g. evidence-based policies or strengthened systems to support & protect MDWs.

Table 2: Linking Activities to Outputs & Outcomes for the GAP-MDW Project

Outcomes

GAP-MDW Activities	→ Outputs	→ Immediate	→ Intermediate	→ Longer Term	→ Ultimate
	Knowledge Products – global & field research	Increased dialogue among stakeholders on MDW issues	Increased awareness of MDW issues	Increased consideration of MDW issues in evolving policy, legislation & regulations	Better protected MDWs
	Information Dissemination		Increased Knowledge & understanding		Improved access to DW for MDWs
	Advice	Increased opportunities for information-sharing & learning	Increased capacity for advocacy on MDW issues	Strengthened systems to provide services & protect MDWs	Improved human & labour rights protection for MDWs
	Training, Workshops		Change in attitudes - Increased		Increased compliance w MDW rights & obligations
			Strengthened global campaign for C 189		

5.2 Clarity of Objectives, Outputs and Outcomes

There is clarity of objectives, though less certainty with Project roll-out
5.2.1 The broader overall objective to which the GAP-MDW is intended to contribute is clearly stated in the Log Frame document:

> "Overall Objective: To increase the number of migrant domestic workers worldwide who have access to decent work and human and labour rights protection."

5.2.2 The Project itself aims towards this broader goal through three 'specific objectives'. These are fully detailed in **Table 3** below, but essentially relate to the following:
- Specific Objective 1:To enhance research & practical knowledge on the topic
- Specific Objective 2: To enhance capacities of relevant organizations & practitioners to advocate
- Specific Objective 3: To pilot test national capacity building approaches

5.2.3 All of those interviewed, in both HQ and the field, recognized, at least in broad terms, the link of this Project to other ILO initiatives and priorities. Where there has in the past been considerable interest in issues of Domestic Workers (DW), as well as issues of migration, there had not been focus put on Migrant Domestic Workers (MDW) per se. The GAP-MDW Project brought this focus, as well as an increased spotlight on issues of female migration.

5.2.4 The intention of linking GAP-MDW initiatives/interventions with other initiatives of existing projects forced some element of 'horizontality' in order to identify those areas where there might be some 'synergies' in linking/working across initiatives. Some field offices indicated that this actually resulted in better coordination across the various initiatives aimed at DW and migration. In other words, within a broader context, the Project itself may have resulted in greater coordination and, perhaps clarity of action taken to address the broader issues.

5.2.5 Working in the context of 'corridors' also presented a potential to engage governments on both ends of the corridor (both sending and receiving countries), as well as workers' associations and DW unions in both countries.

5.2.6 Feedback from some field offices however suggested that the Project would have benefited more by being able to link Project objectives to broader goals of the country or region in question – and not simply the more detailed specific objectives of the Project – in effect, placing more attention on the political, economic and social context of particular countries and regions. Some of this probably reflects a frustration of the field with what is perceived as a 'top down' delivery of the Project from HQ, with too little coordination and communication with the field. The lack of dedicated Project staff in the field only

adds to this, though the lack of clarity seems to be more with the actual Project roll-out rather than original intent of Project objectives.[7]

A lack of clarity in identifying 'results' and in distinguishing 'outputs' from 'outcomes'

5.2.7 As noted in paragraph 5.1.15 and illustrated in Table 2 above, the log frame does not provide a sufficiently comprehensive description of the 'results chain' that the GAP-MDW Project would be expected to contribute to. This is important for several reasons, starting with the recognition that, for some 'results' – outputs – the Project would have control over their achievement. For outcomes however, the Project can only influence their realization, more-so for 'immediate' outcomes than 'intermediate', 'longer-term' and 'ultimate' outcomes. Even with these latter outcomes however, the Project should be seen as 'contributing' to their achievement. Being able to speak to all levels of results via a 'performance story' for the Project is critically important in reporting back to funders on the effectiveness of the Project. Understanding the logic and theory of change underlying the Project is thus critical in explaining why the Project is important and how effective it has been in achieving Project objectives.

5.2.8 As discussed later in section 7 of the report, there is an observed linkage of the GAP-MDW project with other interest of the ILO with issues of Domestic Workers and with Migration, and, in this respect aligns with the global campaign for the ratification of the ILO's Domestic Workers Convention (C 189). What is missing though in the log frame is the clarity of articulation of the results chain leading to this higher-level linkage.

5.2.9 One fundamental problem with the log frame document is the ambiguity surrounding the use of the word 'output'. It was noted earlier that the log frame identified some 6 'expected outputs', two for each of the specific objectives of the Project. These have been examined by the consultant who notes two problems with the articulation of the 'outputs': first, four of the six 'outputs', as stated really represent a set of both 'outputs' and 'outcomes'. In other words, they need to be unpacked. The second problem observed with the existing articulation is that one of the stated 'outputs' (# 2.1) actually represents an 'outcome'.

5.2.10 A re-interpretation by the consultant of each of the six 'expected outputs' of the Project is provided in **Table 3**, and, in so doing, distinguishes between what might be deemed the 'outputs' of the Project and expected 'outcomes'.

5.2.11 This distinction between 'outputs' and 'outcomes' is important for both monitoring the progress being achieved by the Project and in reporting back to senior officials on the effectiveness of Project interventions. Additionally, in sharing 'lessons learned' across countries and corridors, it is critical to unpack the current words of the log frame to identify the important subtleties.

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[7] In addition to global differences across countries/corridors, unanticipated situations such as the national emergency in Ukraine added significant complications to the project. Other pairings reported improvements with the introduction of dedicated staff in the field, though this seems to have occurred quite recently.

Table 3
Reinterpreting 'Outputs' vs 'Outcomes' in the GAP-MDW Project Logic Model
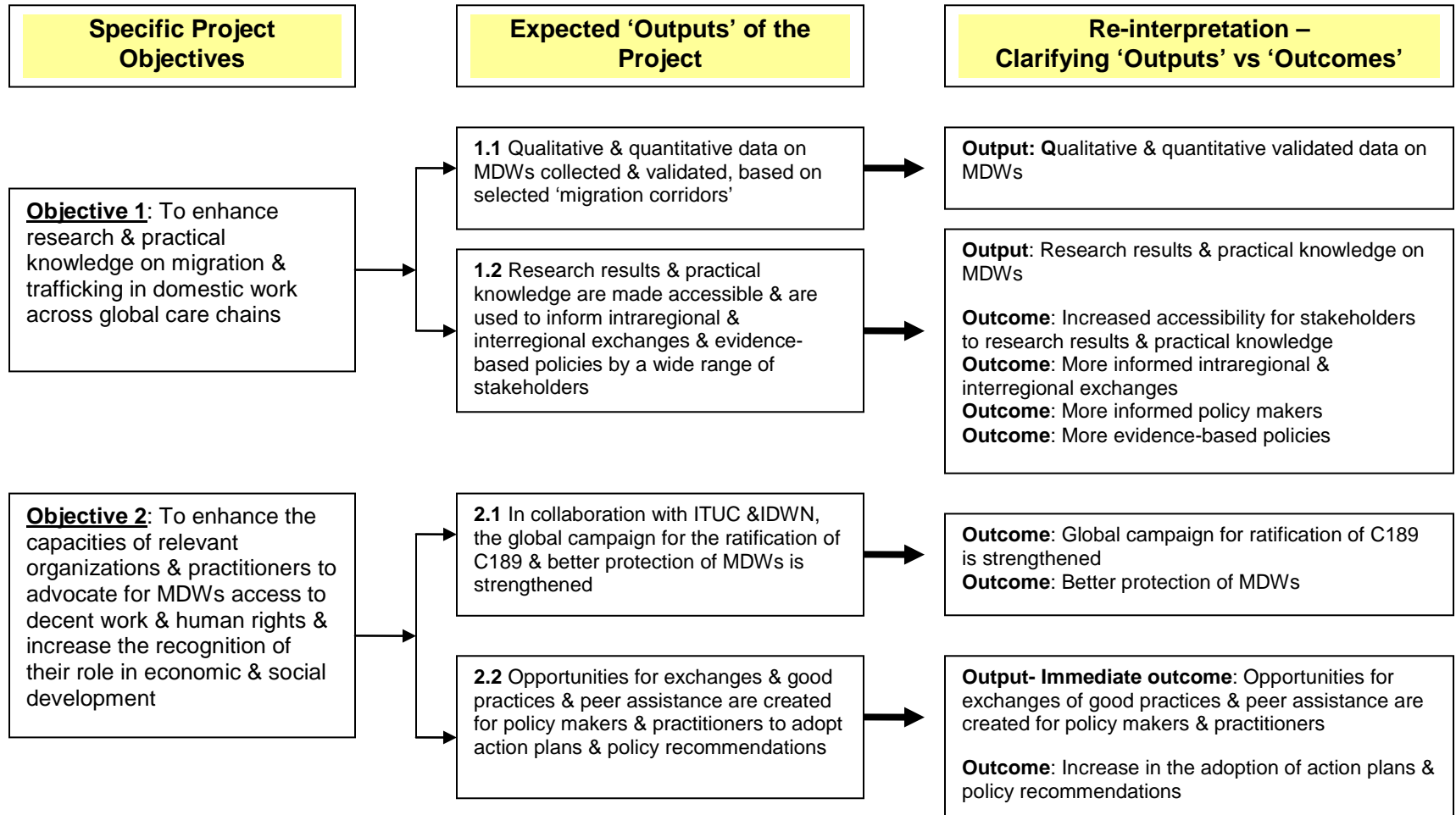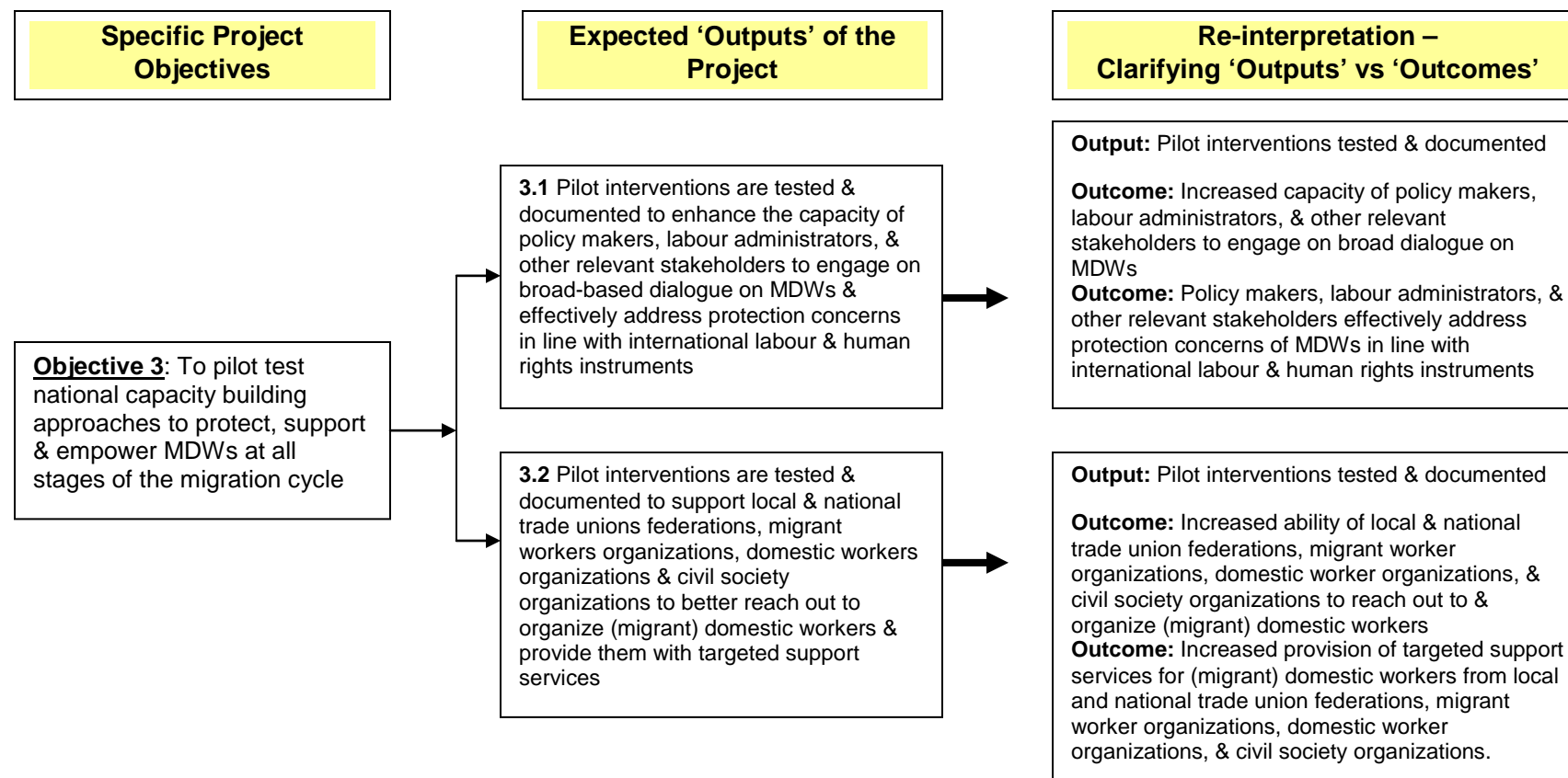
Specific Project Objectives	Expected 'Outputs' of the Project	Re-interpretation – Clarifying 'Outputs' vs 'Outcomes'
Objective 1: To enhance research & practical knowledge on migration & trafficking in domestic work across global care chains	**1.1** Qualitative & quantitative data on MDWs collected & validated, based on selected 'migration corridors'	**Output:** Qualitative & quantitative validated data on MDWs
	1.2 Research results & practical knowledge are made accessible & are used to inform intraregional & interregional exchanges & evidence-based policies by a wide range of stakeholders	**Output**: Research results & practical knowledge on MDWs **Outcome**: Increased accessibility for stakeholders to research results & practical knowledge **Outcome**: More informed intraregional & interregional exchanges **Outcome**: More informed policy makers **Outcome**: More evidence-based policies
Objective 2: To enhance the capacities of relevant organizations & practitioners to advocate for MDWs access to decent work & human rights & increase the recognition of their role in economic & social development	**2.1** In collaboration with ITUC &IDWN, the global campaign for the ratification of C189 & better protection of MDWs is strengthened	**Outcome**: Global campaign for ratification of C189 is strengthened **Outcome**: Better protection of MDWs
	2.2 Opportunities for exchanges & good practices & peer assistance are created for policy makers & practitioners to adopt action plans & policy recommendations	**Output- Immediate outcome**: Opportunities for exchanges of good practices & peer assistance are created for policy makers & practitioners **Outcome**: Increase in the adoption of action plans & policy recommendations

Table 3 (cont.)
Reinterpreting 'Outputs' vs 'Outcomes' in the GAP-MDW Project Logic Model

Specific Project Objectives	**Expected 'Outputs' of the Project**	**Re-interpretation – Clarifying 'Outputs' vs 'Outcomes'**
Objective 3: To pilot test national capacity building approaches to protect, support & empower MDWs at all stages of the migration cycle	**3.1** Pilot interventions are tested & documented to enhance the capacity of policy makers, labour administrators, & other relevant stakeholders to engage on broad-based dialogue on MDWs & effectively address protection concerns in line with international labour & human rights instruments	**Output:** Pilot interventions tested & documented **Outcome:** Increased capacity of policy makers, labour administrators, & other relevant stakeholders to engage on broad dialogue on MDWs **Outcome:** Policy makers, labour administrators, & other relevant stakeholders effectively address protection concerns of MDWs in line with international labour & human rights instruments
	3.2 Pilot interventions are tested & documented to support local & national trade unions federations, migrant workers organizations, domestic workers organizations & civil society organizations to better reach out to organize (migrant) domestic workers & provide them with targeted support services	**Output:** Pilot interventions tested & documented **Outcome:** Increased ability of local & national trade union federations, migrant worker organizations, domestic worker organizations, & civil society organizations to reach out to & organize (migrant) domestic workers **Outcome:** Increased provision of targeted support services for (migrant) domestic workers from local and national trade union federations, migrant worker organizations, domestic worker organizations, & civil society organizations.

The importance of identifying intended or target audiences for outputs

5.2.12 'Outputs' of a program represent the first results being produced by Project activities. The consultant has examined the log frame document and has identified a long list of outputs to be produced by the Project – some 39 in all. These are shown in **Table 4** below. The list shows a wide range of outputs that the Project is intended to produce. As per Table 2 above, these can be collapsed into four broad categories:

(i) Training/workshops
(ii) Knowledge products – that could include primary or secondary research drawn together to address particular issues, particular countries, corridors or global issues
(iii) Advice – that could pertain to a wide array of elements such as advice for: research strategy; capacity building; policy or regulatory change; standards, guidelines or procedures; etc.
(iv) Information dissemination

5.2.13 With such a wide array of 'outputs', issues and geographic dimensions, it is important therefore to clarify the intended or target audience for the outputs. In an M&E context, this will allow Project management to be better able to assess 'reach'; i.e. penetration of the target audience when measuring or monitoring effectiveness of Project activities. This is particularly important for a programme like the GAP-MDW project, with its long and diversified list of target groups, noted in paragraph 5.1.11 above.

5.3 Quality and Relevance of Performance Indicators

5.3.1 The previous analysis would suggest that there is not a clear understanding between the concept of an 'output' and an 'outcome', where the latter should be used in reference to *the benefit or change for the intended beneficiaries or target group*. As per the program theory of change, change from the Project could be evident in the *short-term* (for example, increased dialogue or opportunities to share information); in the *medium-term* (for example, a change in knowledge, awareness, capacity, attitudes); or in the *longer-term* (a change in behaviour and, ultimately, a change in well-being for MDWs, etc.). The intent of Table 2 was to illustrate this progression in 'results to be achieved' by the Project.

5.3.2 This distinction is important when developing indicators. For an 'outcome', the indicator ought to relate to the specific characteristic or behaviour measured to show how fully the Project is achieving the outcome. In practice, outcome indicators are usually expressed as a 'number and percentage', such as the number and % of target audience achieving the outcome.

5.3.3 Indicators for the Project are shown in the log frame document for: the overall objective; for each of the three specific objectives; and, for each of the six areas the log frame refers to as 'expected outputs'. The consultant has 'unpacked' each of these indicators and, in **Table 5**, interpreted each of the 'indicators' of Project objectives to the level of 'results' to which each relates.

<table>
<tr><td colspan="3" align="center">**Table 4**
Detailed Outputs of the GAP-MDW Project, by Specific Objective/'Output'</td></tr>
</table>

Identification of Output	Level of Analysis	Reference # in Log frame
Specific Objective/'Output' 1.1		
1. Consultation workshops, verifying research strategy	All 10 countries	1.1.1
2. Qualitative baseline study *	All 10 countries	1.1.2 – 1.1.3
3. Quantitative study *	4 countries	1.1.4 – 1.1.9
Specific Objective/'Output' 1.2		
1. Research Advisory Board	Global	1.2.1
2. Research Strategy	Global	1.2.2
3. Desk reviews	5 regions	1.2.3
4. Regional chapters of Global Report	5 regions	1.2.4
5. Global Flagship Report *	Global	1.2.5 -1.2.8
6. 4 Thematic Policy Briefs *	Global	1.2.9
Specific Objective/'Output' 2.1		
1. Strategy for enhanced cooperation between trade unions & DW organizations	Global	2.1.1
2. Work Plan to support global campaign for ratification of C 189	Global	2.1.1
3. Bi-national Workshops on advocacy, communication & organizing MDW *	5 corridors +	2.1.2
4. Technical assistance & coaching to trade unions & DW organizations	Global	2.1.3
5. Inventory of existing tools & materials for awareness raising & advocacy *	Global	2.1.4
6. New advocacy materials & tools – translated & disseminated *	Global	2.1.5 - 2.1.6
Specific Objective/'Output' 2.2		
1. Knowledge Sharing Platform (KSP) *	Global	2.2.1
2. Promotional materials/activities for KSP	Global	2.2.2
3. OHCHR global Workshop, including pre-session position papers & post-session report & recommendations *	Global	2.2.3 - 2.2.4
4. Regional workshop on DW/migration – follow-up regnal strategies & MDW recs *	1 region/year	2.2.5
5. Technical guidelines & tools for policy makers	Global	2.2.6
6. Dissemination of information, tools & awareness materials to targeted audiences	Global	2.2.7
7. Bi-nationl Workshops, research, good practices – follow-up action plans & recs *	5 corridors	2.2.8
8. Good practices on promoting MDW access documented & disseminated	Global	2.2.9
Specific Objective/'Output' 3.1		
1. National policy consultation to review possibilities to change law & policy *	6 pilot countries	3.1.1
2. Inter-ministerial coordination via appointment of focal points for migration & DW in relevant ministries	6 pilot countries	3.1.2
3. Bi-national training course on labour migration governance	3 pilot corridors	3.1.3
4. Bi-national Training of Trainer seminar	3 pilot corridors	3.1.4
5. Advice & coaching on protection & respect of rights of MDWs	6 pilot countries	3.1.5
6. Technical advisory services re mainstreaming C 189	Indonesia	3.1.6
7. Specific codes of conduct/guidelines for employers of MDW – drafted, vetted via workshop with employers & disseminated widely *	2 destination countries	3.1.7 – 3.1.10
8. Training w private/public employment agencies re MDW skills training *	3 countries of origin	3.1.11
Specific Objective/'Output' 3.2		
1. Project direct intervention strategy endorsed via consultation meetings *	6 pilot countries	3.2.1
2. National trade union Workshop – follow-up national platform on migration & DW	6 pilot countries	3.2.2
3. Capacity building training targeted at trade unions *	6 pilot countries	3.2.3
4. Service contracts. national trade unions re national plans of action for MDWs	6 pilot countries	3.2.4
5. Support to trade union migration & DW focal point networks at national level	6 pilot countries	3.2.5
6. Training on safe migration & victims assistance	6 pilot countries	3.2.6
7. Service contracts for DW orgs/local NGOs re MDW support, select communities	6 pilot countries	3.2.7
8. 4 national trade union – DW org exchange meetings in 2 countries *	Malaysia, Argentina	3.2.8

* Indicator for this output identified in log frame document.

Table 5 Performance Indicators for the GAP-MDW Project		
Project Objectives	**Stated Indicators**	**Interpretation of Indicators**
Overall objective: To increase the number of migrant domestic workers worldwide who have access to decent work & human and labour rights protection.	Increase in the number of MDWs & employers with knowledge & understanding of the rights & contributions of MDWs	• Intermediate Outcome
	Systems are established or strengthened in the selected countries to provide services & protection to MDW	• Longer-term Outcome
	Gender responsive policies to improve the protection of migrant domestic workers are developed.	• Ultimate Outcome
Specific Objective 1: To enhance research & practical knowledge on migration & trafficking in domestic work across global care chains.	Gender disaggregated data, in depth analysis of MDW situation are available in select pilot countries	• Output
	Policy briefs on specific themes are reviewed by experts, endorsed by stakeholders	• Output
	(Policy briefs) widely disseminated	• Output
Specific Objective 2: To enhance the capacities of relevant organizations & practitioners to advocate for MDWs access to decent work & human rights & increase the recognition of their role in economic & social development.	Cooperation between trade unions & domestic workers organization on the global campaign is enhanced	• Immediate Outcome
	The global campaign for the ratification of C189 has wider reach	• Immediate-Outcome
	(The global campaign) includes specific tools for better protection of migrant workers & prevention of domestic servitude	• Intermediate Outcome
	Increase in the number of action plans & policy recommendations adopted on MDWs in the selected countries	• Longer-term Outcome
	Migration of domestic workers feature on the policy agenda of targeted national, regional & international bodies	• Longer-term Outcome
Specific objective 3: To pilot test national capacity building approaches to protect, support & empower MDWs at all stages of the migration cycle.	Pilot intervention models developed	• Output
	(Pilot intervention models) endorsed by relevant stakeholders, launched in ten countries	• Output – Intermediate Outcome
	(Pilot intervention models) generate good practices	• Intermediate-Longer-term Outcome
	(Pilot intervention models) are evaluated positively by end of project baseline surveys evaluation.	• Measurement approach

5.3.4 It is clear from Table 5 that many of the indicators of objectives are really a statement of 'outcomes' to be achieved. Their transformation though to 'indicators' in most of the cases merely involves a re-articulation so as to represent a change that is measured by 'the number and % change' observed. As an example, the first item - 'Increase in the number of MDWs & employers with knowledge & understanding of the rights & contributions of MDWs' – which is an *intermediate outcome*, could be re-phrased to read: 'The number and % of MDWs and employers who have an increased understanding of the rights and contributions of MDWs'. This could then conceivably be measured through some form of survey of the particular target audience.

5.3.5 There is generally better and more complete information for indicators of 'outputs' in the log frame document. Table 4 above had enumerated the long list of outputs that the various activities of the Project are intended to produce. Indicators are given for many, but not all of these outputs – those designated with an asterisk (*) in Table 4.

5.3.6 As with much of the log frame though, there is a need to 'unpack' many of the indicators that relate to 'outputs'. In some cases, an indicator might actually relate to more than one output or, to an output and an outcome. For example, under specific output 1.2, one indicator (re-phrased) alludes to 'The number of policy briefs produced on MDWs focusing on specific themes'. This same indicator though goes on to also include: "(Policy briefs) that effectively communicate research, including good practices, to policy makers". The latter relates to an eventual outcome and, to be seen as an indicator, should read: 'The number and % of policy makers who feel that the policy briefs effectively communicate research and good practices'.

5.3.7 This reformulation of the wording is more than simply an academic exercise since it becomes critical in knowing how to actually measure performance and whom to target in the measurement exercise.

Targets – a myriad of targets, many set seemingly on an arbitrary basis
5.3.8 In reviewing indicators, one often confronts the setting of 'targets'; i.e. the establishment of numerical objectives for the Project's level of achievement of an output or an outcome. In the best possible scenario, targets are established on the basis of prior research and informed judgment. Often though, this is unfortunately not the case.

5.3.9 The log frame document establishes many of the outputs to be completed for all 10 countries or the 5 corridors under study. This clearly makes sense. What makes less sense, from a theoretical perspective, is the setting of a myriad of targets on an almost arbitrary basis. This would include, for example: 2 quantitative studies of 'source countries' and a similar number for 'destination countries'. This is clearly being done for budgetary reasons, but it raises the question of how representative the 4 countries will be in the wider global nature of the GAP-MDW Project. A similar comment could be made about such targets as: 3 regional workshops (output 2.2); guidelines/codes of conduct in at least 2

destination countries (output 3.1); at least 3 exchange meetings between trade unions & DW organizations (output 3.2); and, at least 2 targeted countries with good intervention strategies on organization of MDW (output 3.2).

5.3.10 Some other targets set for 'expected outputs' seem quite arbitrary – for example: KSP used by at least 1000 practitioners (output 2.2); at least 200 labour inspectors, labour attaches, police & service providers trained (output 3.1); at least 500 trade union representatives trained (output 3.2); at least 25,000 MDWs reached, leading to a 10% increase in level of organization of MDW (output 3.2); and, at least 250 service providers in 6 countries trained on assisting MDW needs (output 3.2). On what basis have these targets been set? If not reasonable, the targets themselves could be disruptive to Project monitoring and reporting and even Project success.

5.3.11 In 'targeting' some activities to a subset of the 'pilots' – for example limiting some of the activities to say 2 pilots - the Project is lessening its chance of success. Ideally, the 'pilots' should be used as a learning opportunity for the Project. By limiting the pilot experience though, even if this is done for practical budgetary reasons, the Project has lost some of it's ability to derive 'lessons learned' and present the Project as a 'global' experience.

5.4 Going Forward with the Log Frame

With the Evaluability Assessment coming more than 2/3 into the life of the GAP-MDW Project, any notion of 'retrofitting' the log frame needs to be practical, and likely more simplified than were it to have been introduced earlier in the Project's lifecycle. With this in mind, a set of recommendations has been developed for the Project. **Table 6** first provides a summary articulation the major conclusions drawn from the examination of the log frame in the EA exercise. **Table 7** elaborates on recommendations intended to address the most critical areas where capacity gaps currently exist and where any investment in M&E development will have the most value added.

Table 6 Some Conclusions about the Current Log Frame
General observations • The log frame document provides a relatively good articulation of outputs to monitor in terms of progress towards their achievement by the Project. • But, there is confusion in the document between what are 'outputs' and what might be considered as 'outcomes' of the Project • In addition, statements that pertain to outputs and outcomes are generally ambiguous and need to be 'unpacked' in order to better understand them and put them in a form that can be measured • Moreover, with the detailed listing of activities/outputs, the log frame overlooks a clear macro articulation of the 'results chain' for the Project. While there is an understood linkage with broad ILO objectives related to Domestic Workers and with Migration, this is a critical element that is missing, given the wide range of

stakeholders implicated in the Project implementation and delivery

Target Audiences
- The macro enunciation of the 'results chain' would also help in clarifying where and how the various target audiences are implicated in the Project. Clarification on target audiences would provide the Project greater certainty in dealing with 'reach' of the various Project interventions, important both from a delivery perspective as well as from a measurement and monitoring perspective.

Indicators
- There are many indicators for 'outputs' in the log frame, though there is confusion as to what they are actually measuring – an 'output' or an 'outcome'?
- As above with statements that pertain to outputs and outcomes, many of the indicators pertain to more than one item – they need to be 'unpacked' for measurement purposes.
- For a number of outputs, no indicators appear to have been identified.
- Where outcome indicators do appear, they generally need to be reworded in a way to be able to measure 'change'

Targets
- There appear to be two types of targets that have been established for measurement/monitoring purposes: (i) a number pertaining to the number of countries to be included; and, (ii) a number pertaining to the number of participants expected for certain activities/outputs. In both cases, the number established seems to be arbitrary. In the case of the number of countries targeted, budget restrictions are likely ruling on this.

Table 7
Recommendations for the log frame in going forward

Developing a complete 'results chain'
1. Project management, working with the full Implementation Team, should gain agreement on an articulation of the full results chain for the Project, using Tables 1 and 2 developed by the consultant as a starting point, in order to arrive at a macro picture of the underlying rationale for why the Project was introduced.

2. This should then be used as a 'storyline' in describing the expected performance from each major activity, and in communicating and reporting on the *contribution* of the Project to broader outcomes.

Clarifying sequencing, target audiences & assumptions for success
3. Using the macro results chain, Project management, working with the full Implementation Team, should clarify the roll-out of the major forms of Project interventions to show: who are the intended audiences/ key actors; what are the expectations regarding follow-up by the intended audience to ensure that next level results will be achieved; what are the main assumptions about Project intervention, key audiences, actions by partners, and general environment needed to ensure Project success. This form of analysis should be used in assessing Project progress and 'lessons learned' at

Project completion.

Clarifying Project Outputs and Outcomes
4. Using the analysis shown in Tables 3, 4 and 5, Project management, working with the full Implementation Team, should ensure clarity and an understanding between 'outputs' and 'outcomes' of the Project, and be able to distinguish between immediate, intermediate and longer-term outcomes.

5. Using the listing of 'outputs' shown in Table 4, Project management, working with the full Implementation Team, should clarify the full set of 'outputs' expected from the Project, adding or deleting items from the listing as appropriate. This listing should then be used in the further monitoring and eventual reporting on progress of the Project.

6. Project management, working with the full Implementation Team, should clarify dimensions of the intended or target audience for each output, so as to be better able to assess 'reach'; i.e. penetration of the target audience.

Clarifying Indicators, particularly for 'outputs' and 'immediate outcomes'
7. Using the listing of outputs that result from Recommendation # 4 above, and working with the analysis of Table 4, ensure that the Project has an indicator to measure each 'output'.

8. As much as possible, the Implementation Team should also consider measuring '*quality*' of output (and not simply 'quantity'); i.e. not simply the number of interventions, but also how well things are being produced or carried out.

9. In light of developing the macro results chain (Rec. #1) and clarification of target audiences/sequencing of events (Rec. # 3), the Implementation Team should examine the various interventions to identify target audiences that might serve as the basis for measuring 'client feedback' – as a basis for measuring change in knowledge, understanding, attitudes, behaviour, etc.

Revisiting Targets
10. The Implementation Team should revisit the targets identified in the Log Frame document to clarify the basis on which they were established, distinguishing between those which are a reflection of budgetary restraint as opposed to background research, evidence and sound logic.

6. Performance Measurement Strategy (M&E Plan) and its Implementation

6.1 Planned Performance Measurement Strategy

6.1.1 A Performance Measurement Strategy ought to identify, for each output and outcome in the results chain, a feasible and cost-effective approach to measuring performance for the particular 'result'. This would then mean clearly articulating: indicators that can be measured; data/information source(s) to use to measure the specific indicator; method or approach to measuring the indicator; frequency of reporting on the indicator; and, accountability for measurement/reporting. The log frame document identifies some of this but falls

far short of providing some critical information to guide project management on implementing an appropriate Monitoring and Evaluation (M&E) Plan.

Gaps and inconsistencies in the original plan for monitoring and evaluation
6.1.2 The M&E Plan is described in the PRODOC for the Project and further details are included in the log frame document. There are two fundamental issues with the M&E Plan though: (i) As noted in the paragraph above, it is missing some critical elements; and, (ii) The two descriptions of the M&E Plan are not perfectly aligned. The more detailed description of the log frame provides budgeted activities at a micro level, but it is unclear how these might roll-up into a more macro design for an independent evaluation of the project.

6.1.3 **Table 8** below looks at each element of the M&E Plan, as described in the PRODOC for the GAP-MDW Project. The consultant has provided commentary on the adequacy of each element from a monitoring and evaluation perspective.

6.1.4 In general, as noted above, the more detailed M&E Plan that is articulated in the log frame document does provide some basis and guide for project management to monitor progress on implementation of project activities and achievement of intended outputs. This is important for oversight over budget expenditures (likely the main use for this monitoring, as implied by feedback during the EA exercise). As with the previous discussion of the log frame document though, where the M&E Plan has generally failed is in moving beyond the more micro view of monitoring and addressing the broader goal of monitoring/evaluating results achieved through the Project.

6.1.5 There are indeed two areas that seem to address the measurement of change in the M&E Plan of the PRODOC – (i) measuring *the impact of the pilot interventions* and (ii) conduct of *an independent evaluation (to) be carried out during the course of the project.* In both cases though, the detailed M&E Plan of the log frame does not seem to align with this. Moreover, the short description in the PRODOC of the intended approach to measuring 'impact' would be problematic, given its design, as described below:

> *"The data will be collected through standardized questionnaires and disaggregated by sex, age and target group. The first baseline will constitute a "zero measurement", while the second baseline will measure how the project contributes to broader outcomes by identifying possible causal links between the executed action and the percentage of change (e.g. greater awareness on target issues or empowerment of target groups). The information gathered at the community level in selected countries will also enable the assessment of the effectiveness of project intervention modules and their feasibility to be up-scaled".*

Table 8
Monitoring and Evaluation (M&E) Plan of the GAP-MDW Project

Element of the Project M&E Plan*	Comments
A. Key Areas that the M&E Framework is intended to support	
A1. Track & provide evidence of progress at various levels with an emphasis on output delivery monitoring	• Log frame does provide a detailed basis for potential monitoring of implementation of outputs. • Confusion between outputs & outcomes though • Too little emphasis & follow-up on performance measurement strategy
A2. Provision of source data to allow for measurement change even outside & beyond the project's implementation	• Lack of clarity (outputs, outcomes, indicators) leads to ambiguity re the measurement of change • Limited detail on how change would be measured & no apparent follow-through.
A3. Stronger linkages between M and E, including through the use of baseline & endline data	• Ambiguities between outputs, outcomes & indicators adds to confusion re monitoring & evaluation. • Evaluation design unclear – may be questionable
A4. Stronger systemic focus on contribution to knowledge base, including through the use of statistical approaches where appropriate.	• Project is intended to contribute data/information/research in areas where it is currently limited – but these are 'outputs' of the Project • Meaning here, in an M&E context, is unclear
B. Specific Component of the M&E Plan	
B1. A multi-layered logical framework	• Log frame does provide a detailed link of activities & expected outputs for the Project • As noted above, key element missing is macro picture of the results chain & clarity distinguishing outputs & the array of expected outcomes
B2. Work plan to measure the timely achievement of results at the activity & output level as well as change at the outcome & development objective level	• Work plan is indeed useful for monitoring progress of implementation of Project activities/outputs • Lack of clarity & confusion around 'outcomes' & associated indicators – no real work plan to measure 'change'
B3. A baseline & monitoring component to determine the current & required situation & to monitor, document & report on achievement of change in the target population	• Intent is indeed to measure a baseline, but this really represents an environmental scan – still useful, but not likely sufficient to serve as the basis for measuring 'change'
B4. An evaluation component to verify the project's contribution towards the achievements of both outputs & outcomes	• Mid-term evaluation was planned, but is coming too late (some 2/3+) in the lifecycle of the Project.
C. Monitoring Vehicles	
C1. A <u>quarterly review</u> by the project team will monitor the work plan and expenditures	• Useful vehicles to maintain update & oversight on progress of implementation of project activities and timely achievement of intended outputs
C2. A <u>six-month review</u> of project progress by the ILO interdepartmental implementation group & relevant Departments' Directors, in consultation with the project manager & staff	• Also for planning & monitoring expenditures • Unclear though whether country-level reporting is aligned with these overview reports.
C3. A <u>yearly review</u> of progress by the Steering Committee	• Do not seem to be providing the basis for information-sharing of lessons across countries/corridors/pilots
C4. <u>Global Flagship Report (GFR)</u> – an end of project report, based on country, regional & thematic reports	• An important report, but lack of clarity as to its scope and how feedback from the project would be analyzed & integrated into the GFR.

D. Approach to Measuring	
D1. <u>Specific objectives & activities</u> – measured by log frame indicators	• As noted above, lack of clarity around indicators, though minor adjustments could be made to measuring & reporting on the implementation & progress of activities & outputs
D2. <u>Training</u> –by participants' feedback forms	• Feedback forms provide one source for assessing quality of training, but, on its own is quite limited
D3. <u>Information dissemination activities</u> – by a 'knowledge, attitude and practice study at the start and end of the project'	• Not clear what this is and, in spite of several requests, the consultant has not seen this study or any related report
D4. <u>Impact of pilot interventions</u> - through comparison of baseline data collected at both project inception & project completion	• Design is unclear & seems to be problematic • Impact likely needs to be assessed through a more in-depth evaluation.
D5. Issues of overall Project relevance, efficiency, effectiveness, sustainability – by an Independent evaluation	• Mid-term evaluation coming too late for the Project - more than 2/3 into the lifecycle of the Project • End of project evaluation needs to be planned for

*Source: PRODOC for the GAP-MDW Project

6.2 Implementation of the M&E Plan to Date

6.2.1 Part of the difficulty for any project/programme is pre-determining at the project design stage all of the elements of an M&E Plan that ought to be implemented and their manner of implementation, including design, data/information sources, etc. There may simply be too little readily-available information at that stage to provide a well-formulated and comprehensive M&E Plan.

A focus on progress reporting for budgeting purposes
6.2.2 The GAP-MDW Project, to its credit, did provide a level of detail that served as a basis for both project planning and monitoring of activities and budget expenditures. But, 'monitoring and evaluation' does not appear to have been a priority once the project was launched. No one was assigned the role of overseeing M&E aspects of the project and a formal implementation of the M&E Plan was not launched until 2014 when an intern developed a 'Monitoring Tool - Progress Matrix'.

6.2.3 Monitoring and reporting to date have tended to serve very practical and immediate needs of project management - the monitoring of budget line items for purposes of satisfying reporting requirements to obtain the next allocation of project funds.

6.2.4 The reality is that, with limited resources dedicated to project implementation, issues of M&E took on a much lower profile once the project was launched. Seeking out appropriate opportunities for aligning project activities with existing projects, and coordinating with field staff across the ten target countries likely was a much higher priority for the HQ-directed project, especially with such a short timeframe.

6.2.5 It is not clear that, beyond the various progress reports on project implementation (Narrative Report, Flash Reports, Budget implementation reporting), whether there has been a systematic gathering of performance information that will eventually be used in analyzing results achieved at the country, corridor, regional or global level.

6.2.6 The conduct of evaluations of pilots had been identified in the M&E Plan, however, it was noted by Implementation Team members that 'Evaluation' has not really been an issue for discussion by the Implementation Team. The observations of the consultant would confirm this[8].

6.2.7 There is some ambiguity about the number of reports to be produced at Project end and the intended audience(s). There are three possibilities: (i) an independent evaluation (as required by EVAL); (ii) a report back to the Project funder, the EU; and (iii) a 'Global Flagship Report', as identified in the PRODOC.

6.2.8 The one report that would seem to have most traction, the Global Flagship Report (GFR), has had an outline drafted and discussed with the Research Advisory Board (RAB). What is not clear though from discussions with the Implementation Team is whether this is intended to be a report on the experience of the Project, including its achievements and results to date. What is also not clear is how the research in the field would feed into this global report. Additionally, in discussion with the Implementation Team, it is not clear who would be doing the analysis.

6.2.9 With less than one year remaining for the Project, and given the presumed importance of the GFR, fundamental issues of both measurement and reporting will need to be sorted out quite soon, along with clarity around uses and users and how best to institute such a strategy across all countries and corridors.

6.3 Evaluability (Future Evaluation) of the GAP-MDW Project

6.3.1 As noted in paragraph 6.2.7 above, there is some ambiguity around the number of reports to be produced at Project end, scope of those reports, and the intended audience(s). Three possibilities are identified: an independent evaluation; a report back to the Project funder, the EU; and the Global Flagship Report (GFR). There is overlap in all three since presumably all three would require reporting on project performance with an identification of 'lessons learned' for going forward. In other words, all three would require comparable information and analysis on 'performance', though the independent evaluation and report back to the EU would likely demand additional focus on accountability issues that may not be the case with the GFR.

6.3.2 At this point in time though, the project is not well equipped to readily provide information on 'results' that would be needed for any of these three

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[8] The only reference to Evaluation occurred when the consultant learned in passing that the Project was scheduled for a 'mid-term evaluation', as per EVAL requirements, and that this would be taking place immediately following the Evaluability Assessment.

reports. Indeed, there is every likelihood that an end-of-project evaluation (whether to satisfy ILO EVAL requirements or for reporting back to EU) will be required to engage in primary data collection in order to collect whatever 'outcomes' information may be needed/available at that time. The Evaluation budget will need to reflect this.

A need to clarify what can/will be measured by project end
6.3.3 With less than a year to project completion, Project Management should at this point reflect on how best to portray project activities and results achieved (outputs and immediate outcomes) that could/should be made available for purposes of reporting on project performance – in *any* end-of-project document.

6.3.4 The consultant has provided in **Table 9** a performance measurement strategy that should be considered for measuring outputs – shown in terms of the broad project outputs of the results chain of Table 2. Project management should determine how best to ensure that this level of 'results' can be measured at both the field and global levels. Field offices and project focal points will need to be made aware of any such measurement and reporting requirements.

6.3.5 A possible strategy for measuring intended project 'outcomes' has also been developed by the consultant and is presented in **Appendix 2**. This shows the full set of outcomes that had been shown earlier in Table 2, even though not all of them will likely have materialized by the end of the project, given its relatively short three-year timespan. As above, project management and the Implementation Team should reflect on the feasibility of project officials adopting the strategy to at least measure 'immediate outcomes' over the course of the remaining months of project life. All generally require some form of special information collection, which raises a question about availability of budget to carry it out and human resources in the field to administer/conduct any data/information collection. Lack of either may mean that the majority of special data/information collections would have to be relegated to the team leading the end-of-project evaluation.

6.3.6 To assist the Project Team in its discussions and determination of how best to collect 'performance' information through to end of project, the consultant has developed a template for articulating a performance measurement strategy, shown in **Table 10**.

Using qualitative information to assist the telling of a 'performance story'
6.3.7 With the likelihood of limited hard 'results' information, the CTA and project Team will want to reflect on how the project ought to tell its 'performance story' at project end. Of importance here will be the macro 'results chain' of Table 2, where particular interventions of the project and any progress achieved (outputs or immediate outcomes for example) would be presented in the broader context of the theory behind the interventions – in effect, explaining *the contribution* of the project to the longer-term intended outcomes, as illustrated in Table 2.

6.3.8 In this same vein, the CTA and the project Team should ensure that the experience of the project 'pilots' (indeed any other country/corridor) is adequately documented so as to be able to detail 'success stories' emanating from the project. Anecdotal information on particular *cases* can serve to support the telling of a performance story, providing more depth of understanding, albeit in a selective fashion.

6.3.9 For project 'pilots' for example, this would mean being able to clearly articulate what specific features should be highlighted to identify the pilot experience: for example, activities/interventions of the pilots; target audiences reached; results to date (outputs achieved; feedback from target audiences and other stakeholders). Also, given the unique political, social and economic conditions within which the pilot countries/corridor is operating, these should be detailed so as to provide important contextual elements to better understand where and under what conditions project 'success' could be replicated in another country, corridor or region.

Considerations in the scoping and conduct of an evaluation of the project
6.3.10 While both EVAL and the EU would have certain expectations about the conduct, scoping and reporting on an evaluation of the GAP-MDW project, the CTA and Project Team will want to consider in what fashion the following broad issues ought to be included within the scope of the evaluation:

- The 'global' nature of the GAP-MDW project
- The 'lessons' from the 'horizontal' nature of project delivery
- Project architecture and the organization and resourcing of the project

6.3.11 As noted by most interviewees, the horizontal nature and the resourcing of the project really represented 'experimental' elements for the project. Horizontality required officials to work across HQ organizational lines; across HQ, regional and country office structures; and across a range of projects that impacted target audiences/beneficiaries in some fashion. Resourcing limitations and restrictions to HQ staff would appear to have had an impact on project start-up in the field and efficiency of operations in both the field and HQ. In any evaluation of project effectiveness, it would be important to include a discussion of the impact of these 'experimental' elements on project performance.

6.3.12 Additionally, with the importance placed by ILO senior officials on 'horizontality' (and avoiding operating in 'silos'), it would be beneficial for an end-of-project evaluation to articulate 'lessons learned' in this respect from the design and resourcing adopted for the GAP-MDW project. This should be used to help inform future planning and designing of programmes.

6.3.13 Finally, while ILO Evaluation Policy would normally require a mid-term evaluation of the project, given its delay in start-up and limited time to project end, the consultant is advising putting the focus and funding towards planning for an end-of-project evaluation rather than conducting a mid-term evaluation at this point.

Table 9 Performance Measurement Strategy for Measuring 'Outputs' of the GAP-MDW Project			
Broad Outputs	**Comment**	**Proposed Indicators**	**Measurement Approach**
Knowledge Products	• Relates to the study of a particular issue, in a particular country, corridor or globally & creation of a research report intended to generate discussion & influence thinking regarding MDWs • Of importance is different knowledge products serving different needs & aimed at different target audiences	• No. of research studies and reports • No. of issue areas examined • Quality of the report, product or information being produced	Incorporate into Administrative Records for ongoing recording & tracking of various types of research studies & other knowledge products being produced, by type, intended audience, issue being addressed, country, cost & variance in cost, time & variance from planned time. There may be additional information to monitor for operational and internal management purposes
Training, Workshops	• Relates to capacity building, increasing knowledge, awareness & understanding of specific issues. • Of importance is relating the particular topic, need being served, target audience & geographic relevance	• No. of workshops or training sessions, by topic • No. of people trained/participating • Quality of the training • Reach - % of target audience trained	Incorporate into Administrative Records for ongoing recording & tracking of various types of training & workshops conducted, by issue/focus of the session, intended audience, country, cost & variance in cost, time & variance from planned time. There may be additional information to monitor for operational and internal management purposes
Advice	• Development & provision of advice that relates to particular issues • As above, of importance is relating the particular topic, need being served, target audience & geographic relevance	• No. of advisory interventions, by type, issue, audience, country	Incorporate into Administrative Records for ongoing recording & tracking of various interventions, by type, audience, issue being addressed, country
Information Dissemination	• Relates to dissemination of information, either pro-actively, passively (via website) or in response to specific enquiries/demands • As above, of importance is relating the particular topic, need being served, target audience & geographic relevance	• No. of information dissemination sessions • No. of communication products • Volume of traffic to Knowledge Platform	Incorporate into Administrative Records for ongoing recording & tracking of various types of information dissemination sessions & communication products being produced, by type, intended audience, issue being addressed, country. There may be additional information to monitor for operational and internal management purposes.

Table 10 Template for developing a Performance Measurement Strategy							
Results Chain	Frequency of Reporting Requirement	Performance Indicator	Data Source	Responsibility for Collection	Collection Method		
					Ongoing Monitoring System	Survey	Special Study/ Evaluation
Programme Output 1							
Programme Output 2							
Immediate Outcome (Reaction)							
Intermediate Outcome (Capacity)							
Intermediate Outcome (Capacity)							
Longer-term Outcome (Impact)							

6.4 Going Forward with the M&E Plan

As noted above in discussing the 'retrofitting' of the log frame for the project, given that this EA is occurring more than 2/3 into the life of the GAP-MDW Project, any notion of 'retrofitting' the M&E Plan needs to be practical, and likely more simplified than were it to have been introduced earlier in the Project's lifecycle. With this in mind, a set of recommendations has been developed for the Project. **Table 11** first provides a summary articulation of the major conclusions drawn from the examination of the M&E Plan and its implementation. **Table 12** elaborates on recommendations intended to address the most critical areas where capacity gaps currently exist and where any investment in M&E development will have the most value added.

Table 11 Some Conclusions about the Current M&E Plan/Performance Measurement Strategy
• The log frame document takes pains to identify & align intended outputs, indicators and data/information sources, that gives some semblance of an M&E strategy. • But, the confusion in the document between intended 'outputs' and 'outcomes' of the Project, and the ambiguity of related indicators is a cause for confusion. • Implementing a performance measurement strategy for the project does not seem to have gained much traction, though the late hiring of the CTA and difficulties in making headway in some countries likely contributed to this area being neglected. • The area where some element of performance monitoring seems to have been implemented concerns the monitoring and reporting on project activities, all in the context of budget expenditures. This is clearly important, but far short of implementing M&E in the context of RBM. • An adjusted and re-invigorated M&E Plan/Performance Measurement Strategy will need to take account of the limited time remaining in the lifecycle of the project. Project management will need to do what is needed to be able to tell a 'performance story' for the GAP-MDW project. A practical and targeted approach is needed. • For a variety of reasons, the measurement of 'change' – that is, measuring achievement of intended outcomes – will likely be limited to the end-of-project final evaluation.

Table 12 **Recommendations for the M&E Plan/Performance Measurement Strategy in going forward**

Approach to Measuring 'Outputs'

1. Project management, working with the full Implementation Team, should gain agreement on the measurement of 'outputs' – what and how to measure project outputs – using the guidance of Tables 9 and 10, as well as the follow-up to Recommendations # 4, 5, 6, 7 and 8 of Table 7

Approach to Measuring 'Outcomes'

2. Project management, working with the full Implementation Team, should review the full results chain (Table 2) and determine which 'outcomes' could likely be measured over the remaining period of the project, using Appendix 2 as guidance in this determination, as well as follow-up to Recommendations # 6 and 9 in Table 7.

3. Project management, working with the full Implementation Team, should gain agreement on the measurement of 'outcomes' – what, how and when to measure the particular outcomes – using the guidance of Appendix 2 and any advice from EVAL.

Assessing progress and 'success' of Pilots, countries, corridors

4. Project management and the full Implementation Team should articulate an approach to be used by each pilot as a means to demonstrate 'results' achieved. As a minimum, this should include the following:

- clarification of the features and interventions that would describe the particular 'pilot' experience
- an articulation of key 'success stories' of the pilot, focusing on elements of the results chain, and an explanation of how the results observed/articulated would be expected to lead to higher-level outcomes (i.e. how this would *contribute* to eventual goals of the project)
- clarification of the target audience that benefitted from this success – if possible, the 'reach' attained
- the main assumptions about Project intervention that needed to hold, actions by partners, and general environment needed to ensure Project success.
- 'lessons learned' and potential for replication across other countries, corridors or regions
- an articulation of the conditions needed to be in place to support/promote the type of 'success' being reported
- key political, social and economic conditions to be used to describe the country/corridor

5. Project Management and the Team should work with all countries to put in place the template for reporting described in Rec. # 4 above, ensuring a common understanding and approach to reporting.

Monitoring and Reporting

6. Revisit the various reporting vehicles and ensure that they are being produced and shared so as to relay information and 'lessons' across all countries, corridors and pilots.

7. Ensure that country-level reporting is/will be aligned with the needs of end-of project reporting and consistent across all relevant countries and corridors.

8. Clarify the scope and timing of the Global Flagship Report (GFR) as well as how field and HQ research and information is intended to be integrated into the analysis of the GFR.

Eventual Evaluation

9. Clarify with both EVAL and the EU on the timing and the scope of their required evaluations. Determine whether the needs of both can be met via a single end-of-project evaluation and report.

10. Plan to include in the evaluation of the GAP-MDW project issues that address the horizontality, resourcing and delivery that defined the 'experimental' nature of the project.

11. Do not carry out the mid-term evaluation of the project (given the short remaining period to Project completion), but rather direct those resources to planning for the end-of project evaluation, by putting in place mechanisms to measure outputs, outcomes and pilot success stories, as described in recommendations # 1, 2, 3 and 4 above.

Part IV: Some Evaluative Feedback on the GAP-MDW Project

Since this report is recommending that the planned mid-term evaluation of the GAP-MDW Project not be conducted, for reasons described above, the consultant is providing some 'evaluative feedback' based on findings and observations drawn from the conduct of the Evaluability Assessment exercise. Project management should reflect on the findings of both the EA and the sections below, in making the necessary adjustments to help ensure value added for the Project as it comes to completion over the next year.

7. Relevance and Strategic Fit of the Project

7.1 As discussed in section 5.2 above, the overall objective and sub/specific objectives of the GAP-MDW Project were clearly articulated in the PRODOC. They align with other ongoing interest of the ILO with issues of Domestic Workers and with Migration. Indeed, by linking the issue of 'migration' with that of 'domestic workers', the intent of Project interventions is consistent with the needs of intended beneficiaries - Migrant Domestic Workers (MDW) and their families – and aligns with the global campaign for the ratification of the ILO's Domestic Workers Convention (C 189).

7.2 International debates surrounding the adoption of C 189 have raised discussion of the many challenges faced by MDWs and the need to address existing legal and policy frameworks and their implementation[9]. The Project, through its various interventions, seeks to increase awareness of the issues, broaden the reach of the global campaign for ratification of C 189 and, in the process, include specific tools for better protection of migrant workers and prevention of domestic servitude.

7.3 The Project was designed in consultation with other international organizations – UN Women, Office of the High Commission for Human Rights (OHCHR) – to be reflective of global priorities around issues of gender and

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[9] For example, the European Parliament's May 2011 Resolution on the draft Convention recognized many of the labour, human rights and discriminatory challenges faced by MDWs.

human rights. These organizations are formal members of both the Project Steering Committee and the Research Advisory Board. Indeed, OHCHR has a specific research activity that is linked to the GAP-MDW Project.

7.4 Additionally, as 'associate partners', the International Trade Union Confederation (ITUC) and the International Domestic Workers Network (IDWN) are intended, according to the PRODOC, to be "implementers of selected advocacy and training activities", initially starting with consultations to define a strategy for enhanced cooperation between the trade union movement and domestic workers organizations and networks[10]. Both organizations are also represented on the Project Steering Committee.

8. Validity of Project Design

8.1 In assessing the 'logic' associated with the GAP-MDW Project, it is important to make a distinction between two important aspects:

(i) the internal logic on which the Project was based – where the project designers linked specific project interventions and activities with expected/desired outputs and outcomes; that is, a theory of change based on a set of assumptions implicit in a 'results chain' to be expected once the project was launched; and,

(ii) the architecture and process employed in resourcing and implementing the Project; that is, the delivery model used for Project roll-out and governance.

Internal Project Logic
8.2 The internal Project logic has been discussed in section 5 above. The findings of the Evaluability Assessment highlight the strengths and weaknesses of the log frame, the description of the Project in a 'theory of change' context and the ability to measure, monitor and report on results using the performance indicators and measurement strategy embodied within the log frame. For the Project, there is a clear set of goals and, for each, a well-defined set of activities for the Project. As noted in section 5 though, what is missing (aside from the ambiguities in deciphering 'outputs' from 'outcomes' and associated indicators) is a 'results chain' that would elaborate in a more macro way the theory of change for the Project.

Elaboration of a full results chain to help clarify & reinforce Project logic
8.3 A results chain was elaborated by the consultant and discussed during a Working Group session with the Project Team. This is shown as Table 1 above and re-worked in a more generic form of a 'results chain' in Table 2. It certainly reinforces the logic of the Project which implies certain interventions yielding a stream of intended outputs and outcomes towards the achievement of Project

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[10] This represents, in part, key activities to be carried out in support of achieving Expected Output 2.1 of the GAP-MDW Project.

goals. As noted in recommendations # 1 and # 2 of Table 7, the Project Team should work together to gain agreement on this broad macro portrayal of the Project and then use it as a basis of its storyline when reporting on Project results.

8.4 Related to this, more clarification is needed in the roll-out of the major forms of Project interventions to show: who are the intended audiences/ key actors; what are the expectations regarding follow-up by the intended audience to ensure that next level results will be achieved; what are the main assumptions about Project intervention, key audiences, actions by partners, and general environment needed to ensure Project success. This form of analysis should be used in assessing Project progress and 'lessons learned' at Project completion. This has been included as recommendation # 3 in Table 7 when discussing the results of the Evaluability Assessment above.

The Architecture and Delivery Model of the GAP-MDW Project – 'Lessons' to derive
8.5 As noted earlier, the model for resourcing, managing and delivering the GAP-MDW Project was often described during consultations as 'experimental'. Key features referenced include the following:

(i) a centrally-directed project that relies on field operations for its implementation and success
(ii) staffing of the project restricted to ILO headquarters (HQ)[11]
(iii) a reliance on finding other current ILO projects and opportunities to partner with so as to create 'synergies' and sustainability of effort
(iv) limited resourcing of project staff in HQ – instead relying on 'technical backstopping' and other support/contribution from other ILO branches with parallel interests
(v) a project team the majority of whom have little or no lines of reporting/accountability to the CTA

8.6 These design features were in part included as a mechanism to limit project costs. But, more than that, elements of 'horizontality' built into the project – working across traditional ILO reporting lines – were described as an important feature for ILO senior officials, who would like to see a breaking down of what has been perceived to be a 'silo' mentality across the ILO. For that reason alone, it will be important for Project management in reporting back on the experience of the Project to also address the 'lessons learned' regarding the various features of the delivery model.

8.7 Observations and findings from the Evaluability Assessment would suggest that these design features of the delivery model have indeed had an influence on the roll-out, efficiency and effectiveness of the Project. This is discussed in the sections that follow.

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[11] Following completion of the draft EA Report, one corridor did note the ssignment of a national staff member to the project, resulting in "good impact on implementation of the project".

9. Resourcing the Project – HQ and the Field

Staffing of the project is minimal – and, limited to HQ[12]
9.1 As noted above, human resources identified for the Project were limited to ILO HQ. **Table 13** below provides an overview of the project staffing. The only two full-time positions for the project were the CTA and an administrative/finance support position, both in MIGRANT. Other than that, professional staff associated with the project have all been doing so on a part-time basis. And, none of these staff has had a direct reporting relationship with the CTA.

9.2 The assumption that all HQ units would automatically cooperate and work together as a cohesive unit was challenged by the reality that other priorities also pulled part-time members of the Implementation Team in other directions. Indeed, with their other priorities and lines of reporting housed in other ILO units, it was not surprising to hear that collaboration across HQ units was a bit of a challenge in practice.

9.3 With the staffing restricted to HQ, and yet the project rolling out across 10 countries – 5 'corridors' of 2 countries each, as shown in Table 13 – these limited HQ resources have been allocated so that responsibility for managing and overseeing each corridor is as follows: one corridor each to the part-time Technical Specialist from INWORK and from SAP-FL, and with the CTA responsible for the remaining three corridors. This would seem to be a rather large load for the CTA to be taking on, in addition to the myriad of other tasks associated with Project management, implementation, reporting and oversight.

ILO Field offices not adequately resourced for Project activities
9.4 Virtually everyone - including the original Project designer – agrees that the lack of resources in the field has been a challenge for the roll-out of the project, moreso in some countries than others. This has meant less progress in terms of interventions and activities and therefore, overall, less output achieved to date. The assumption that field offices could automatically take on more work without additional resources (or a dedicated resource) was likely overly optimistic, especially for countries that are not 'pilots'.

9.5 The original intent apparently was to have a project Focal Point (FP) in each of the ten countries participating in the GAP-MDW Project. While there is in theory a FP in most of the countries, the reality is that the activities of the Project have not really been integrated into anyone's Work Plans. More than this though, the CTA has no authority over the FP and therefore can not dictate a priority for Project activities.

9.6 Cooperation from the field has come through the good graces of field staff who take on Project involvement as an 'add on' to their normal work load. Needless to say, for a variety of reasons, this does not work out equally well in all countries. Indeed, at the very least this has likely had an impact on the rate of

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[12] Ibid.

uptake of project activities and the overall progress in its implementation. Indonesia for instance, despite the existence of other projects and an interest in MDW from other international agencies, has had difficulties to link the GAP-MDW Project apparently due to the lack of field staff to take the lead on this.

9.7 For a Project with a life of only three years, this then becomes a major constraint in being able to demonstrate 'results' achieved through the Project. All would agree that, if it could be re-designed, there would be more resources designated for the field.

Table 13 Resourcing the GAP-MDW Project		
Level of Focus	**ILO Responsibility Area**	**Dedicated Human Resources**
ILO HQ		
Project Implementation Team	MIGRANT	• 2 full-time staff • Technical 'backstopping' • Funding for Intern • Funding for temporary staff
	INWORK	• 1 part-time Technical Specialist
	SAP-FL	• 1 part-time Technical Specialist
ILO Field Offices		
Corridor 1	Nepal	• No dedicated HR from Project
	Lebanon	• No dedicated HR from Project
Corridor 2	Indonesia	• No dedicated HR from Project
	Malaysia	• No dedicated HR from Project
Corridor 3	Zimbabwe	• No dedicated HR from Project
	South Africa	• No dedicated HR from Project
Corridor 4	Paraguay	• No dedicated HR from Project
	Argentina	• No dedicated HR from Project
Corridor 5	Ukraine	• No dedicated HR from Project
	Poland	• No dedicated HR from Project

A problem from the outset may have been that the regions were not adequately incorporated into the process
9.8 Some feedback from the field has also been critical of the way the Project activities were planned and rolled out from HQ – in effect in a piecemeal manner, with the field offices expected to respond to each individual initiative. Feedback would suggest that field offices would have preferred an approach where they would be resourced and then take on the broad set of initiatives, right from the start; i.e. without having HQ 'dole out the pieces'.

9.9 While the ILO field was apparently consulted during the planning stage, this consultation was perhaps insufficient. The majority of the front-end focus seemed to be on the HQ technical units and how they might work together.

9.10 There was also a view expressed by many in the field that, more than simply *consultation*, there should have been *coordination* with field management right from the start & throughout. With more discussion with field offices, the planning would likely have identified where some of the process should have been decentralized. It was noted during field interviews that this would have helped increase ownership in the field.

10. Effectiveness of Management Arrangements

Governance issues for the Project

10.1 The Project delivery model overlooked some critical governance issues that have impacted Project implementation and likely Project achievements.

10.2 As **Table 14** below shows, there are a number of bodies that were created to steer or advise the conduct of this project: (i) a Steering Committee; (ii) a Research Advisory Board (RAB); and, (iii) a 'Chiefs of Units' Committee. It would appear that the first two have essentially served in more of an 'advisory' role and an opportunity for sharing information on the progress of the Project, bringing in external 'partners' to such fora.

10.3 The third senior committee, the 'Chiefs of Units' Committee, was not identified in the PRODOC, nor does it have a Terms of Reference. It would seem to have been created to deal with operational issues of the HQ Implementation Team. Its creation is likely a reflection of two of the problematic underpinnings in managing/steering the Project – (i) the fact that, for most of the Implementation Team, their role on the Project is a part-time one; and, (ii) the lack of authority given the CTA over members of the HQ Implementation Team and, for that matter, the Project Focal Points in ILO field offices.

10.4 An added dimension of the governance issue lies in the fact that the CTA for the Project was not brought in until 6 months after Project start-up. In the interim, while there was not a lot of observable progress regarding implementation activities, nevertheless, those team members who were on board worked collectively in a horizontal fashion, holding regular meetings of the full Implementation Team. While the PRODOC would certainly stress the importance of knowledge sharing across the Team, the reality was also that the Project had a short timeline, 10 countries to work with and HQ Team members who could only contribute to the Project on a part-time basis. Finding the right balance regarding information-sharing and operational needs seems to have been somewhat of a challenge for all. The result is that full Team meetings do not appear to occur anymore and have generally been replaced by bilaterals between the CTA and individual Team members. It has been suggested that this

has led to a reduction in information-sharing across corridors. Information-sharing opportunities may need to be re-visited.

Some ambiguities around the functioning of the HQ Implementation Team

10.5 As noted above, aside from the Project's Finance/Administration Officer, the CTA is the only full-time staff dedicated to the GAP-MDW Project. While the PRODOC speaks of support to the CTA coming via technical 'backstopping', to be provided by specialists from other branches (INWORK and SAP-FL), as well as a specialist in MIGRANT, all project support would be coming on a part-time basis. This collective, it was assumed, would then be the Implementation Team for the Project.

10.6 The assumptions about resourcing and working relationships across branches however was likely overly optimistic, for a number of reasons. The concept of 'backstopping' is an ambiguous one, suggesting that staff will be contributing to the Project on an 'as needed' basis. The reality though is that the technical specialists on the Implementation Team have other duties quite apart from the Project. Moreover, there is no formal reporting line between these other members of the Implementation Team and the CTA. They are accountable to their supervisors in their own branch.

10.7 Since this is an HQ-directed project, but one whose success is dependent largely on field operations, as well as aligning with an appropriate project that is currently active, the HQ Implementation Team must shoulder a significant load in managing, supporting and overseeing the activities of the 10 countries and 5 'corridors'. As noted in Table 14, assignment of responsibilities for 'corridors' is heavily weighted towards the CTA who is leading on 3 corridors, with the other two each being led by one of the Technical Specialists in the other two branches.

10.8 Some changes are in the offing though, as one of the technical specialists is set to depart on maternity leave, to then be replaced (also on a part-time basis) by another person from the same branch. With these moves unfolding, and given the last year of its operation, management and the Implementation Team may wish to reconsider allocation of responsibilities for managing and overseeing the 5 corridors, with a view to freeing up more time for the CTA to be taking the lead on and managing the various reporting exercises that will be unfolding over this last year of operation. One possibility for example, might have the Technical Specialist in MIGRANT taking the lead on one of the three corridors currently being managed by the CTA.

10.9 Whatever decisions are taken on allocation/re-allocation of resources to various aspects of the Project, this should be done in the context of the larger picture of what needs to be accomplished over this last year – really 10 months – of Project operations, including the field work, analysis and reporting that will be required in order to demonstrate achievements of the Project and lessons learned. To do this, the CTA will need the full support of management across the three branches and will want to involve the full Implementation Team in re-visiting Project goals and the operational planning for this last year of the Project.

Organizational Unit	Observations
Table 14 **Organization (Governance and Implementation) of the GAP-MDW Project**	
Governance	
• Steering Committee	• Includes CTA, partners (IDWF, ITUC, UN Women, OHCHR) & EU • More 'advisory' than 'steering' role
• Head of Units Committee	• Includes Heads of MIGRANT, INWORK, SAP-FL and ACTRAV • No terms of reference; not identified in PRODOC • Meet on an 'as needed' basis
• Research Advisory Board	• Includes CTA, partners (IDWF, ITUC, UN Women, OHCHR)
• Project manager (CTA)	• Overall management responsibilities for Project
Implementation	
ILO HQ	
• CTA	• Manager (full-time) for GAP-MDW Project • Coordinator for 3 corridors – Paraguay-Argentina; Zimbabwe-South Africa; and, Ukraine-Poland
• MIGRANT Technical Backstopping	• No reporting lines to CTA
• INWORK Technical Specialist	• Coordinator for Indonesia-Malaysia corridor • No reporting lines to CTA
• SAP-FL Technical Specialist	• Coordinator for Nepal-Lebanon corridor • No reporting lines to CTA
• ACTRAV	• Participates in the 'Head of Units' Committee • No reporting lines to CTA
ILO Field Offices (10 countries)	• Intent is for a Project Focal Point (FP) in each country • But, CTA has no authority over FP • No formal agreements between HQ & Regions/countries re dedication of resources to the Project; i.e. no allocation of staff time • In some countries there is an Advisory Committee • Project activities/interventions are linked to existing activities of other projects • Some original data/information collection funded by Project, using external consultants

11. Project Progress, Efficiency and Effectiveness

11.1 The Project was based on some key underlying assumptions that related to: the global nature of the Project; development of a Research Strategy for global and country-level research; and, the importance of 'knowledge–sharing' activities for project success. The follow-through on each is discussed briefly below.

Progress – Global nature of the Project

11.1 While the Project is deemed *global* in nature, this is really a function of the selection of specific countries/corridors, aimed at trying to ensure diversity so as to be considered 'global'.

11.2 Beyond this though, selection of specific countries by the Project was also based on some 'practical realities', in part associated with funding. Since the ILO, as part of the PRODOC, had to provide some 20% of financing for the Project – which could come from either staff or from other projects – countries with other projects where 'synergies' might be expected (i.e. potentially overlapping activities that would allow for funding attribution) were certainly identified in the country selection process.

11.3 A change in selection occurred after Project start-up, where one country (UAE) was dropped early on as a destination country and replaced by another (Lebanon), with the same country of origin (Nepal) within the newly-defined corridor.

11.4 Other realities have interfered with progress in two other countries/corridors, both countries of origin in the corridor context: troubles in Ukraine and an inability to identify field staff in Indonesia to initiate Project start-up.

11.5 Given the diversity of countries/corridors, this would suggest that 'lessons learned' in any one country or corridor may or may not have application to another country/corridor. It suggests a need, when reporting back on the Project experience, to also establish the context within which the Project is operating; that is, the political, economic and social context of the country or corridor in question. These could be important considerations that contribute to any level of success being highlighted and necessary to understand the factors needed to replicate successful interventions in another country or corridor.

Progress - A strategy to drive the global and country/corridor research & information collection

11.5 A Research Strategy was developed early on in the life of the Project. In theory, this would drive/guide country-corridor research. Conceptually, it could also help steer various initiatives towards a common methodology across the ten countries/five corridors in those areas where there might be a desire to examine information at a rolled-up aggregate level.

11.6 In practice though, there seems to be some deviation between the Strategy and what is actually happening. Its focus seems to have been on the country-specific information collection, but with less focus on the *global* research agenda.

That said, the country-level intelligence being gathered has certainly been deemed useful and important by those consulted – indeed, some would say that the biggest achievement of the Project per se will be the data, information and intelligence being collected on MDW, an area where historically there has been an information gap.

11.7 It is not clear whether the Research Advisory Board (RAB), which had reviewed the draft Research Strategy, really became engaged with its roll-out, beyond the early discussions.

Progress - Knowledge sharing and alignment with existing activities
11.8 The intent/assumption on which the Project is based is that the GAP-MDW Project could build on the 'synergies' between the MDW concept and the several existing projects already working on DW. In the process, it was also felt that the GAP-MDW Project could help bring more coordination around these various DW-oriented projects that currently exist in both ILO headquarters (HQ) and in the field.

11.9 Implicit in this is a key component of the Project which revolves around '*knowledge sharing'* – seeking out opportunities (such as capitalizing on existing events and using this to contribute to regional knowledge sharing) and, in some cases, creating opportunities and capitalizing on these.

11.10 Feedback from a limited number of ILO field officers would suggest that this has indeed been the case in their particular country. While this has generally meant a considerable amount of front-end consultation and planning, it may also in some cases represent a two-edged sword – later start-up for the Project, but perhaps a better-planned set of initiatives or better coordination across a number of like projects.

11.11 Where the knowledge-sharing to date seems to have been limited is *across* countries/corridors and on a more global level. This would be useful as countries and pilots are still in their formative stage, but ought to be addressed in the lead-up planning to and eventual roll-out of the Global Flagship Report.

Project Efficiency and Effectiveness
11.12 It was noted above that several elements of the model for resourcing and delivering the Project could potentially impact the efficiency and effectiveness of the Project. Consultations with stakeholders during the Evaluability Assessment have suggested that this has indeed been the case.

Delayed staffing and approach to delivery have impacted Project efficiency
11.13 Quite apart from the delivery model though, Project implementation was held back by the six-month delay in the hiring of a Project Manager. For a project with a 3-year life-span, this represents a significant delay in Project start-up. It also created a situation where there was a transition from the Implementation Team working essentially without a formal leader (over the first 6 months) to one where a designated CTA took control over project management. This transition to

a different form of project management was not easy for any of the Team members and required efforts to adjust working relationships that likely would not have been the case had the CTA been identified right from Project start-up.

11.14 Given the delivery model for the Project, the focus has been on seeking out and identifying opportunities in the field for project implementation – indeed, opportunities that may not have been envisaged at the outset. The need to find ways where the GAP-MDW Project could 'add on' and develop 'synergies' with existing on-the-ground activities generally required 'much collaboration' with colleagues, since it also required being able to identify and work within the context of their priorities.

11.15 As noted in paragraph 11.10 above, some feedback suggests that, while this indeed has had an impact on Project efficiency, with later start-up to the Project, there have also been payoffs in terms of better coordination across a number of like projects.

Limited performance reporting, but potential for identifying Project 'success stories'
11.16 As noted in the Evaluability Assessment, the Project has monitored and reported on 'progress' in terms of implementation of activities and expenditure of budget. It is not clear that, beyond the various progress reports on project implementation (Narrative Report, Flash Reports, Budget implementation reporting), whether there is a systematic gathering of performance information that will eventually be used in analyzing results achieved at the country, corridor, regional or global level. To date, project achievements are largely mentioned anecdotally.

11.17 Stakeholders consulted during the Evaluability Assessment were specifically asked to identify Project 'achievements' or 'success stories' associated with particular countries. In most cases, items identified relate to the activities fostered by the GAP-MDW Project or to outputs achieved to date. Such items mentioned include the following:

- Data/information gathering on MDW
- Enhanced dialogue on DW issues with governments on both sides of the corridor
- Increased focus on DW unions and, in the case of Lebanon, contribution towards the establishment of a DW union
- Increased focus on female migration
- Capacity building of trade unions for awareness raising of MDW
- Increased discussion around ILO Convention 189
- Increased policy dialogue on DW in the region (Southern Africa region)
- 'Migration' module included in the country's Labour Force Survey (Zimbabwe)

Note that feedback was not received on all countries and so this list is not meant to be comprehensive of 'achievements' of the Project to date. It does illustrate however that, given its early days, much of the accomplishment of the Project to date revolves around raising awareness, increasing dialogue and potentially,

bring key stakeholders together – all are important elements, but it needs to be recognized that these still represent limited progress along the 'results chain'.

11.18 Given the nature of the Project start-up in countries – aligning with existing Projects – most of the feedback on 'results' achieved to date suggests that the Project has served to *contribute* towards the achievement of the result identified; in other words, in many cases, the Project cannot take sole credit for this achievement. This is important from an evaluation perspective, as 'attribution' is an element that will be explored in assessing 'value for money' of the Project. That said, the *contribution* of the Project is valid and valuable, but it will be important in reporting back for the Project to be able to clearly articulate where and how the Project has contributed to the achievement of results. In this context, elaboration of the full results chain and clarification of target audiences (noted in the recommendations of Table 7 above) is quite important.

11.19 Where Recommendation 4 of Table 12 above had elaborated a number of elements that could serve as a template to help articulate 'achievements' or 'success stories' of pilots, countries or corridors, it would also be useful for the Implementation Team to provide some generic identification of potential achievements to assist in both their identification at the field level and in their eventual reporting in end-of project documents. For example, such generic achievements as:

- Knowledge produced (including tools)
- Knowledge shared
- Strengthening capacity of trade unions/DW organizations/civil society organizations – at a national, regional or global level
- Demonstration of political will/commitment
- Increased policy dialogue
- Etc.

This list is not meant to be exhaustive, but merely a guide for the full Implementation Team to work to develop a broader set to help in detailing 'achievements' and 'success' across the 10 countries/5 corridors.

12. Going Forward with Project Implementation and Management

12.1 A mid-term evaluation would normally offer programme management an opportunity to reflect on findings and recommendations and to then implement necessary mid-term 'adjustments' as deemed necessary. As with the earlier comment about timing of the Evaluability Assessment (EA) however, the evaluative findings originating from this EA are coming at a point where management of the GAP-MDW Project ought to be focusing on Project completion and determining how best to employ resources over the final months of the Project.

12.2 With only some 10 months left in the life of the Project, management needs to reflect on two principal elements in going forward: (i) how best to ensure that

Project interventions yield tangible results; and moreover, results that will be sustainable; and (ii) how best to tell the 'performance story' of the Project.

12.3 As the EA has pointed out, much of the focus of Project implementation to date has been on country-level data gathering and interventions, with less focus on the global nature of the Project – this for a variety of reasons already discussed in the EA section of the report. While the country/corridor level focus is critical for Project success, the Project would benefit from having a more macro-level perspective as well. The EA has provided some guidance on this, in the form of recommendations in Tables 7 and 12 above.

12.4 It is suggested that the EA recommendations be implemented with some urgency, given the short timeframe to Project completion and planning that will be required to establish/re-establish priorities for the Project. Project management, working with the full Implementation Team, should place priority on following up on Recommendations # 1, 2, 3, 4, 5 and 6 of Table 7 above; that is, gain agreement on the elaboration of the full results chain shown in Tables 1 and 2, as well as the expectations concerning project roll-out. This should then be used in planning and overseeing the operations in each country.

12.5 Project management will need to clarify the scope and timing of the various end-of-project reporting and accountability requirements. Section 6.3 above discusses the preparations needed for an end-of-project evaluation and an ability to demonstrate Project achievements and results.

12.6 As discussed in the EA above, it will be important for Project management in reporting back on the experience of the Project to also address the 'lessons learned' regarding the various features of the delivery model. Management should work with the full Implementation Team to draw out these 'lessons'.

12.7 With the limited resources of the HQ Implementation Team, Project management, with the support of the Chiefs of Unit Committee, will need to re-examine the allocation of time to the various Project activities, with a view to freeing up time for the CTA to focus on preparing for the end-of-project evaluation requirements and managing the end-of-project reporting and wrap-up. This would likely mean a re-allocation of country/corridor responsibilities among Implementation Team members.

Table 16
Recommendations for the Going Forward with Project Implementation and Management
Follow-up on Recommendations of the Evaluability Assessment 1. Project management, working with the full Implementation Team, should ensure immediate follow-up on the recommendations of the Evaluability Assessment, as given in Tables 7 and 12. This will help in gaining clarification and agreement on fundamental aspects of the Project, important for identifying priority activities over the final year of the Project and in preparing for the end-of-project evaluation and reporting.

Project Planning for the Final Year

2. Project management, working with the full Implementation Team, should revisit the Project plan with a view to establishing realistic goals for the Project over its final year, and ensuring that current and planned project activities (in both HQ and countries) align with the priorities set for any revised plan.

3. As part of the planning, Project management should clarify the scope and timing of all end-of-Project reporting - GFR and evaluation(s) to satisfy EVAL and EU requirements - as per Recommendations # 8 and 9 of Table 12.

Project Management and Oversight

4. The Project Implementation Team should review the division of labour among the HQ team over this last year and make adjustments that would allow the CTA to free up time to focus on Project management from a 'global' perspective and oversee preparation for end-of–project reporting. It is suggested that management and oversight of at least one corridor be shifted from the CTA to another team member in order to free up time for the CTA to make this adjustment.

5. The 'Chiefs of Unit' Committee needs to ensure that the GAP-MDW Project is given suitable priority over the final year so as to ensure adequate and timely commitment of all members of the Implementation Team and support for the Project CTA in overall management of the Project at both an HQ and field level.

Support to Countries and Corridors

6. Project management and the full Implementation Team should work with each country and corridor to quickly take stock of progress to date and identify a realistic set of goals for the country to achieve by end of Project. This should include being able to articulate 'achievements' and 'lessons learned' by end of Project as per the template of Recommendation # 4 of Table 12 above.

7. Project management and the full Implementation Team should work with each country to determine how best to support the sustainability of any interventions/achievements initiated by the Project.

Knowledge Sharing

8. Each country should document all data/information collected as part of the Project and forward this to the CTA. This information, along with the end-of-project document referred to in Recommendation #6 above, should be forwarded to each of the 10 countries and formally shared across ILO HQ branches and with partner organizations.

9. The CTA should develop a formal communications strategy for sharing information and 'lessons' drawn from the GAP-MDW Project. This should include dissemination of materials and/or making known to stakeholders their availability via knowledge platforms. The communications strategy should include the wide distribution of all end-of project reports, including the GFR and any evaluation reports on the Project.

APPENDIX 1		
List of Officials Consulted		
Name	**Organization**	**Role(s) re GAP-MDW Project**

ILO HQ – Senior Management

Name	Organization	Role(s) re GAP-MDW Project
Manuela Tomei	Director, WORKQUALITY	
Michelle Leighton	Chief Labour Migration Branch (MIGRANT)	Member of Head of Units Committee
Beate Andrees	Head, Special Action Programme on Forced Labour (SAP-FL)	Member of Head of Units Committee; participated in project design

ILO HQ – Project Implementation Team

Name	Organization	Role(s) re GAP-MDW Project
Maria Elena Valenzuela	MIGRANT	CTA for GAP-MDW project; coordinates activities in Argentina-Paraguay and Ukraine-Poland corridors
Ivon Garcia	MIGRANT	Admin/Finance Assistant for the project
Maria Gallotti	MIGRANT	Project designer; technical 'backstopping'
Olena Vazhynska*	MIGRANT (Intern)	M&E Implementation
Claire Hobden	INWORK	Coordinates activities in Indonesia-Malaysia corridor
Kristine Alsvik*	MIGRANT	Specialist coordinating activities in Africa (Zimbabwe-South Africa-Lesotho corridors)
Marie Josee	MIGRANT	New member to assist report writing

Project Partners

Name	Organization	Role(s) re GAP-MDW Project
Pia Oberoi	OHCHR	Member of Steering Committee, Research Advisory Board
Carolina Hernandez	OHCHR	Participated in Steering Committee

ILO HQ - Other

Name	Organization	Role(s) re GAP-MDW Project
Amy King-Dejardin	INWORK	Attends Implementation Team meetings; assists in Indonesia-Malaysia corridor
Anne-Laure Henry-Greard	PARDEV	In charge of EU portfolio
Guy Thijs	Director EVAL	
Francisco Guzman	Senior Evaluation Officer, EVAL	Technical 'backstopping' of Evaluability Assessment
Rasha Tabbara	WORKQUALITY	Departmental Evaluation Focal Point, managing Evaluability Assessment

ILO – Field Offices

Name	Organization	Role(s) re GAP-MDW Project
Dyah Retno Sudarto*	Program Officer, ILO Jakarta CO	ILO contact in Jakarta CO for Indonesia-Malaysia corridor
Emanuela Pozzan*	Gender Spacialist, ILO Beruit	ILO contact in Beruit for Nepal - Lebanon corridor
Joni Musabayana*	Deputy Director, ILO Pretoria	ILO contact in Pretoria for Zimbabwe – South Africa corridor
Antonio Graziosi**	Director, ILO Budapest	ILO contact in Budapest for Ukraine – Poland corridor
Sergiy Savchuk**	National Coordinator, ILO Ukraine	ILO contact in Kyiv for Ukraine – Poland corridor

*Consultations conducted via skype. All others conducted in-person. ** Joint feedback via written responses to questionnaire.

APPENDIX 2 Performance Measurement Strategy for 'Outcomes' of the GAP-MDW Project		
Key Result	**Indicator**	**Measurement Approach**
Outcome: **Increased dialogue on MDW issues among stakeholders** through engagement, facilitation & involvement (such as building networks, relationships; hosting conferences)	• No. of events, occasions where MDW is: (i) the prime focus of discussion among country, corridor or regional stakeholders; (ii) introduced & discussed as an important topic; (iii) appears as an important topic in the summary of proceedings • No. & % of key public leaders who feel that activities of GAP-MDW project have introduced a dialogue around MDW issues that otherwise would not have been public discussion	This relates to the number of opportunities taken by the GAP-MDW Project to generate discussion among stakeholders about MDW issues. Determining an appropriate measurement approach would require some discussion around what the expectations are regarding <u>where</u> & <u>how</u> the Project would expect to increase dialogue among stakeholders. This could be at the level of a country, corridor, region or globally. It could be pro-active or it could be passive. Additionally, there is some ambiguity around what might be deemed 'events' and 'occasions' & this would need to be clarified, as well as determining the importance of knowing the nature of the dialogue that has been raised (level and topics of discussion; vehicle used; target audience; etc.) . Various sources and approaches could be used in measuring: Environmental Analysis; Media Scan-Content Analysis; Regional Intelligence. A related but more qualitative indicator could be measured on the basis of the perceptions of key leaders in the stakeholder communities.
Outcome: **Reaction of target audience(s) to Project outputs,** such as: • Overall satisfaction with output • Usefulness of the output to target audience(s) • Relevance of output to 'need' • Quality of the product • Timeliness	• No. & % of target audience(s) responding favourably to various dimensions related to the output/product delivered by Project: • Perceived Usefulness • Perceived Relevance • Perceived Quality	<u>For specific products</u>: Feedback from target audiences related to specific products/outputs. Based on a survey or special study (that might involve for example Key Informant Interviews or a Focus Group as an alternative to a more systematic survey) that would examine specific products/outputs. In all, the information would be qualitative and intended to provide information for operational management purposes. Whether or not this information is collected for a specific output would likely depend on its priority & profile. This, along with the nature of the approach to data/information collection would hopefully be determined at the project planning stage so that the follow-up data/information collection was resourced at the outset. <u>For Project Knowledge Products in general</u>: Could be included in an evaluation that would examine more horizontal & broader issues (that included the perceptions of target audience & other stakeholders) as well as 'achievement of objectives'.

Outcome: **Increased awareness of MDW issues among stakeholders**	• No. & % of key stakeholder groups whose awareness of MDW issues has been raised • No. & % of officials within various target organizations whose awareness of MDW issues has been raised	Two methods could be used to measure this indicator – a formal survey of the various key stakeholder groups; or, a combination of Key Informant Interviews and, if appropriate, Focus Groups, to gain a better understanding of the outcome and the potential attribution/contribution of the Project in building capacity. A trend analysis would show how responses were changing over time. As above, a special study or small scale evaluation could be used to look more broadly at the issues of the Project's impact on 'capacity building'.
Outcome: **Increased knowledge & understanding of MDW issues among stakeholders**	• No. & % of key stakeholder groups - & officials within various target organizations - whose knowledge & understanding of MDW issues has been raised	Same measurement approach as above, integrating the indicators into the same measurement approach adopted.
Outcome: **Change in attitudes of target audiences** • Increased concern for MDW issues	• No. & % of key stakeholder groups - & officials within various target organizations - who express an increased appreciation for need for improvement in human & labour rights protection for MDWs	Same measurement approach as above, integrating the indicators into the same measurement approach adopted.
Outcome: **Increase in capacity for advocacy on MDW issues**	• No. & % of organizations - & officials within various target organizations - that can identify where & how their ability to advocate on behalf of MDW issues has increased	Survey or Key Informant Interviews across relevant organizations targeted by the Project.
Outcome: **Change in Behaviour of target audiences** • Increased consideration of MDW issues in deliberations on public policy & evolving	• No. & % of Project interventions that are considered & reflected in the formulation of public policy and/or evolving legislation, policies & regulations	Two possible qualitative approaches for measuring this indicator are: (i) Adopting a longitudinal approach for a particular case (for example, a particular research study /MDW issue/policy) & tracking the research to assess its impact. Given the length of time elapsed generally associated with any one piece of legislation or policy, there is difficulty in tracking this process into the future. An alternative is to track selected research & other initiatives aimed at a particular issue, examining from past to

legislation, policies and regulations		present, so as to develop an 'explanatory framework'. (ii) Expert sources could be canvassed via Key Informant Interviews or a special panel to assess the impact of Project interventions on any one area. Given the qualitative nature of this information, it should generally be collected via a special study or as part of an evaluation.
Outcome: **Change in Behaviour of target audiences** • Strengthened systems to provide services & protect MDWs	• No. & % of Project interventions that have influenced or caused the creation of new or improved services in support of MDWs.	Expert sources could be canvassed at a country, regional or global level via Key Informant Interviews or a special panel to assess the impact of Project interventions on development/improvement of support systems for MDWs.
Outcome: **Change in Behaviour of target audiences** • Increased compliance with MDW rights & obligations	• Rate of compliance with MDW rights & obligations by employers	This may require some discussion on whether or not and how easily one can measure 'rate of compliance'. An alternative is to use information on the number & % of complaints received & to track this over time. To get a more accurate understanding of the latter, complaints should be classified according to the nature of the complaint, country, corridor, etc. Lack of reporting & transparency of complaints likely weakens the latter approach.
Outcome: **Improvement in MDW 'well being'** • Improved human & labour rights protection for MDWs	• No. & % of key leaders in stakeholder communities who believe that there is significant improved human & labour rights protection for MDWs	The information would be drawn from the views of a wide variety of sources from across countries, corridors, regions & globally, and would be collected as Key Informant Interviews. It would be qualitative in nature, but would require clarity around the terms used and the question(s) being asked so as to avoid ambiguity and inconsistency in responses received. To be included as part of a special study or Evaluation.
Outcome: **Improvement in MDW 'well being'** • Improved access to decent work for MDWs	• No. & % of key leaders in stakeholder communities who believe that there is improved access to decent work for MDWs	This could be gathered as part of a broader survey and/or built into focus group discussions with key stakeholder groups, again as part of a broader information collection or evaluation.