



# ILO EVALUATION

- Evaluation Title: **Action Programme for Protecting the Rights of Women Migrant Domestic Workers in Lebanon**
- ILO TC/SYMBOL: **LEB/10/04/EEC**
- Type of Evaluation : **Midterm**
- Country(ies) : **Lebanon**
- Date of the evaluation: **April 2013**
- Name of consultant(s): **Guy Summers**
- ILO Administrative Office: **Beirut**
- ILO Technical Backstopping Office: **Beirut**
- Date project ends: **31 May 2014**
- Donor: country and budget US\$ **EU, Lebanon \$2,150,350**
- Evaluation Manager: **Jean-Francois Klein**
- Evaluation Budget: **\$14,671**
- Key Words: **migrant worker, domestic worker, employment status, employment security, gender**

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

**ILO**

**Action Programme for Protecting the Rights of  
Women Migrant Domestic Workers in Lebanon**

LEB/10/04/EEC

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Independent Evaluation

**Midterm Evaluation Report**

**Prepared By:  
Guy Summers**

**April 2013**

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## Acronyms and Abbreviations

EU	European Union
ILO	International Labour Organization
MoL	Ministry of Labour
NGOs	Non-governmental Organizations
NSC	National Steering Committee
OECD/DAC	Organisation for Economic Co-operation and Development/Development Co-operation Directorate
OVI	Objectively Verifiable Indicators
PAC	Project Advisory Committee
PROWD	Action Programme for Protecting the Rights of Women Migrant Domestic Workers in Lebanon
SDC	Swiss Development Cooperation
SORAL	Syndicate of the Owners of Recruitment Agencies in Lebanon
TOR	Terms of Reference
TOR	Terms of Reference
WMDW	Women Migrant Domestic Workers

# 1. Executive Summary

## Background and Context

The Action Programme for Protecting the Rights of Women Migrant Domestic Workers (WMDW) in Lebanon ("PROWD") fits into a long-term intervention planned by the International Labour Organisation (ILO) at the regional level with the aim of improving the situation of WMDWs in Lebanon by ensuring favourable working conditions and a regulated environment that protects their rights. The PROWD project is a continuation of work carried out by the ILO on migrant workers in conjunction with the Lebanese Ministry of Labor over a period of several years.

PROWD was approved by the EU in May 2011 and activated on 1 June 2011 for a period of three years and with EU funding totalling €1,483,148. The project received additional funding of \$250,000 from Swiss Development Cooperation. The ILO recruited staff to work on the project team and the implementation of the project started in October 2011. The ILO project team is composed of a project coordinator, a research and knowledge sharing officer and an administrative and programming assistant. The project is further integrated within the ILO regional structure and receives technical support from the ILO DWT in Beirut and selected HQ units.

A National Steering committee related to WMDW was established well before the start of the project but it was not able to be an effective means for guidance. A Project Advisory Committee (PAC) was established in later 2012 to assist in providing direction for the project.

The evaluation is being carried out to assess the progress of the project being implemented by the ILO at Regional Headquarters in Beirut and to assess whether the stated objectives and outputs are being achieved. This mid-term evaluation is required under the Project Cooperation Agreement signed with the EU and is taking place approximately 18 months after implementation began.

The objectives of the project are as follows:

### **PROWD Project Overall objective**

To contribute to enhanced economic integration for women migrants and improved labour migration governance and social dialogue as means to contribute to poverty alleviation through decent work for migrant workers.

### **PROWD Project Specific objective:**

Improved working conditions of women migrant domestic workers in Lebanon.

## Purpose, Scope and Clients of the Evaluation

The purpose of the evaluation is specified in the Evaluation Terms of Reference (TOR) and is noted as follows:

- Review the current progress of the project by assessing to what extent the stated objectives and outputs are being achieved.
- Review the efficiency and effectiveness of the project implementation framework and management arrangements.

- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders.
- Review and provide recommendations regarding the sustainability strategy of the project for the remaining period, and if possible suggest avenues for additional activities.
- Document lessons learned and good practices in order to maximize the experience gained.

The main elements of the evaluation are noted below and consisted of desk research followed by a mission to Lebanon.

Two research methods were used:

- **Desk review** of documentation. Project documents including drafts, publications and manuals, financial reports and ILO documents related to the issue of Migrant Domestic Workers.
- **Stakeholder Interviews.** A mission of nine working days was carried out by the consultant in Lebanon between the 2<sup>nd</sup> and 12<sup>th</sup> of April 2013 inclusive. The project team were met and a number of key stakeholders were interviewed. Some interviews were conducted on the phone due to the interlocutor's location being in Geneva. Further project and other documentation related to the project were also gathered during this mission.

As wide a range of partners, interlocutors and beneficiaries were met as possible during the mission and as wide a range of views gathered. The main sources of information and data for the evaluation were from the project itself, the funding body, implementation partners and the main clients of the intervention, the Government of Lebanon. There was no opportunity to meet any of the final beneficiaries, i.e. women migrant domestic workers themselves.

The scope of the Evaluation covers all results achieved by the project between June 2011 and March 2013. The evaluation addresses the following standard evaluation criteria:

- Relevance
- Validity of Design
- Efficiency of Resource Use
- Effectiveness
- Impact Orientation and Sustainability

The primary client of the evaluation is the ILO Regional Office for Arab States, the ILO constituents and the donor.

Secondary clients include other project stakeholders – Lebanese government Ministries and other bodies, NGOs, embassies, interest and trade groups including those partners who are helping to implement the project.

### Summary of Findings:

The objectives of the project are compatible with the work of the ILO and the concerns and priorities of the EU. The project addresses highly relevant issues for Lebanon and for the region.

The design of the project is relatively straightforward in terms of structure although the original project documents including the Logframe and budget are very detailed and often unrealistic which has sometimes not contributed to efficient implementation.

The PROWD project had a slow start in implementation and although the pace of delivery has quickened, a considerable effort will be needed in the remaining time period if all activities are to take place and tangible progress realised in achieving the expected results.

The project operates in a difficult and often unstable political environment in which policy development and adoption is uncertain. Resistance to change on the issues surrounding migrant domestic workers is sure to continue and achieving progress is far from easy. Nevertheless, the project has succeeded in building relationships and partnerships with concerned bodies in difficult circumstances. More efforts are likely to be needed in ensuring that a working network of driven stakeholders with better capacity is created and that this endures beyond project end.

The project could benefit from a more strategic view which would normally be provided by a Steering Committee or similar body. The PAC could be used to more effect in providing needed guidance, correction and in prompting necessary support from other stakeholders. This and other fora for gaining consensus (working groups, taskforces etc.) could strengthen the argument for change and contribute to advocacy efforts in the WMDW area.

There is evidence to support the idea that the project is contributing towards the Overall Objective although progress to date may have been slow and with mixed success in the policy arena. It is more difficult to discern progress to the project Specific Objective (Improved working conditions for women migrant domestic workers) as a result of project activities.

## Recommendations

### Recommendation 1:

The project should, in conjunction with the Project Advisory Committee quickly review its actions and strategy specifically regarding policy development and assess whether there are other means or approaches that could lead to greater success.

*Progress in the policy area would provide a substantial contribution to the achievement of the project's objectives and lead to greater sustainability.*

### Recommendation 2:

The project should consider the possibility of holding more frequent meetings of the PAC as it could be an appropriate forum in which to build consensus, share tasks, experience and skills and build a stronger front from which to advocate on the WMDW issues.

*The project deals with sensitive issues in a challenging environment. Substantial progress is likely to happen with a critical mass of support and in concert with other stakeholders.*

### Recommendation 3:

It is recommended that the project strengthen the stakeholder network in which it operates by creating more and better communication including consideration of the creation of teams of stakeholders in task forces or working groups.

*The project's long term success will depend to a considerable degree on the ability to create partnerships and networks that devise new and improved means for carrying out activities and*



*achieving tangible results. The networks future work could contribute to the benefits of the project being sustainable over the longer term.*

**Recommendation 4:**

The project should consider following the monitoring and evaluation measure outlined in the original project document – including quarterly reporting and technical field reporting.

*Timely planning and reporting by the project would ensure that stakeholders are informed and able to be supportive of activities and priorities.*

## **Lessons Learned and Good Practice**

The project has documented lessons learned and good practices during the course of the project and these are noted below in preliminary form.

### **A) Policy making**

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- 1) Presenting the vision and the context prior discussion of policy drafts with national stakeholders (In order to create a conducive environment about a strategy and not fragmented policy documents, it also increases potential for ownership by other stakeholders).
- 2) Increased engagement at different levels of decision making within the MOL (which will enhance the ownership, sustainability, and accountability of MOL, while taking into account political instability).
- 3) Creativity in exploring different avenues for social dialogue consultation to ensure in-depth and satisfactory participation (Since it proved that the formal way of approaching policy is not leading to concrete results).
- 4) Policy initiatives should be accompanied by advocacy strategies to build momentum towards adoption

### **B) Coordination**

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- 1) Establish various communication tactics to engage with the large pool of stakeholders
- 2) Adopt a timely approach and consistency in coordinating with stakeholders
- 3) Increase knowledge sharing (for instance by sharing material produced by the ILO outside the scope of the project-but relevant to the context of MDWs).

### **C) Research**

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- 1) Take into account time to be invested by project staff in the conceptualization stages of research (Due to Lack of policy oriented specialized resource persons on MDW issues)
- 2) Ensure proper allocation of budget in the original design of the project relevant to the expected output (research budget was underestimated relative to the research needs and to research dissemination)
- 3) Ensure research output is linked to clear outcomes (Misconception of the role of research in informing project interventions in Lebanon. Research is sometimes viewed as mere report-production, while dismissing other consultative and consensus-generating research methodologies.)
- 4) Balancing the need to protect domestic workers in the research process and the visibility needs of the project (MDW being an at-risk population).

- 5) Engage stakeholders since the design phase of a research, and seek coordination with the same person with approval from their decision maker (Example for the mapping report, the research validation process fell short from ensure the credibility of the research findings for some. A limited number of institutions dismissed the findings in spite of existing written record of the validation.)

#### **D) Awareness Raising**

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- 1) Creativity and user friendliness in develop tools (to increase chances of engage target groups who might not be interested in the subject)
- 2) Ensure awareness material are compatible with needs and capacities of beneficiaries (for instance are targeted MDWs literate to read material about their rights)

#### **E) Sustainability and Ownership**

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- 1) Increase effort on coordination and information sharing using different approaches (for example the participatory newsletter planned which will involve more stakeholders, and will be designed in a way that allows MOL to take the lead)
- 2) Invite stakeholders to implement some of the project activities linking them to their own initiatives

## **2. Description of the Project**

### **2.1 Project Context and Background**

In Lebanon, like many countries of the Middle East, migrant workers fulfil important roles in households and companies. Most of the women migrant workers come from poor countries in Asia and Africa with the main objective of remitting money to their families at home. One of the motivations for households in Lebanon and elsewhere in the region is the lack of an affordable and systematic social care structure. In addition, many of the jobs that are filled by migrant workers are often not considered acceptable by local workers – thus the foreign labour is now an essential and considerable element in the labour force in general.

There are no definitive statistics for their numbers but the most commonly quoted figure for Lebanon is 270,000 documented migrant domestic workers. The number of undocumented migrant workers is far more difficult to estimate but believed to be considerable.

Women migrant domestic workers come from a range of countries including Sri Lanka, Ethiopia, the Philippines, Eritrea, Somalia, India, Madagascar, Bangladesh, Vietnam, Indonesia, Nepal, Burundi, Ghana, Congo, Nigeria and Senegal.

Given their exclusion from labour protections and their willingness to work longer hours in return for meagre wages, WMDWs constitute an easy and low cost solution to the Lebanese care deficit. Still, policies and legal arrangements regarding WMDW fall short of protecting WMDWs who continue to suffer from abuse of their basic rights and difficult working conditions.

Migrant domestic workers remain largely invisible in labour statistics, laws, policies and programmes. Women migrant workers in particular endure labour rights abuses, in part often exacerbated by their positions as domestic help, living in their employer's home and without access to assistance.

To address these challenges, the Lebanese government has been closely working with the ILO, other UN agencies and various non-governmental organisations (NGOs) to alleviate the hardship of WMDWs in Lebanon. A Steering Committee was set up to develop a national plan of action in 2006. One of the first major achievements of the Committee was the drafting of a unified contract in 2009, which for the first time provides a common set of standards to protect domestic migrant workers. A private decree on monitoring Private Employment Agencies has also been drafted and the Syndicate of the Owners of Recruitment Agencies in Lebanon (SORAL) developed a code of ethics and implementation mechanism to regulate the conduct of its members in line with relevant international labour and human rights standards.

Building on this initial phase – led by the Ministry of Labour (MoL), the Action Programme for Protecting the Rights of Women Migrant Domestic Workers in Lebanon ("PROWD") fits into a long-term intervention planned by the ILO at the regional level. The aim is to improve the situation of WMDWs in Lebanon by ensuring favourable working conditions and a regulated environment that protects their rights. The PROWD project is a continuation of work carried out by the ILO on migrant workers in conjunction with the Lebanese Ministry of Labor over a period of several years.

The protection of migrant workers' rights and the promotion of their equal treatment and opportunity is a principle enshrined in the ILO Constitution. Its Decent Work Agenda requires conditions of freedom, equity, security and human dignity for all men and women workers. Core international labour conventions and standards apply to migrant workers in the same way as they

apply to citizens. The guiding instrument for the ILO in this area is the 2005 Multilateral Framework on Labour Migration which promotes principles and guidelines for a rights based approach to labour migration – albeit a voluntary one.

The ILO has promoted a number of measures to improve the conditions for migrant workers but the most recent and important is Convention 189 on Decent Work for Domestic Workers adopted in June 2011.

With regard to gender, this project directly addresses the situation that women migrant domestic workers face in Lebanon where their positions as domestic workers make them particularly vulnerable. Given the evidence of abuse and trafficking of women in domestic service, this project is relevant and appropriate to address the issues.

## 2.2 Project Logic

The PROWD project's goal is to further improve the situation of women migrant domestic workers in Lebanon. The box below explains the outline logic of the project:

### **Overall objective**

To contribute to enhanced economic integration for women migrants and improved labour migration governance and social dialogue as means to contribute to poverty alleviation through decent work for migrant workers.

### **Specific objective:**

Improved working conditions of women migrant domestic workers in Lebanon.

**Expected Result 1:** Ministry of Labour (MoL) and other key players in a better position to manage coordinate and monitor the working terms and conditions of Women Migrant Domestic Workers

**Expected Result 2:** Increased regional, social partners and public awareness on the situation of WMDW in Lebanon

The original logframe is included here as Appendix 1. The activities to be carried out in order to achieve the indicated Results are considerable – no less than 20 activities are specified in the description of the Action. Similarly, there are 17 Objectively Verifiable Indicators.

## 2.3 Project Arrangements

The PROWD project was initiated by the ILO and gained funding from the European Union (EU) and Swiss Development Cooperation (SDC) – through a joint funding modality. PROWD was approved by the EU in May 2011 and activated on 1 June 2011 for a period of three years and with EU funding totalling €1,483,148. The project received additional funding of \$250,000 from SDC.

The ILO recruited staff to work on the project team and the implementation of the project started in October 2011. The ILO project team is composed of a project coordinator, a research and knowledge sharing officer and an administrative and programming assistant. The project is further integrated within the ILO regional structure and receives technical support from the ILO DWT in Beirut and

The ILO's focus on international migration stems from its constitutional mandate to work on the protection of migrant workers' rights as stipulated in its constitution, which states that one of the Organization's objectives is "the protection of interest of workers when employed in countries other than their own." Another important consideration is the mandate of the ILO over employment and the efficient operation of labour markets, to which migrant labour contributes. The ILO has pioneered international Conventions to guide labour migration policy on the protection of migrant workers, and as the ILO Committee of experts has repeatedly stressed, all ILO Conventions are applicable to migrant workers, regardless of their status. Independent Evaluation of ILO's Strategy for the Protection of Migrant Workers 2001-2007. September 2008.

selected HQ units (TRAVAIL, DECLARATION, etc). Programme and administrative backstopping is provided by the Regional programming unit in Beirut.

A National Steering committee concerned with WMDW was established well before the start of the project but did not prove to be an effective means for guiding the project. A Project Advisory Committee (PAC) was established in later 2012 to assist in directing the project. The PAC however has met only once to date although another meeting is planned soon in to validate the revised logframe and workplan of the project.

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

The evaluation is being carried out to assess the progress of the project being implemented by the ILO at Regional Headquarters in Beirut and to assess whether the stated objectives and outputs are being achieved (see below for greater detail). This mid-term evaluation is required under the Project Cooperation Agreement signed with the EU and is taking place approximately 18 months after implementation began.

The evaluation is the result of an assignment by the ILO Regional Office for the Arab States and was executed under the direction of Mr Jean-Francois Klein, Chief, Regional Programming Services. The evaluator for this assignment is Guy Summers. Desk research for the evaluation was carried out for two days in the latter half of March 2013 and the mission to Lebanon was organised and carried out for nine working days between 2 April and 12 April 2013 inclusive.

A presentation of the key findings was made to the project stakeholders by the evaluator on 12 April 2013.

The purpose of the evaluation is specified in the Evaluation Terms of Reference (TOR) which is included as Appendix 2 and is noted as follows:

- Review the current progress of the project by assessing to what extent the stated objectives and outputs are being achieved.
- Review the efficiency and effectiveness of the project implementation framework and management arrangements.
- Provide recommendations on how to build on the achievements of the project and ensure that it is sustained by the relevant stakeholders.
- Review and provide recommendations regarding the sustainability strategy of the project for the remaining period, and if possible suggest avenues for additional activities.
- Document lessons learned and good practices in order to maximize the experience gained.

The primary clients of the evaluation are the ILO Regional Office for Arab States, the ILO constituents and the donor.

Secondary clients include other project stakeholders – Lebanese government Ministries and other bodies, NGOs, embassies, interest and trade groups including those partners who are helping to implement the project.

This is a mid-term evaluation of the project and so findings and recommendations can be used to make amendments to the project over the course of its remaining implementation.

## 4. Evaluation Methodology

The Evaluation Methodology initially proposed for the evaluation exercise is included as Appendix 3. In conducting this evaluation, the UN Evaluation Norms, Standards, and OECD/DAC Evaluation Quality Standards have been followed. The main elements of the evaluation are noted below and consisted of desk research followed by a mission to Lebanon.

Two research methods were used:

- **Desk review** of documentation. Project documents including drafts, publications and manuals, financial reports and ILO documents related to the issue of Migrant Domestic Workers.
- **Stakeholder Interviews.** A mission of nine working days was carried out by the consultant in Lebanon between the 2<sup>nd</sup> and 12<sup>th</sup> of April 2013 inclusive. The project team were met and a number of key stakeholders were interviewed. Some interviews were conducted on the phone due to the interlocutor's location being in Geneva. Further project and other documentation related to the project were also gathered during this mission.

A list of individuals and organizations interviewed throughout the midterm evaluation is provided at as Appendix 4.

A presentation to stakeholders by the evaluator was made on the final day of the mission providing them with initial findings. The presentation slides are attached to this report under Appendix 5. This is in effect the summary of the meeting and provided an initial opportunity to validate the findings presented.

As wide a range of partners, interlocutors and beneficiaries were met as possible during the mission and as wide a range of views gathered. The main sources of information and data for the evaluation were from the project itself, the funding body, implementation partners and the main clients of the intervention, the Government of Lebanon. There was no opportunity to meet any of the final beneficiaries, i.e. women migrant domestic workers themselves.

The major questions involved during the course of the mission revolved around progress on issues, activities, results and objectives included in the project Logframe. Additional questioning with stakeholders was directed to determine the quality of the partnerships formed, the viability of the actions beyond the project life and the additional measures that should be taken to make the project and related efforts more effective.

The scope of the Evaluation covers all results achieved by the project between June 2011 and March 2013. The evaluation addresses the following standard evaluation criteria:

- Relevance
- Validity of Design
- Efficiency of Resource Use
- Effectiveness
- Impact Orientation and Sustainability

In addition, the evaluation examines the extent to which the project is contributing to Partnerships, documents Lessons Learned and Good Practice and assesses the degree to which the project will achieve policy change during the project timeframe.

## 5. Main Findings

The Main Findings of this evaluation exercise are organised according to the criteria noted in the Evaluation Scope section above, namely:

- Relevance
- Validity of Design
- Efficiency of Resource Use
- Effectiveness
- Impact Orientation and Sustainability

### 5.1 Relevance

The PROWD project follows on work carried out by the ILO in Lebanon during which limited progress was achieved in furthering the rights of migrant workers. In January of 2006 the Government of Lebanon created a National Steering Committee on WMDW under the auspices of the Ministry of Labour. The Committee was designed to be a participatory and policy oriented platform. The ILO in conjunction with other international agencies and national bodies organised capacity and awareness building activities to support the National Committee in the years that followed.

As noted in the box below, the ILO has a historical mandate in its work on labour migration and is thus well placed to implement a project such as PROWD.

The ILO has a historical mandate and legitimacy to work on labour migration and a strong comparative advantage in terms of its focus on labour rights and labour issues. There has traditionally been reticence on the part of some governments to ILO working on these aspects. Migration is a highly sensitive domestic issue and ILO, like other inter-governmental bodies, faces a challenging task in navigating a course through competing political interests in order to safeguard the protection of migrant workers. Nonetheless, the organization's political organs have given it a renewed authority and licence to focus on migration with the 2004 ILC and follow-up Plan of Action and Multilateral framework. This has been followed through by more funds for technical cooperation. The issue of migration has taken an important status on the global agenda in recent years as migratory flows have increased. Many international organizations have sought to carve a niche for themselves. Despite the fact that migration is an increasingly crowded arena, the ILO nevertheless retains a unique position and expertise which is not matched by any other agency. The external needs, the attitude of key constituents (member states, workers and employers groups), the limited mandate and expertise of other international actors, all point to ILO continuing to be a key actor. *Independent Evaluation of ILO's Strategy for the Protection of Migrant Workers 2001-2007*. September 2008

The project with its focus on promoting enhanced economic integration and improved governance for labour migration is directly relevant to the ILO's Multilateral Framework principles and the principles and objectives of **Convention 189 Decent Work for Domestic Workers** (2011) and the accompanying Recommendations. It is also consistent with a considerable body of work carried out by the ILO on general labour issues and more specific initiatives related to migrant workers.



A Regional ILO project has recently been designed and soon will be implemented in selected countries of the Arab States region that addresses similar issues to PROWD. *Regional Advocacy Strategy on ILO's Domestic Workers Convention 189 in the Arab States* is the name of the project and it aims to promote decent work for domestic workers through support to legislative change and governance reforms. Through this project, the ILO's Regional Office for Arab States (ROAS) intends to "spearhead" advocacy work in the Middle East with special regard to the lack of labour law covering domestic work which is commonplace in the region. The project will complement the PROWD project in Lebanon and will focus on five other countries – Bahrain, Jordan, Kingdom of Saudi Arabia, Kuwait and Oman.

A very recent ILO conference and publication on human trafficking – *Tricked and Trapped, Human Trafficking in the Middle East*, April 2013 – examines the situation of domestic work in four countries in the region (Lebanon, Kuwait, Jordan and the United Arab Emirates (UAE)). The experience of domestic workers is documented and problems identified, legal responses are also examined and the way forward suggested. The document provides considerable weight to the validity of the issue of domestic worker rights in Lebanon.

## 5.2 Validity of Design

The project is a Cooperation arrangement financed by the European Union with additional funding from Swiss Development Cooperation (SDC). The EU funding amounts to €1,483,148 with a contribution of \$250,000 from SDC.

Discussions with ILO staff during the mission revealed that the design of the PROWD project took place over several years – it was reportedly four years in development until the project was eventually approved in mid-2011. After approval of the project by the EU in June 2011, the implementation began with the recruitment of project staff in October 2011.

Although some project identification tools may have been used during the project design stage, there is no indication that a problem tree or stakeholder analysis or other techniques were used.

The overall structure of the project is straight forward and has the approach described in the box below:

PROWD builds on a three-pronged approach to effect the desired change:

- (a) Revising laws that may apply to domestic workers in order to bring them further in line with international labour standards
- (b) Building the capacity of stakeholders so that they are in a better position to monitor the working terms and conditions of WMDWs
- (c) Raising the awareness of domestic workers and of the Lebanese public to the rights and obligations of domestic workers

Source: PROWD Factsheet, Regional Tripartite Conference on ILO Convention No.

The expected implementation modalities are described in considerable detail in the *Description of the Action* document. A detailed Logframe (ten pages in small font) was also provided. The

*Description* provides information on specific numbers of expected beneficiaries in 14 separate categories. There are no less than 17 Objectively Verifiable Indicators (OVIs) for the two Expected Results. A detailed description of 20 activities related to the achievement of the Expected Results was also documented in the *Description* document.

Although the project's logic seems straight forward and the intervention logic is coherent (clear hierarchy of objectives, results and activities with clear links between each result and the correspondent activities); however, it is difficult to assess the chosen strategy/ "theory behind change" due to the lack of the problem and objectives trees (which establishes the casual links of the intervention logic in the first place).

The identified risks and assumptions are rather general and have not been revised during implementation. The design of the intervention assumed commitment from the Lebanese government, MoL and other key stakeholders, which remain valid during implementation. However, the fundamental governmental and political shifts taking place in the environment of the project during implementation have not been addressed. This can be risky for a project addressing macro (policy) and meso (institutional) changes in a complex environment.

The assessment of the project OVIs is based on the principles of the logical framework approach methodology. They should be formulated in response to the question "How would we know whether or not what has been planned is actually happening or happened? How do we verify success?" OVIs should be measurable in a consistent way and at an acceptable cost.

The 17 OVIs specified for the project are not all SMART (**S**pecific, **M**easurable, **A**vailable, **R**elevant, **T**ime-bound) (e.g. Number of new services provided for migrant workers). In other instances, they do not describe the measurable consequence of activity implemented but rather summarise what is stated at the activity level (e.g. Number of operational research initiatives promoted or carried out; Number of relevant governmental institutions trained; Number of awareness raising tools disseminated; Number of institutions reached through the awareness raising program). Although this is understandable at early stages of identification and formulation of the programme, they should have been specified in greater detail during implementation (normally at the inception phase). This was never done, which hinders them being used as a tool to assess the project's achievements and makes them difficult to be tracked.

Monitoring and Evaluation procedures were outlined in considerable detail in the Description with the following specifics:

- A Results Based Monitoring and Evaluation system to be established
- An Inception Report with comprehensive work plan and suggested changes to activities to be prepared
- Regular quarterly narrative reports on activities and progress to be prepared
- Field reports from ILO technical staff and project consultants to document progress, findings and lessons learned
- Mid-term evaluation report to be prepared
- Final evaluation to be carried out.

Many of these monitoring and evaluation instruments were never implemented.

### 5.3 Efficiency of Resource Use

The initial implementation of the project followed recruitment of project staff which was in October 2011, approximately four months after the Agreement was signed by the EU. The following period was one where the project team had to reassess the situation and took longer than anticipated. No Inception Report was prepared although the project team updated knowledge with a mapping of services exercise. This was followed by the several month absence of the Project Coordinator due to maternity leave. The result of all of this was that the first year of project implementation was slower than expected.

The budget figures submitted to the EU for the period up to 30 September 2012 reveals a relatively slow rate of expenditure. Of the initial €462,218.00 provided by the EU, only €347,481 had been spent in total during the first year of implementation. Of that, €136,415 (approximately 39% of the total) had been spent on Activities, of which the Workers' Guide comprised approximately €83,000. Consultants represented approximately €27,000 of the Activities sub-total and legal consultants represented a mere €5,500 of this figure (although additional spending on this may have been drawn from SDC funding).

As of April 2013, expenditure continued to be relatively modest. One of the reasons for this is that the Addendum to the Cooperation Agreement was anticipated but has not yet been approved by the EU authorities. This Addendum covered budget revisions including expenditure allocations for newly planned activities and thus they have been delayed until confirmation has been formalised.

In general, there has been no problem carrying out project activities – with the exception of those activities awaiting approval in the Addendum and revised budget. Resources appear to have been used effectively and the approval process for expenditure is rigorous. The rate of carrying out activities has been low although that is expected to increase once approval of the Addendum is granted.

During the interviews with project stakeholders, there were positive comments on the activities carried out by PROWD. Clearly the project team has learned considerably from its experience so far and is adapting the content, form and media used in its activity plans for the future.

The level of detail in the project budget that was devised before the project started was reportedly a problem for effective implementation as it prevented the project from spending according to need. It is believed that the revised budget in the Addendum should be more simple and easier to use as a management document.

### 5.4 Effectiveness

#### 5.4.1 Review of Project Implementation

The project has carried out a number of events and there is some comment on them in the box below which is copied from a PROWD Factsheet from October 2012. This gives some flavour of the activities and accomplishments of the project.

In general however, project progress is measured against the logframe matrix and an assessment is provided below:

**Activities:**

There are approximately 34 activities and sub-activities noted in the revised (awaiting final approval by the EU) Logframe matrix. Of these, only three have reportedly been completed, 18 have not yet started or are pending budget approval and 13 have been started or are on-going. This would suggest that a considerable body of work is still to be completed – with only 14 months remaining out of a 36 month contractual period.

**Objectively Verifiable Indicators (OVIs)**

The OVIs in the Logframe were not changed after implementation began and in general would not be considered to be “SMART” (Specific, Measureable, Available, Relevant and Time-bound). Consequently it is difficult for monitors or evaluators to measure progress against planned interventions.

There are 17 OVIs for the achievement of Expected Results mentioned in the project Logframe. The project team reports that there has been progress on some and the achievements are measurable against the OVI. These include the legal drafting work and the adoption of the Code of Conduct by the Recruitment Agencies – both of which are important milestones. However, in other instances, the OVIs are not useable given their poor phrasing or the lack of baseline data – so any measurement of improvements is impossible. About six of the OVIs are not at all verifiable.

The OVIs for the achievement of the Specific Objective are fewer and progress reported by the project so far would suggest at least one is partly achieved (Code of Conduct for recruitment agencies drafted and adopted). The policy related indicators have not yet been met even if some progress to results in this area was achieved. The nature of some of the OVIs (e.g. “Percentage of complaints...”) suggests they are not all useable given the lack of background or benchmarking data.

**WHAT HAS BEEN IMPLEMENTED?**

(PROWD) has launched a number of activities with relevant stakeholders to improve the working terms and conditions of women migrant domestic workers in Lebanon. For example, a draft standard unified contract was developed by the Ministry of Labour with ILO’s assistance, to ensure better working terms and conditions for domestic workers. The draft contract was discussed during a tripartite roundtable. The Ministry of Labour is reviewing the final version. The conditions and procedures for acquiring work and residence permits for women migrant domestic workers, changing employers, and inspecting households were revised by ILO upon the request of the Ministry of Labour. A code of conduct for private placement agencies was developed by the Syndicate of the Owners of Recruitment Agencies in Lebanon (SORAL), with ILO’s assistance. Workshops for media and communication specialists were convened to widen and improve reporting on working and living conditions of women migrant domestic workers. Series of short stories for children, titled “Adam round the Globe” were published to introduce Lebanese children to the culture of migrant domestic workers.

Source: PROWD Factsheet, Regional Tripartite Conference on ILO Convention No. 189, October

#### 5.4.2 Effectiveness of Management Arrangements

The project started several months after the Cooperation Agreement for the project was signed with the EU. The first few months of implementation were challenging for the project team which needed to quickly get “up to speed” on a variety of issues, systems and processes. During the first year of implementation, the Project Coordinator was absent for several months – during which time a replacement was put in place – albeit with a restricted mandate. Progress during the first year was consequently slowed although by the end of the year, project activities had picked up pace.

As previously noted, the project *Description* document is very detailed and was already partly out of date by the time the project started. The logframe and document itself were not updated within the form of an Inception report and were only belatedly addressed. The process for the Addendum to the Agreement was first initiated in September/October 2012 but the drafting process was slow and the request for Addendum to the Agreement was only submitted to the EU in early March 2013. This demonstrates an unusual and unfortunate delay and has delayed implementation of newly included project activities pending budget approval.

The Government of Lebanon had initiated a National Steering Committee (NSC) in 2006 although it has not been a consistently effective instrument to guide the project or provide support through advocacy or in promoting the PROWD agenda. Given the difficulties in getting the NSC to provide the needed support, the project decided to establish a Project Advisory Committee (PAC) to assist and it is hoped that this will provide the necessary direction and guidance. To date only one meeting of the PAC has been held although the next one is expected to take place soon. The planned meeting will address the new workplan and will validate that and the revised project Logframe.

#### 5.4.3 Project Effectiveness

The project has an ambitious set of objectives and is operating in a less than ideal environment. Political challenges exist and the context in which the project is operating is challenging. Considerable change in public awareness of the migrant domestic worker issue has been noted in the past several years, in part due to the project and in part due to the issue being more widely and internationally publicised. It has also been linked to human trafficking issues and campaigns which have assisted in the issue being discussed more widely. However, in Lebanon and in other countries, the issue is politically complicated and has little support from a wider political constituency. There are a number of vested interests who have little or no desire to see positive change take place. In addition, amongst the public, the middle classes have most to lose from wholesale reform of the system for domestic workers in Lebanon. Nevertheless, the image of the country depends on changing the status quo and this is at least partly recognised.

Further to the comments in the section above, it is apparent from the success of more recent activities that the project is making progress and the pace of activity carried out and planned has quickened since the rather slow start. The remaining period of 14 months of project implementation will need to demonstrate quick action if the planned objectives of the project are realised. The quality of the outputs so far has not been questioned by stakeholders.

The project has recently put more emphasis on the public awareness component, with less weight directed to the purely policy related activities. The policy component is the area which is most challenging and where outputs have been only partly successful in working towards the project objectives. The absence of a supporting political environment has already been noted which explains the situation to a large degree. It is a delicate political situation and one which needs to be addressed appropriately.

Comments from stakeholders during the evaluation interviews would suggest that most view the ILO as the body most able to advocate on the issue. The advocacy approach is indeed the one designed in the regional project to support the Convention on Domestic Workers C189. Greater emphasis on advocacy may be difficult and could benefit from a greater degree of teamwork by the stakeholders with a united and consistent approach.

The project team has adapted the project content to the realities but a more creative approach to addressing issues could also be beneficial. Alternative approaches to the policy efforts may also be identified or consideration given to using different means for consensus building – e.g. by creating task forces or working groups on specific issues. This could result in more collective capacity to focus on what are identified as key success factors for the project and the movement in general.

### **Risks and Assumptions**

The risks and assumptions related to the project were not revised from the original Logframe and were rather general. These have not been revised in the most recent version. It is evident that governmental change and the political circumstances surrounding the project have not fostered a positive situation for project implementation. A more vigorous examination of the risks and assumptions surrounding the project at the beginning may have also identified different potential paths of action and assisted the project in mitigating against the negative effects.

### **Multiplier Effects**

“The combination of action-oriented research, technical advisory services, institutional capacity building, awareness raising and further engagement in policy dialogue will catalyse change for better protection of WMDs in Lebanon”. (from *Description of the Action document*). The document goes on to note that the good practices and lessons learned from the initiative will feed into the design of targeted assistance for future labour migration initiatives for the region.

A recent project with a regional focus has gained funding and is expected to start in May 2013. This project is “Regional Advocacy Strategy on ILOs Domestic Workers Convention No 189 in the Arab States”. It is important that good practices and lessons learned from both projects are mutually shared and disseminated more widely.

### **Partnerships**

One of the key benefits of the project has been the ability to draw various and many stakeholders together with concerns in the migrant domestic worker field. This was initially through the National Steering Committee and latterly through the creation of a Project Advisory Committee. Much of the partnership building however has come through day to day working on issues, through workshops and taskforces. All of these have helped to build trust and make progress on forming consensus on issues of concern.

Stakeholders were very positive in their comments during interviews about the project and its ability to create partnerships. This is clearly a valued contribution to the situation in Lebanon but one which could clearly also be strengthened. Stakeholders expressed a desire for greater communication and sharing of experience etc. and the ILO's project is probably the most appropriate and current means for this to happen.

The original project document mentions NGOs working in the field of migrant domestic workers and the project has considerably strengthened its contact and collaboration with this group of NGOs. The project team has recognised that with their experience, contacts and ability to work at grassroots level, the NGOs have a complementary position to the ILO. Similarly, stakeholder interviews during the mission revealed that NGOs largely believed that the ILO was an important partner for them and held a unique position vis-à-vis the issue of migrant domestic workers. Links with selected NGOs are likely to be strengthened in future through contracting NGOs in cases to implement activities where their expertise or contacts are valuable.

The aims of the project have limited appeal or support from the public and the political establishment. Consequently, greater impact from activities can be derived from coordination, cooperation and collaboration by stakeholders in order to maximise benefits derived from their efforts and thus create synergy.

#### **Worker and Employer Involvement**

The project has actively sought out support and contributions by organised labour and the activities carried out and planned with the FENASOL organisation demonstrate that. Similarly, the work with the Recruitment Agency body, SORAL is a very positive and necessary step in furthering the normative agenda of the ILO.

#### **Monitoring and Evaluation**

For the most part, the project has not followed the guidelines established in the *Description of the Action* document related to monitoring and evaluation. No Inception report was produced, nor have quarterly progress reports been drafted and submitted. This notable omission has meant that timely corrections of direction, action, emphasis etc. have not been able to be directed by the key stakeholders including the donor. Field reports which were anticipated in the original project description have not been produced to date. Their introduction in future could be useful in monitoring progress in specific aspects of the project and in providing feedback and guidance to future project activities.

### **5.5 Impact orientation and sustainability**

As already noted, the project has had a slow start in a challenging environment and so contribution to results is not yet widely apparent. Nevertheless, stakeholders recognise that there has been progress on at least one aspect of the project – awareness building. The success of the efforts on the more enduring component – namely policy development and adoption – is less evident. Draft legal documents have been produced and distributed to the government but the political changes have made progress on their adoption or implementation problematic. Nevertheless, the relationship between the project and the Ministry of Labour appears to be a productive and constructive one and will strengthen further over the remaining project period. However, further thought may be directed

to identifying how the project can strengthen the results from its policy related efforts. It is notable that the newly establishing Regional Project to support Convention 189 is based on advocacy efforts. Certainly the PROWD project should maintain links to the new project in order to share good practice and lessons learned.

PROWD has developed strong links to government and other institutions but further efforts are likely to be needed if the progress achieved so far is to be anchored in these institutions. The ability of the project to cement the policy in some way will be crucial to the sustainability of the Action.

At the moment, the greater efforts directed to awareness building component are yielding benefits – but again the project will need to ensure that there are durable networks of concerned organisations in place by project end, that consensus building tools are in use and that efforts are concentrated by stakeholders towards capitalising on gains already made.

There is not yet a developed or documented exit strategy for the project but this will need to be addressed in the coming months.

## 6. Conclusions

Criteria	Assessment	Conclusions
<b>Relevance</b>	➤ The relevance of the project to ILO's mandate and experience is clear and it is evident that the project addresses needs expressed by the Government of Lebanon and is coherent with their objectives.	The project remains appropriate and timely.
<b>Validity of Design</b>	<ul style="list-style-type: none"> <li>➤ Given the considerable elapsed time in the design and approval processes for the project, it is reasonable to expect that the priorities and situation for the project would also change necessitating potential amendment to the content and methods used in implementation.</li> <li>➤ The <i>Description</i> specifies that an Inception Report be prepared and submitted that would validate the up to date situation at project start. This was not carried out.</li> <li>➤ The original Logframe is a lengthy document that was not updated to reflect realities on the ground when the project started. It is overly lengthy which makes it of less use as a project management tool and is only now in the process of being altered. It also</li> </ul>	Whilst the aim and spirit of the original project document is laudable, the level of detail provided is not always realistic (e.g. detailed numbers of 14 groups of target beneficiaries) and has become a hindrance to implementation. It has not been possible for the logframe to be used effectively as a management tool. This combined with the lack of attention to the monitoring and evaluation modalities originally specified have resulted in challenges for the project team's initial period of implementation.



Criteria	Assessment	Conclusions
	<p>includes many OVIs which are difficult to measure and/or validate.</p> <ul style="list-style-type: none"> <li>➤ The <i>Description of the Action document</i> calls for regular quarterly narrative reports on activities and progress. This requirement has not been fulfilled to date.</li> <li>➤ Similarly, the field reports from technical staff and consultants described in the project documents have apparently not been drafted.</li> </ul>	<p>A more rigorous approach to management tools including the Logframe approach at the beginning of the project would have eased implementation.</p>
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>➤ The project will need to considerably speed up its ability to carry out activities if the project is to perform efficiently and effectively. This acceleration in the implementation of activities is currently being planned and will include greater implementation of activities using contracts with NGOs.</li> <li>➤ Any variations to budget plans should be anticipated as much in advance as possible and permission requested promptly in order to avoid any future delays to implementation.</li> </ul>	<p>The project is picking up pace after a slow start. Given the current rate of expenditure, it is likely that there will be funds remaining when the project is scheduled to end in May 2014.</p> <p>Contracting out activities with NGOs should facilitate greater sharing amongst stakeholders and provide opportunities to maximize “returns”.</p>
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>➤ A slow start to the project but the activity execution rate has and will accelerate upon approval of the new workplan and budget. The remaining project period will be a busy one and attention will be needed to ensure that all activities are timely and that potential delays or constraints are identified as early as possible.</li> <li>➤ Regular PAC meetings may be helpful for several reasons including validation of the project’s plans of action, assisting in building consensus on WMDW issues and promoting collaboration in order to achieve synergy in actions. Building consensus at this level will also make the partners stronger in any advocacy efforts they implement.</li> <li>➤ The project addresses difficult issues in an uncertain and dynamic political environment. Support for the project and the core issues is patchy and there consensus amongst key stakeholders varies</li> </ul>	<p>The absence of support to the project through a strategic body such as the NSC has been a hindrance to planning and implementation. Greater use of the PAC could provide the needed direction, support that the project needs as well as cementing the partnership approach that has been followed.</p> <p>A quick assessment of how the project can make further progress on policy work may be advised, especially in conjunction with the PAC.</p> <p>The project should follow the reporting guidelines as laid out in the Project Cooperation document which will aid communication with major stakeholders and</p>

Criteria	Assessment	Conclusions
	<p>according to the specific issue.</p> <ul style="list-style-type: none"> <li>➤ Progress is being made and outputs so far have been acceptable. Emphasis by the project has veered to the awareness building at the cost of the policy work and that may impact on the ability of the project to reach its wider objectives</li> <li>➤ Risks and assumptions for the project were not developed after the project started. Means for mitigating against the constraints would be more easily done if risks and assumptions were better understood from the beginning.</li> <li>➤ The project's success in building partnerships amongst stakeholders with widely varying positions and agendas is notable. The comment from stakeholders was generally that they would appreciate even more communication with the project.</li> <li>➤ The monitoring and evaluation responsibilities of the project have been lacking and their adherence would make it easier for major stakeholders to ensure the project is on track to achieving its objectives.</li> </ul>	<p>ensure that a time-bound workplan is fulfilled.</p>
<b>Impact &amp; Sustainability</b>	<ul style="list-style-type: none"> <li>➤ The project operates in a difficult environment in which to pursue the policy component of the project.</li> <li>➤ When it is developed, the exit strategy for the project may help to identify project components or activities that could be strengthened in order to maximize longer term sustainability.</li> </ul>	<p>Consideration could be given to introducing more advocacy effort in order to strengthen potential impact and ensure greater sustainability. PROWD will need to liaise with the Regional project being launched in order to maximize joint gains.</p> <p>Development of an exit strategy would be a useful exercise and could help in identifying means for increasing sustainability.</p>

## 7. Recommendations and Lessons Learned

### Recommendations

The following recommendations follow on from the findings described above and are as follows:

<b>Recommendation 1:</b>	The project should, in conjunction with the Project Advisory Committee quickly review its actions and strategy specifically regarding policy development and assess whether there are other means or approaches that could lead to greater success.	<i>Progress in the policy area would provide a substantial contribution to the achievement of the project's objectives and lead to greater sustainability.</i>  <b>Addressed To: Project Staff – High Priority – No resources required</b>
<b>Recommendation 2:</b>	The project should consider the possibility of holding more frequent meetings of the PAC as it could be an appropriate forum in which to build consensus, share tasks, experience and skills and build a stronger front from which to advocate on the WMDW issues.	<i>The project deals with sensitive issues in a challenging environment. Substantial progress is likely to happen with a critical mass of support and in concert with other stakeholders.</i>  <b>Addressed To: Project Staff – High Priority – No resources required</b>
<b>Recommendation 3:</b>	It is recommended that the project strengthen the stakeholder network in which it operates by creating more and better communication including consideration of the creation of teams of stakeholders in task forces or working groups.	<i>The project's long term success will depend to a considerable degree on the ability to create partnerships and networks that devise new and improved means for carrying out activities and achieving tangible results. The networks future work could contribute to the benefits of the project being sustainable over the longer term.</i>  <b>Addressed To: Project Staff – Medium Priority – No resources required</b>
<b>Recommendation 4:</b>	The project should consider following the monitoring and evaluation measure outlined in the original project document – including quarterly reporting and technical field reporting.	<i>Timely planning and reporting by the project would ensure that stakeholders are informed and able to be supportive of activities and priorities.</i>  <b>Addressed To: Project Staff – High Priority – No resources required</b>

## Lessons Learned

It is still at too early a stage of the project implementation to identify Lessons Learned in detail. However, the project has already been documenting lessons learned in preliminary form. They are outlined below and are preceded by a Foreword written by the project.

*“At this stage, the lessons learned documented are in a preliminary form; they are deduced based on observation by the project team while planning/conducting/evaluating activities. This will be an ongoing process until more lessons learned are gathered, then revised and presented in a report.”*

#### **A) Policy making**

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- 5) Presenting the vision and the context prior discussion of policy drafts with national stakeholders (In order to create a conducive environment about a strategy and not fragmented policy documents, it also increases potential for ownership by other stakeholders).
- 6) Increased engagement at different levels of decision making within the MOL (which will enhance the ownership, sustainability, and accountability of MOL, while taking into account political instability).
- 7) Creativity in exploring different avenues for social dialogue consultation to ensure in-depth and satisfactory participation (Since it proved that the formal way of approaching policy is not leading to concrete results).
- 8) Policy initiatives should be accompanied by advocacy strategies to build momentum towards adoption

#### **B) Coordination**

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- 4) Establish various communication tactics to engage with the large pool of stakeholders
- 5) Adopt a timely approach and consistency in coordinating with stakeholders
- 6) Increase knowledge sharing (for instance by sharing material produced by the ILO outside the scope of the project-but relevant to the context of MDWs).

#### **C) Research**

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- 6) Take into account time to be invested by project staff in the conceptualization stages of research (Due to Lack of policy oriented specialized resource persons on MDW issues)
- 7) Ensure proper allocation of budget in the original design of the project relevant to the expected output (research budget was underestimated relative to the research needs and to research dissemination)
- 8) Ensure research output is linked to clear outcomes (Misconception of the role of research in informing project interventions in Lebanon. Research is sometimes viewed as mere report-production, while dismissing other consultative and consensus-generating research methodologies.)
- 9) Balancing the need to protect domestic workers in the research process and the visibility needs of the project (MDW being an at-risk population).
- 10) Engage stakeholders since the design phase of a research, and seek coordination with the same person with approval from their decision maker (Example for the mapping report, the research validation process fell short from ensure the credibility of the research findings for some. A limited number of institutions dismissed the findings in spite of existing written record of the validation.)

#### **D) Awareness Raising**

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- 3) Creativity and user friendliness in develop tools (to increase chances of engage target groups who might not be interested in the subject)

- 4) Ensure awareness material are compatible with needs and capacities of beneficiaries (for instance are targeted MDWs literate to read material about their rights)

**E) Sustainability and Ownership**

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- 3) Increase effort on coordination and information sharing using different approaches (for example the participatory newsletter planned which will involve more stakeholders, and will be designed in a way that allows MOL to take the lead)
- 4) Invite stakeholders to implement some of the project activities linking them to their own initiatives

**Appendix 1– Evaluation ToR**

**Appendix 2– Evaluation Methodology**

**Appendix 3– Project Logframe**

**Appendix 4– Evaluation Presentation to Stakeholders**

**Appendix 5– List of people met**

**Appendix 6 – List of Publications Cited**

## **Appendix 6– List of publications cited**

- PROWD, Description of the Action, ILO
- ILO's Multilateral Framework on Labour Migration
- Convention 189 Decent Work for Domestic Workers (2011)
- Working with Migrant Domestic Workers in Lebanon (1980 -2012): A mapping of NGO Services, Marie-José Tayah, ILO
- Tricked and Trapped, Human Trafficking in the Middle East, April 2013, ILO
- PROWD Factsheet, Regional Tripartite Conference on ILO Convention No. 189, October 2012.