
**INDEPENDENT FINAL EVALUATION OF
PROMOTE
DECENT WORK FOR DOMESTIC
WORKERS TO END CHILD DOMESTIC WORK**

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This report describes in detail the final evaluation of the PROMOTE project that was conducted between June 5 and September 29, 2017. Ruth Bowen and Mei Zegers, international independent co-evaluators, and George Sirait, national evaluator, conducted the evaluation in collaboration with the project team and stakeholders and prepared the evaluation report according to the terms in the respective contracts with the United States Department of Labor and the International Labour Organization.

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Note:

This joint collaborative independent evaluation has been conducted according to USDOL and ILO's evaluation policies and procedures. It represents the view of the joint independent evaluation and not necessarily the views of USDOL or ILO. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office and the USDOL. The joint evaluation report exists in two formatted versions, identical in content, but formatted to meet the formal requirements of USDOL and ILO.

Funding for this evaluation was provided by the United States Department of Labor. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

LIST OF ACRONYMS

ACTRAV	ILO Bureau for Workers' Activities
AJI	The Alliance of Independent Journalists Indonesia (Aliansi Jurnalis Independen)
AP	Action Program
APINDO	Indonesian Employer's Association (Asosiasi Pengusaha Indonesia)
APPSI	Association of Indonesian Domestic Worker Suppliers
AP	Action Program
APWLD	Asia Pacific Forum on Women, Law and Development
ASEAN	Association of South East Asian Nations
ASI	Anti-Slavery International
CDW	Child Domestic Worker
(C)DW	Child and adult Domestic Workers
CMEP	Comprehensive Monitoring and Evaluation Plan
CL	Child Labor
COC	Code of Conduct
CTA	Chief Technical Advisor
DW	Domestic Worker
DWO	Domestic Worker Organization
FPMP	Forum Pemerhati Masalah Perempuan (Forum Concerning Women's Problems)
GOI	Government of Indonesia
ICT	Information Communication Technology
IDWF	International Domestic Workers Federation
ILAB	International Labor Affairs Bureau
ILC	International Labour Conference
ILO	International Labour Organization
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch
IO	Immediate Objective
IPEC	International Program on the Elimination of Child Labour
JALA PRT	National Network for Domestic Workers Advocacy in Indonesia (Jaringan Nasional Advokasi Perlindungan Pekerja Rumah Tangga)
JARAK	Network of Indonesian Child Labor NGOs (Jaringan LSM Penanggulangan Pekerja Anak)
KAB	Knowledge Attitude and Behavior
KAPPRTBM	Action Committee for Protection of Domestic Workers and Migrant Workers (Komite Aksi Perlindungan Pekerja Rumah Tangga & Buruh Migran)
KOWANI	Kongres Wanita Indonesia
KSBSI	Indonesian Prosperity Trade Union Confederation (Konfederasi Serikat Buruh Sejahtera Indonesia)
KSPI	Indonesian Trade Union Confederation (Konfederasi Serikat Pekerja Indonesia)

KSPSI	All Indonesian Workers Union Confederation (Konfederasi Serikat Pekerja Seluruh Indonesia)
M&E	Monitoring and Evaluation
MOE	Ministry of Education
MOM	Ministry of Manpower
MOWECP	Ministry for Women's Empowerment and Child Protection
NAP	National Action Plan
NGO	Nongovernmental Organization
NIBA	Federasi Serikat Pekerja Niaga, Jasa, Bank, dan Asuransi (Financial Institutions Trade Union Federation)
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
OSH	Occupational Safety and Health
PAC	Project Advisory Committee
PKK	Pembinaan Kesejahteraan Keluarga (Family Welfare Development Program)
RT	Rukun Tetangga - neighborhood level within RW
RW	Rukun Warga - community level of administration
RUU PPRT	Rancangan Undang-undang Perlindungan Pekerja Rumah Tangga (Bill on Domestic Workers Protection)
SGA	Solicitation for Grant Applications
SKKNI	Indonesia National Work Competence Standard
TOT	Training of Trainers
TPR	Technical Progress Report
USDOL	U.S. Department of Labor
WFCL	Worst Forms of Child Labor
YKH	Kampung Halaman Foundation (Yahasan Kampung Halaman)
YPSI	Yayasan Pemerhati Sosial Indonesia

EXECUTIVE SUMMARY

In December 2012, the United States Department of Labor (USDOL) and the International Labour Organization (ILO) signed a 3.5-year Cooperative Agreement providing US \$4,999,470 to the ILO to support implementation of PROMOTE: Decent Work for Domestic Workers to End Child Domestic Work, operating in Indonesia and at regional level. Due to a delayed start-up, the project received two no-cost extensions, extending the project to September 30, 2017.

In Indonesia as well as in other countries in South East Asia, domestic workers commonly lack the status of “workers” and are not protected by labor law or social security provisions. In 2012, ILO estimated that 2.6 million women and children were engaged in domestic work. In Indonesia, many of whom were vulnerable to exploitation. The ILO Convention 189, adopted by the International Labour Conference of 2011, calls for ratifying countries to extend key labor protection to domestic workers. In this context, PROMOTE aims to *reduce child domestic work (CDW) significantly by building institutional capacities of domestic workers organizations to promote decent work for domestic workers effectively.*

The PROMOTE project design consists of the following seven outcomes or immediate objectives (IOs):

- 1) Strengthened capacity of domestic worker organizations (DWOs) to more effectively address child domestic work (CDW) and promote decent work for DW in Indonesia.
- 2) Innovative partnerships with business and civil society entities built to reduce the prevalence of CDWs and promote decent work for DW in Indonesia.
- 3) Systems to transfer knowledge and practical tools on the promotion of Decent Work for DW as a vehicle for reducing CDWs exist in Indonesia and other countries in Asia.
- 4) Regional alliances become catalysts for far reaching change in perceptions and action against CDW and recognition of decent work for DW.
- 5) Domestic workers (DW) including CDWs linked to a communication system enabling them to have ready access to information and support services.
- 6) An enhanced knowledge base to PROMOTE decent work for DW and reduce CDW.
- 7) Robust and accessible knowledge sharing systems on CDW and the promotion of decent work for DW in place to improve transparency and accountability.

PROMOTE works in Indonesia and also incorporates an Asia regional strategy. In Indonesia the project partners with three strategic domestic worker organization (DWO) networks to implement activities through their member organizations. The project intends to build the capacity of the DWO networks to promote decent work for domestic workers (DW) in line with ILO Conventions 189, 138 and 182. PROMOTE also partners with a range of private sector, trade union and civil society groups. PROMOTE activities are implemented at national level and in four provinces where the DWOs have an operational presence: Greater Jakarta, East Java, Lampung and South Sulawesi.

At the regional level PROMOTE works with the International Domestic Workers Federation (IDWF) and the ILO’s Bureau for Workers’ Activities (ACTRAV). The regional strategy

focuses on building the capacity of IDWF to promote capacity building and knowledge sharing among regional and global DWOs. Also at regional level PROMOTE collaborates with ACTRAV to conduct regional workshops intended to build regional alliances within the trade union movement to expand outreach to the informal sector.

The purpose of the final evaluation of PROMOTE is to provide USDOL and the ILO with an independent assessment of the performance of the project, to document learning and good practices and make recommendations toward enhancing sustainability and improving future development efforts. The evaluation team conducted the fieldwork in Indonesia from July 17 to July 31, 2017. The fieldwork culminated in a workshop held with key stakeholders in Jakarta on July 31, where the preliminary findings of the evaluation were presented and discussed.

Findings and Conclusions

The findings and conclusions address the specific questions listed in the evaluation terms of reference and are presented according to the major evaluation themes of project design validity, relevance to stakeholders, progress and effectiveness, sustainability, and management effectiveness and efficiency of resource use.

Project design

PROMOTE's analysis of the barriers to decent work for domestic workers in Indonesia was valid, and the strategy of working through domestic workers to empower them to improve their working conditions was sound. However, the specific causes of child domestic labor in Indonesia could have been given greater attention, and the design could have placed a higher priority on specific strategies to reduce child domestic labor.

PROMOTE's wide range of DWO, trade union and other civil society partners enabled a wide range of relevant interventions towards the common cause of promoting decent work for domestic workers. Nevertheless, the designed strategies did not include sufficient role for the government stakeholders and employers' organizations, partly resulting from the components required of the project in the USDOL solicitation for grant applications (SGA).

The project's immediate objectives reflected the components of the SGA, but their formulation did not provide a clear framework of results based on the United Nations Results Based Management framework and guidance for project design.¹ The complexity of the immediate objectives and sub-objectives led to challenges in capturing key results, particularly at the outcome level. The design could have been improved based on a review of the theory of change and the formulation of the outputs and outcomes during the inception phase.

Relevance to stakeholders

PROMOTE is generally relevant to the situation of domestic workers in Indonesia and the region. The Indonesian and Asia regional implementing partners were generally positive about the relevance of the project to their goals, and were well engaged in PROMOTE's planning and implementation.

Regarding relevance to key government stakeholders, the Ministry of Manpower (MOM) did not initially provide unreserved support for the project's strategy of working through DWOs to

¹ United Nations Development Program (2011) Results Based Management Handbook, October 2011. Page 17.

achieve a reduction in child labor. The evaluators concluded that a more tri-partite (plus) approach could have been developed from the outset to more effectively engage the participation of government. However, the project successfully won the support of local government, particularly at district level, to the need for local regulation as well as national law on the protection of domestic workers' rights and provision of vocational skills training.

Progress and effectiveness

Overall progress: With the benefit of two no-cost extensions, PROMOTE has successfully delivered an ambitious range of activities and has met almost all its planned targets at output and immediate objective level. Nevertheless, the initial delay in government approval and the subsequent gaps between the project extensions had repercussions for the duration of partners' Action Programs and limited longer term planning towards the desired outcomes.

Capacity building of DWOs: PROMOTE has provided the opportunity to the main DWO networks to significantly expand their outreach to domestic workers and has organized groups of domestic workers as an avenue for their self-empowerment. One union of domestic workers is now registered and another organization has met the requirements to function as a union. Through outreach and group formation, the DWOs have provided access to legal aid and effective training to their members on the rights to decent work, occupational health and safety in the workplace and vocational skills. However, the outreach efforts and organization of groups of domestic workers ultimately mainly supported live-out domestic workers. While the project partners did try to contact live-in workers, few joined DW organizations. Most were not able to join due to lack of free time or the need to obtain permission from employers and/or husbands. Consequently, the specific vulnerabilities of live-in domestic workers remain to be addressed.

Partnerships for advocacy: At national level, the project successfully engaged a wide range of DWOs, unions and civil society actors in advocacy for the passing of a national law on decent work for domestic workers. So far this has not been achieved, suggesting that more targeted and even more intensive strategies are required to win parliamentarians' and MOM's support for the passage of the Bill on domestic workers.

The project enabled a range of innovative strategies through media, unions and civil society groups to influence public opinion regarding domestic work as work. Examples include through financial institution workers' unions, women's associations, and youth. There is emerging evidence of a shift in public and media discourse on the status of domestic workers.

The project's partnership with the Association of Indonesian Domestic Worker Suppliers (APPSI) towards regulating and monitoring domestic workers' conditions through the Code of Conduct (COC) is a significant step towards improving the regulation of the sector.

Regional capacity building and contribution to the knowledge base: The resource materials that were developed with the support of the project, the IDWF website improvement, and regional workshops have made a significant contribution to DWOs networking and advocacy capacity in the region. PROMOTE also contributed to the knowledge base on domestic workers and working conditions, while more outcomes-based studies of the societal attitudes or empowerment processes for domestic workers would have strengthened this contribution.

Contribution to reducing child domestic work: The central strategy of working through DWOs to reduce child labor in domestic work has not yet proven effective. The DWOs carried out

some advocacy on the minimum age for domestic work, but focused their advocacy and organizing efforts on the rights of adult workers and reached few child domestic workers. The number of children in domestic work still needs attention but the dispersed nature of child labor and the particular hazards that young domestic workers face, suggests that there is a continuing need for specialised methods to identify and support children who are working as domestic workers. The evaluators concluded that among the project's strategies, the efforts of APPSI towards applying a COC for domestic worker placement, and those of the neighbourhood community-based monitoring (CBM) teams have the most direct potential to reduce child domestic work.

Sustainability

PROMOTE has made significant efforts to work with its partners to plan for sustainability, especially following the recommendations of the Mid-term Evaluation. The project supported each partner to develop sustainability plans that were updated in their successive Action Programs.

There are encouraging signs of emerging sustainability of several of the PROMOTE initiatives. Support has been gained for vocational skills training of domestic workers at the provincial and district level, where local governments have committed funds and facilities for training. National level support for vocational training is also available through MOM and Ministry of Education (MOE) grants, depending on the successful registration of the DWO organizations as training providers. There is also considerable interest in sustaining and expanding the coverage of the community-based monitoring groups that monitor domestic workers employment and conditions at the neighbourhood level.

The SMS gateway offers a sustainable mechanism that the DWOs can continue to use to provide information to DWs on their rights and receiving information from them. There is early but still limited evidence of the DWs reaching out using the SMS Gateway to ask questions and report abuse.

Management Effectiveness and Efficiency

The project was managed efficiently and effectively; and the staffing allocation was efficient given the wide geographic scope and the diverse range of activities.

The PROMOTE staff brought a wide range of technical skills as well as strong commitment to the project and were flexible to go beyond their prescribed job roles to support the development of high quality training materials, including an occupational safety and health checklist, and ICT and social media applications.

The monitoring and evaluation system encompassed the major project objectives and outputs, but could have established more robust outcome measures to capture the changes accomplished and to contribute to wider learning purposes. There was some documenting of project approaches as reflected in the Technical Progress Reports and the documentation of three good practices to share regionally and globally through a good practices publication of IDWF. There could, however, have been more targeted documenting of project activities to more fully identify good practices and lessons learned.

Selected Lessons Learned

A key lesson from PROMOTE experience is that specialized and targeted methods are needed to combat child labor in domestic work and that mobilizing domestic workers to join together

to claim their rights, while vital for ending exploitation of domestic workers has not proven a sufficiently effective strategy for tackling child labor.

The implementation periods of Action Programs sub-contracted to partners need to be sufficiently long support the effectiveness and efficiency of the partners' planning towards their objectives. Periods of one year or less for significant implementation components should be avoided.

Selected Good Practices

The evaluators highlighted two good practices. First, the CBM approach through volunteer neighbourhood teams offers an emerging good practice for monitoring domestic workers' situations and potentially identifying cases of under-age workers or exploitative working conditions. Local government has expressed interest in seeing the model replicated to other villages and districts and it also has the potential to be integrated with the existing systems for child protection.

Second, PROMOTE has supported various innovative public awareness raising methods providing emerging good practice examples. The efforts of the Financial Institutions Trade Union Federation (NIBA) demonstrated an effective method of reaching out to the middle-class public who are potential employers of domestic workers to shift perceptions of domestic workers. They used interactive methods to attract the attention of workers and the general public in strategic places.

Recommendations

The recommendations are aimed at strengthening and sustaining the achievements supported by PROMOTE, as well as enhancing future efforts to promote decent work for domestic workers and eliminating child labor in domestic work. The recommendations are summarised below, including the actors suggested to implement the recommendations in parentheses. Further details are provided in the body and the recommendations section of the report.

- 1) **Strengthen legal advocacy strategies.** The entities working towards the passage of the national Bill on Domestic Work in Indonesia, including the DWOs and trade unions, can engage a professional mediator or lobbying group, to support the process. The mediator/lobbying specialists would work to help align the different advocacy entities so that they can develop a common front to push for the adoption of the law on domestic worker protection. The alliance of advocacy entities could also benefit from adapting tools such as the ILO child labor handbook for parliamentarians and the Tackling Child Labour Handbook that PROMOTE produced as advocacy tools. (*DWOs, trade unions, other advocates of decent work for domestic workers*)
- 2) **Strengthen and sustain the community-based monitoring (CBM) model.** Provide ongoing support to the CBM groups to ensure that their expertise is nurtured, or at least ensure mechanisms are in place to monitor and support them beyond the project. Promote the continuation and expansion of the pilot model with full documentation of the CBM process to assist replication elsewhere. As part of the PROMOTE exit strategy, hold a meeting or workshop to discuss replicating the model with local stakeholders. (*PROMOTE and implementing partners and their members, local government*)

- 3) **Strengthen the sustainability of the outreach centres and DW decent work rights and vocational skills training schools.** Prioritise planning of methods to ensure the centres/schools are self-sustaining. Engage in brainstorming with all key partners and government representatives prior to PROMOTE project end or shortly thereafter to identify potentially successful and innovative sustainability methods. Seek expert advice from business development specialists and government representatives. (*PROMOTE implementing partners, trade union and employer representatives, cooperative development specialists, government representatives, ILO*)
- 4) **Expand the availability of vocational skills training for domestic workers.** The partners that delivered the pilot vocational skills training programmes (centre-based and community based), should continue their efforts to gain local government support in terms of funding and integrating within government vocational training centres. They should also pursue endorsement as training providers so that they can access government training grants. The partners should continue to provide community-based skills delivery model by seeking government support for payment of the instructors. Local governments and MOM should spread awareness of the grants. Ensure local government and line ministries know about the training in the implementing districts. In the long term, the DWOs and MOM should cooperate to promote the integration of vocational skills training for DW development in the Government vocational education and training centres. (*DWOs, local government, Ministry of Manpower - national and sub-national levels*)
- 5) **Expand and Further Develop Communications and Awareness Raising.** Continue and improve the use of social media as channels to share information about decent work with (C)DW and DWs. Working towards achieving nationwide coverage of the SMS gateway, Android information application and hot-line for DW complaints. Building on the SMS gateway, the organizers should study and develop effective systems to capture live-in, live out and (C)DWs in the SMS system.

Continue and strengthen the efforts of other entities engaged with PROMOTE supported awareness raising such as through regular media and social media, financial and other worker unions, youth, religious leaders, women's organizations and others.
(*PROMOTE implementing partners, other PROMOTE associated entities and groups*)
- 6) **Replicate and Support Dissemination of Domestic Worker Recruitment Industry Code of Conduct.** Promote the domestic worker suppliers association Code of Conduct for implementation in other placement agencies. (*ILO, government, employers/ organizations, workers' organizations, DWOs*)
- 7) **Share good practices and lessons learned among Indonesia partners.** Increase the level of cross partner good practices and lesson sharing. In the short term, an exit workshop to plan sustainable mechanisms for sharing good practices and lessons, for example through JALA, JARAK and other organizations supporting DWs. In future DWO capacity building efforts, facilitate twinning or mentoring between civil society organizations to cover issues such as sharing joint planning, fund raising, implementation, monitoring and evaluation. (*PROMOTE, implementing partners, ILO*)
- 8) **Share PROMOTE experience regionally.** Provide support for a regional workshop to share the lessons from the PROMOTE experience, including organizing, CBM, and skills training.

As a follow-up to the production of the promising practices guide, IDWF can put in place a system to ensure that implementing DWOs are able to network with the originators of the good practices. Contact details could be useful to facilitate and improve the likelihood of interested DWO to replicate the good practice. (*IDWF, ILO*)

- 9) **Project design and inception process:** All projects granted through competitive bidding should be required to develop and document an explicit theory of change as part of a comprehensive monitoring and evaluation planning (CMEP) process or similar. Solicitations should include guidance on the logic framework to be followed. Encourage projects to include studies of outcome-level changes in capacities and attitudes, either through baseline and endline or tracer studies of changes in behaviour among key recipient groups. Consider easing project extension approval processes if a project is delayed due to unexpected lengthy government approval processes. (*USDOL*)
- 10) **Tripartite plus approach.** Future efforts of the ILO to promote Decent Work for DWS and an end child domestic labor should ensure a strong role for government, employers' and unions, as well as other civil society entities. Provide capacity building for government staff including labor inspectors from the outset. (*ILO, Government, employers organizations, workers organizations, other civil society organizations*)
- 11) **Targeting child domestic labor.** Future projects aimed at ending child labor in domestic work in Indonesia or elsewhere, should place more focus on the particular causal factors and situation of child domestic workers. ILO and NGO experience shows that targeted neighbourhood-level efforts are required to reach and offer support to child domestic workers, which might include enhancement of the community based monitoring piloted under PROMOTE, with additional capacity training of the local government and civil society service networks. (*UDSOL, ILO, implementing agencies*)
- 12) **Reaching live-in domestic workers.** On-going efforts of the ILO, DWOs, and other constituents to secure decent work for all domestic workers should place greater emphasis on reaching live-in domestic workers with rights awareness and organizing, and use targeted strategies to reach them. Future efforts should focus on developing the capacity of local level actors including grass-roots DWOs to reach and mobilize live-in workers. (*ILO, government, implementing agencies*)
- 13) **Collective organizing of domestic workers and their services.** It would be valuable for DWOs in Indonesia and elsewhere to explore the benefits of a model of collective organization for delivery of domestic services to households. It could take the form of a cooperative that would not require too many legal formalities. The cooperative would form contracts with households, allow days off to domestic workers and cooperative solutions towards social protection. JALA PRT leaders expressed interest in this approach. Korea has one such domestic workers organization, the nurses cooperative for home care of patients in Pune, India is another model. (*DWOs, ILO, USDOL*)

I. INTRODUCTION

In 2012, domestic workers (DW) in Indonesia were commonly referred to as “helpers” or “maids” and “servants”. As such, they did not merit the status of “workers” and lacked coverage under Indonesian labor law and access to the social protection accorded to workers.² According to the ILO, at least 2.6 million adults and children were engaged in domestic work, and many were vulnerable to exploitation and abuse.³ Poor labor conditions include excessive working hours, unpaid wages, physical and/or sexual abuse, forced labor and confinement; and trafficking. Few domestic workers have labor contracts, or if they do, the contracts often fail to stipulate decent work guarantees.

At the global level, the International Labour Conference (ILC) adopted ILO Convention No. 189 on decent work for domestic workers (DW) in June 2011. Though only 24 countries have ratified the convention so far⁴, those that have are expected to extend key labor protection to domestic workers whose basic rights are not assured. Most of the domestic workers are women and children.

Within this national and global context, in December 2012, USDOL and the ILO signed a 3.5-year Cooperative Agreement providing \$4,999,970 to the ILO to support implementation of the project PROMOTE: Decent Work for Domestic Workers to End Child Domestic Work, implemented in Indonesia and at regional level.⁵

This report presents the final independent evaluation of PROMOTE, conducted from July to September 2017. USDOL and the ILO jointly managed the evaluation, delegating two international independent evaluators and one national consultant to carry out the evaluation.

PROMOTE’s overall development objective is to contribute to a significant reduction of child domestic work (CDW) by building the institutional capacities of domestic worker organizations to promote decent work for domestic workers (DW) effectively. The project includes the key strategy of promoting the ratification of ILO Convention 189 in Indonesia.⁶ PROMOTE includes an extension of this objective to strengthen approaches to improve decent work for DW in the Asia region.

The effective date of the agreement was December 31, 2012 with a projected project end on June 30, 2016. While the ILO received Letters of Support from the Ministries of Manpower (MOM) and Women’s Empowerment and Child Protection (MOWECP) for its application for the SGA, the Government of Indonesia did not grant approval of the project until July 2, 2014. Due to a delayed project start-up, the ILO requested and received two no-cost extensions. The

² Indonesia labour law: State Gazette of the Republic of Indonesia (2003), Act of the Republic of Indonesia Number 13 Year 2003 Concerning Manpower. NATLEX database ISN 64764. Unofficial Translation prepared by ILO Jakarta (2004).

³ ILO (2012) Technical Proposal PROMOTE. A re-analysis of 2015 data indicates that the number is likely higher at over 4 million persons of whom 85,574 are child workers. Suhaimi, U. & Farid, M.H. (2017), Toward a better estimation of total population of domestic workers in Indonesia. Jakarta: International Labour Office.

⁴ ILO (2017), NORMLEX, Ratifications of Convention 189- Domestic Workers Convention, 2011 (No. 189). See reference list for details.

⁵ The project is commonly referred to as “PROMOTE”.

⁶ ILO (2012), Part 1: Technical Proposal PROMOTE.

first modification extended the project to March 31, 2017; and the second extended it to September 30, 2017.

PROMOTE works at the national level and targets four provinces in the country, East Java, Greater Jakarta, Lampung, and South Sulawesi. The project includes seven Immediate Objectives (IOs) with six sub-IOs and 35 outputs. The IOs are:

- 1) Strengthened capacity of domestic worker organizations (DWOs) to more effectively address child domestic work (CDW) and promote decent work for DW in Indonesia.
- 2) Innovative partnerships with business and civil society entities built to reduce the prevalence of CDWs and promote decent work for DW in Indonesia.
- 3) Systems to transfer knowledge and practical tools on the promotion of decent work for DWs as a vehicle for reducing CDWs exist in Indonesia and other countries in Asia.
- 4) Regional alliances become catalysts for far reaching change in perceptions and action against CDW and recognition of decent work for DW.
- 5) Domestic workers (DW) including CDWs linked to a communication system enabling them to have ready access to information and support services.
- 6) An enhanced knowledge base to PROMOTE decent work for DW and reduce CDW.
- 7) Robust and accessible knowledge sharing systems on CDW and the promotion of decent work for DWs in place to improve transparency and accountability.

IO 1 includes six sub-IOs, which, in summary, comprise of a focus on:

- Legal and policy advocacy for decent work for DWs and CDWs;
- Empowering DWs through organizing DWs, education in special DW schools,
- Skills training for DW;
- Provision of legal aid and support services to DWs;
- Awareness raising of the public

PROMOTE partners with three principal strategic networks to implement the project in Indonesia. The partners have member organizations that work with DWO as individuals and with groups of DW in Indonesia. The networks are:

- The National Network for Domestic Workers Advocacy in Indonesia (Jaringan National Advokasi Perlindungan Pekerja Rumah Tangga) (JALA PRT)
- Network of Indonesian Child Labor NGOs (Jaringan LSM Penanggulangan Pekerja Anak) (JARAK)
- The Action Committee for Protection of Domestic Workers and Migrant Workers (Komite Aksi Perlindungan Pekerja Rumah Tanga & Buruh Migran) KAPPRTBM. The membership of the Committee includes the main workers' confederations.⁷

PROMOTE also partners with organizations such as the Kampung Halaman Foundation, the Association of Indonesian Domestic Worker Suppliers (APPSI), the Alliance of Independent Journalists Indonesia (AJI) and Kongres Wanita Indonesia (KOWANI).

⁷ Indonesian Trade Union Confederation (Konfederasi Serikat Pekerja Indonesia) (KSPI); All Indonesian Workers Union Confederation (Konfederasi Serikat Pekerja Seluruh Indonesia) KSPSI; Indonesian Prosperity Trade Union Confederation (Konfederasi Serikat Buruh Sejahtera Indonesia) (K SBSI).

PROMOTE incorporates an Asia regional strategy as well as a national strategy. At the regional level PROMOTE works with the International Domestic Workers Federation (IDWF)⁸ and the ILO's Bureau for Workers' Activities (ACTRAV). The regional strategy focuses on building the capacity of IDWF to promote capacity building and knowledge sharing among regional and global DWOs. Also at regional level PROMOTE collaborates with ACTRAV to conduct two regional workshops intended to build regional alliances within the trade union movement to expand outreach to the informal sector.

⁸The IDWF Asia region is comprised of 13 affiliates in 10 countries: Bangladesh, Cambodia, China-Hong Kong, India, Indonesia, Nepal, Philippines, South Korea, Sri Lanka, Thailand.

II. EVALUATION OBJECTIVES AND METHODOLOGY

2.1. Evaluation Purpose

The purpose of the PROMOTE final evaluation is to provide USDOL and ILO with an independent assessment of the performance and experience of the project; to document learning and good practices; and make recommendations toward enhancing sustainability of the achievements supported by the project and toward future efforts by the ILO, USDOL and other parties working on child domestic work and decent work for domestic workers.

The Terms of Reference (TOR, included at Annex A) directed the Final Evaluation to assess:⁹

- The appropriateness of the project design;
- how the project is perceived and valued by target groups and stakeholders;
- what the project has or has not achieved and whether expected results are occurring;
- the effectiveness of implementation;
- the effectiveness of the project's management structure, management of activities and partnerships to ensure achievement of the outputs and objectives;
- the degree to which the project achievements are sustainable, bearing in mind relevant contextual and political factors.

The intended audiences for the evaluation are the USDOL Office of Child Labor, Forced Labor and Human Trafficking (OCFT), the ILO in Indonesia, the regional office and headquarters, project staff and the project constituents of Indonesia and the region. The evaluation findings, conclusions and recommendations are intended to serve stakeholders in the design and implementation of future projects in the country, region, and elsewhere as appropriate.

The scope of the evaluation includes all activities carried out under the USDOL Cooperative Agreement for PROMOTE with the ILO until the time of the evaluation.¹⁰

USDOL and ILO developed a set of specific questions to guide the evaluation, which are included in the TOR at Annex A. The questions address issues of 1) project design validity and relevance; 2) relevance of the project to stakeholders in Indonesia and the region; 3) Progress and effectiveness in achieving the objectives and outputs 3) Management effectiveness and efficiency of resource use; and 4) sustainability. The evaluators were directed to address lessons learned and good practices as crosscutting issues.

2.2. Evaluation Team and Management

The joint evaluation team comprised two independent international evaluators contracted separately by the ILO and the USDOL. The USDOL consultant was recruited by O'Brien & Associates International. The two consultants jointly developed the evaluation methodology; conducted field interviews, including some in parallel and others together, analysed the evaluation qualitative data and prepared the evaluation report. Throughout the process the team

⁹ Synthesis of the TOR wording.

¹⁰ The scope also includes the design phase to the extent the evaluators were able to learn about it.

worked to achieve consensus regarding the methodology and the development of the findings. An evaluation manager from USDOL and the ILO jointly managed the evaluation.

In the field, a national consultant, whom the ILO had recruited, provided guidance on the Indonesian context, assisted with meeting facilitation and interpreting and contributed to the analysis and the presentation of the findings in the Stakeholders Workshop. Two interpreters, recruited by O'Brien and Associates, provided assistance in Jakarta, Bandar Lampung, and East Java.

2.3. Methodology

The evaluation primarily used qualitative data collection methods to answer the evaluation questions based on interviews with a diverse range of national and regional stakeholders in Indonesia and the region; as well as analysis of project documents and other contextual material. The analysis also incorporates quantitative data obtained from project documents and reports to the extent available. Wherever possible, the analysis of the results is based on triangulation of data collection methods and stakeholder perspectives, to strengthen the credibility and validity of the findings.

The team followed United Nations ethical interviewing guidelines, including refraining from asking the domestic workers directly about their lives and experiences of exploitation. Names of respondents are not directly attributed to comments in the report.

The evaluation criteria used in the analysis of the project design and its monitoring and evaluation plan are based on the evaluation standards of the UN Evaluation Group, the UNDP guidance on the Results Based Management standards for project design, and the ILO Policy Guidelines on Results Based Evaluation.¹¹

Evaluation Schedule: The evaluation was conducted between July and August 2017. In the preparation phase, the evaluators provided inputs to the TOR, reviewed project documents, developed the methodology and interview guides, conducted key ILO staff interviews and jointly agreed with the project staff on the mission schedule. The work plan, approach and methodology were presented in the Inception Report, submitted July 7.

The field mission in Indonesia was conducted from July 17 to 31. The fieldwork culminated in a stakeholder workshop on July 31, where the evaluation team presented and discussed their preliminary findings and stakeholders provided further reflections on the project's successes and challenges and made recommendations. Data analysis and the main report writing occurred during August. The report was finalised on September 29, 2017.

Data collection and Analysis: The evaluation questions provided in the TOR were used to develop a Data Collection Matrix showing the evaluation questions and the main sources of data to be used to answer the questions. The data collection matrix is included at **Annex B**. The matrix was then used as the basis for developing a detailed list of information to be collected and guides and protocols for the stakeholder interviews. The interview guides were designed to ensure a consistent approach to each interview as well as between the evaluators when they conducted interviews separately.

¹¹ United Nations Evaluation Group (2016) Norms and Standards for Evaluation; United Nations Development Program (2011) Results Based Management Handbook, October 2011. ILO (2012). ILO Policy Guidelines on Results Based Evaluation.

The team used the following methods to gather primary and secondary data:

Document review: The team studied a wide range of project documents, context documents and materials produced by the project. These documents included the project technical proposal, technical progress reports, mid-term evaluation, performance monitoring plans, work plans, training materials, organizational needs assessments, and training manuals and partner summaries of the project achievements prepared for the evaluation. **Annex C** provides a list of the main documents reviewed.

Key stakeholder interviews: The evaluators conducted a total of 40 individual and group interviews with ILO officials, USDOL staff overseeing the project, US Embassy staff, PROMOTE Chief Technical Advisor and staff, government officials, key project implementing partners including Domestic Worker Organizations and their members and civil society groups. The evaluation team conducted ten focus group discussions with domestic workers participating in activities run by the partners in Jakarta, Surabaya, Malang and Bandar Lampung. The list of persons interviewed appears in **Annex D**.

Stakeholder workshop: Approximately 60 participants attended the workshop including key stakeholders and PROMOTE project staff. **See Annex E**. The workshop began with a presentation by the evaluation team, followed by questions and answers. The presentation was followed by two discussion sessions focused on 1) PROMOTE's successes and challenges, and 2) stakeholders' recommendations for expanding or sustaining the project's achievements and recommendations to serve future projects.

Data Analysis: The evaluation team compiled the document reviews and interview notes generated into one set. This data was entered into Atlas.ti qualitative analysis software by the USDOL evaluator during the field mission to generate a database of raw material, coded according to specific elements of the evaluation questions. The evaluators used this software as well as other forms of matrix analysis, to categorize, triangulate and synthesize the raw data from the interviews in accordance with the questions in the TOR.

Sampling Methodology: The evaluators used a purposive, non-random sampling method to select groups and individual interviewees. A total of 254 persons were interviewed including project staff, ILO officers, government officers, trade union officers, domestic worker organization partners, domestic workers participating in domestic worker organizing activities and skills training, civil society partners, and private sector agencies.

Site selection: In addition to interviews with project staff, ILO officials and government officials at national level, the evaluation team in consultation with project staff selected three of PROMOTE's four operational provinces, Greater Jakarta, East Java (Surabaya and Malang) and Lampung, to visit. This was considered feasible in the interests of obtaining quality data within the two-week timeframe. The selection was designed to provide a representative coverage of activities and maximise the quality of data collected. The selection criteria were sites where the project has experienced relative success and sites that have been more challenging; inclusion of a location not included in the mid-term evaluation; and coverage of sites of operation of the three main implementing partner organizations.

Sampling of domestic workers: A total of 132 domestic workers were interviewed in 10 focus group discussions; five in Jakarta, two in Surabaya, two in Malang, and one in Lampung. These

domestic worker groups comprised four under JALA PRT, two under KA PPRTBM, two under Yayasan GENTA Surabaya (GENTA Foundation), and two under JARAK. The domestic workers were selected purposively by the organization partners to include those who are leaders in domestic worker organizing and those who participate in domestic schools and other activities of the groups. The team met leaders and members/trainees separately where conditions permitted.

Strengths and Limitations:

Strengths: The evaluation schedule afforded a good representation of the activities of each partner and of domestic workers themselves. The provision of a national consultant was highly valuable to the team as he was familiar with the Indonesian political context, structures of administration, as well as labor rights issues. The interpreters were not always familiar with the technical terminology of the project and the National Consultant was able to help clarify communications with the stakeholders. He also contributed useful insights to the analysis of the findings during the field schedule.

The project team managed the logistics and schedule well and the majority of meetings occurred according to the schedule. With one or two exceptions, the group discussion sizes were manageable (8-12 participants) as planned, to afford quality discussion and equal participation. Groups with more than 15 participants were less productive in terms of the depth of information obtained.

The stakeholder workshop was particularly successful and drew active participation of the various representatives, including domestic workers. The total number of participants excluding the organizers and the evaluation team was around 50, which afforded high quality group discussion.

As a general process, the two international evaluators made their initial analyses and conclusions separately and then compared and consolidated their findings. The evaluators were in agreement on the great majority of their findings and discussed all the results to reach a consensus. One of the benefits of having a joint evaluation team was that more groups of domestic workers could be met. Additionally, the team approach strengthened the evidence base and the reliability of the findings and conclusions. However, working as a team of two evaluators also required more time for discussion and agreement, even when analysis and writing tasks were divided.

Limitations: Domestic worker groups could only be met in the late afternoon, evenings or weekends, after their working hours, which combined with long travel times in Jakarta, led to some late night work and short timeframes to complete and review interview notes each evening. Time could have been saved by scheduling all the meetings in particular locations together, rather than returning to the same parts of Jakarta on separate occasions, given Jakarta traffic conditions and travel times.

Given the decision to limit the visits to three of the four operational areas, the team did not have the opportunity to learn more directly about progress in Makassar in South Sulawesi. However, stakeholders from South Sulawesi province were well represented at the stakeholder workshop.

The evaluators were not able to meet with the Project's M & E officer and the Advocacy Officer who resigned in early 2017, limiting full exploration of the operation of the M & E system and further explanation of the advocacy activities.

III. FINDINGS

3.1. Project Design

This section assesses the soundness of the rationale underlying PROMOTE's objectives and selected strategies, in other words, its underlying *Theory of Change*; the scope of interventions; the logical structure of the design (as represented in its stated objectives, outputs and activities and monitoring indicators), based on results based management standards in project design¹²; and gender and diversity considerations in the design.

Problem Analysis and Validity of Project Strategies

Country and regional balance

The USDOL Solicitation for Grant Applications (SGA) called for the project to address child domestic work and the exploitation of domestic workers in one or more countries in South Asia or South East Asia.¹³ The need for the project as expressed in the SGA was based on a brief analysis of the extent of child domestic labor and the exploitation of domestic workers working in their own countries in the Asia region. According to one of the ILO specialists involved in the design preparation, in selecting a single focus country, Indonesia, and incorporating several regional initiatives, the ILO chose to implement a more focused approach rather than spreading the resources across a number of countries. Through this approach they aimed to initiate pilot interventions and then share models regionally. In the view of the evaluators this decision led to a feasible design in terms of the budget of US \$5 million. Furthermore, the regional elements in the design have strengthened the effectiveness and impact, both in contributing technical support to the country partners and in helping to disseminating materials and lessons at regional and international levels.

According to the former ILO Senior Child Labor (CL) Specialist, Regional Office for Asia and the Pacific, Indonesia was selected following consideration of several countries including the Philippines and India. Indonesia was chosen partly based on the large number of domestic workers, both child and adult, in the country and on the perceived political will of the Government to take action on the issue and ratify Convention 189. These assumptions are considered further below.

Clarity of the problem analysis

The PROMOTE technical proposal states that there are millions of child and adult domestic workers in Indonesia, and notes 700,000 domestic workers under the age of 18 out of a total of 2.6 million domestic workers according to ILO Jakarta in 2010. However, the proposal does not cite further studies on the nature and extent of child domestic work. Project reports under implementation, as well as interviews with key informants during the evaluation indicate that there was a lack of in-depth data available or identified during the project design on the number, type and location of child domestic workers. Anecdotally, the evaluators heard from key informants, including PROMOTE staff and partner representatives, that child domestic work appears to be decreasing in Indonesia, is not highly concentrated but dispersed, and is found

¹² United Nations Development Program (2011) Results Based Management Handbook. October, 2011.

¹³ USDOL (2012). Solicitation for Cooperative Agreements. SGA 12-12.

mainly among live-in DWS, making identification of child domestic workers all the more difficult. The reduction in child labor is frequently attributed to the Government's education access policies and the decline in live-in domestic work. During implementation, it was determined that further research was needed and the project commissioned research on a methodology for estimating the population of adult and child domestic workers. This research also suggests a lower number of child domestic workers, putting the number at around 86,000 in 2015.¹⁴ The evaluators' interviews with domestic workers and with partner DWOs also revealed that pockets of child labor indeed exist and confirmed that child domestic work deserves on-going attention. Given the lack of in-depth data at the time the project was designed, the evaluators conclude that the design should have placed more emphasis on the need to research CDW, and developed more targeted and innovative strategies to reach live-in domestic workers. There was, however, greater clarity in the design on the ways in which domestic workers generally are exploited in Indonesia and the causal factors.

Looking broadly at the contributing factors in child domestic work and the exploitation of domestic workers identified in the design, and then in turn at PROMOTE's strategies, the problems identified in the design are:

- lack of recognition under the national and provincial law of domestic work as workers; associated with low pay and lack of access to social security;
- lack of empowerment of domestic workers to raise their voice and claim their rights and associated lack of capacity of domestic workers' organizations
- low skill levels and recognised training of domestic workers leading to low value of their work
- lack of enforcement and monitoring of child and adult domestic workers and lack of access to justice in cases of exploitation as well as access to information, and support services
- poor awareness among employers and society at large of domestic work as work and the minimum age for domestic work;
- insufficient knowledge base on child and adult domestic work and regional sharing of lessons and knowledge on tackling child domestic labor and exploitation of domestic workers.

Based on interviews and context material, the evaluators found these causal factors well founded as a whole regarding the exploitation of domestic workers. As noted, however, the specific causes of child domestic labor in Indonesia could have been given much greater attention.

Validity of the selected strategies - theory of change

The Project's strategic response to address child domestic work, contained in both the solicitation and the design, is to improve decent work for domestic workers as a whole; and the chief means proposed to do this is by promoting the capacity of DWOs and their members, reaching to empower domestic workers themselves. This is supported through other selected strategies such as broad civil society awareness raising and behaviour change, domestic work recruitment sector self-monitoring; and an improved knowledge base, both nationally and regionally to share effective approaches and research.

¹⁴ Suhaimi, U & Farid, M.H. (2017) Towards a Better Estimation of total Population of Domestic Workers. ILO.

The central hypothesis is based on the assumptions that a) better conditions across the whole sector will eliminate child domestic labor and b) adult domestic workers and their organizations would be strong advocates against child domestic labor and would discourage their children from working.

The first assumption generally holds true in the light of the project experience and contextual review, since proposed national laws and provincial regulations, and the CoC of the APPSI all include the minimum age for domestic work. The latter part of the theory of change, that DWOs could/should be the foremost strategic partner to fight to end child domestic work, has not been fully proven in the light of the project experience. Interviews with stakeholders, including the former Senior CL Specialist, and the limited documentation of the small number of CDWs that the project reached, lead to the conclusion that not all the DWOs and their members are yet strong advocates on the issue of child labor, and that special approaches are needed to identify and support children, many of whom are live-in domestic workers. ILO experience suggests that the tri-partite partners should also be engaged in preventing child domestic work.

Selection of implementing partners

A strength of the project design is that it has engaged a wide range of partners to work on the issue of decent work for DW; focusing on networks of organizations working for domestic worker's rights, namely JALA PRT, KA PPRT BM and JARAK, as well as other NGOs not members of the main three networks such as GENTA Foundation in Surabaya. Given the size of Indonesia and the estimated millions of domestic workers the range of partners permitted a wider geographic coverage as well as the ability to trial varying approaches. The design also included partnerships with a wide range of civil society and trade unions.

One of the gaps in the design identified by one of the ILO staff responsible for backstopping the project and attributed to the constraints of USDOL solicitation was the lack of an implementing role for the government. This was confirmed by other evaluation interviews during the field work. The design did not include a stand-alone component on capacity building of relevant government departments under the MOM, inclusion of which could have garnered more support for the project as well as a stronger basis for change at the government policy level. Given ILO's tri-partite mandate, this should have been considered in the design. The gaps in government engagement and support were partly addressed under the project implementation, but had repercussions for implementation progress and achievements, as discussed further under the sections addressing relevance to stakeholders and effectiveness. The strategy for working with employers' organizations is also weak in the design, other than through the APPSI and neighbourhood groups.

The proposal was based on the assumed political support for addressing the issue of DWs and CDW in Indonesia given the support that the President expressed for ILO Convention 189 at the ILC of 2011. The long delay of 18 months in government approval of the project following its funding by USDOL demonstrated that initial support was not as unreserved as assumed. This was attributed by several stakeholders interviewed (project staff, ILO specialists and DWO partners) to reluctance to work through activist DWOs and unions.

Design logic and performance measurement

Clarity of the development objective and the focus on child labor

The project design rests on the central assumption that building capacity of DWOs to promote decent work for domestic workers will lead to a reduction in child labor. The USDOL solicitation directed applicants to “support efforts to reduce child domestic work by building the capacity of domestic worker organizations and promoting decent work for domestic workers”.¹⁵ In response, PROMOTE’s development objective is: “to reduce CDW significantly by building institutional capacities of DWOs to promote decent work for DW effectively.”

Neither the solicitation nor the project strategy prioritizes sufficiently clearly whether to address child labor or decent work for domestic workers generally. This is reflected in the development objective itself, which seems to have led to a lack of clarity on the extent to which decent work for domestic workers generally, or efforts to reduce child labor in domestic work should be prioritised. This resulted in an uneven and limited focus on the issue of child domestic work under implementation, based on the evaluation interviews with ILO staff and partners. The former ILO CL Specialist also noted this and observed that addressing child labor could have been given more attention. As discussed under the section on effectiveness, the evaluators found varying mentions of child domestic work among DWOs and their members, and varying awareness on the minimum age at which children should work among members of the partner networks. Progress was made on working conditions for adult domestic workers but these improvements only reached a few child domestic workers. The priority of the project was not clear in this regard, although with a longer period of implementation the progress might have filtered down to child domestic workers.

Considering the strategies required in the solicitation and pursued by PROMOTE, it would have been more realistic and coherent to place the improvement of decent work for domestic workers and reduction of child labor on an equal level since most of the strategies are directed at improving the status of adult and child domestic workers generally. The project in effect has a dual goal, promoting decent work for DWS and the reduction of child labor.¹⁶

The PROMOTE design essentially converts the components of the SGA into a series of seven objectives and sub-objectives as described above (Section 1). As observed in the Mid Term Evaluation (MTE), applicants were not directed to use any particular logical framework approach. From the perspective of the evaluation team, converting the components in the SGA directly into objectives and sub-objectives resulted in an overly complex design and to some extent, a lack of logical hierarchy among the objectives, supporting objectives and outputs and activities. As detailed in the remainder of this section, the evaluators noted that the challenges with the project logic had an impact on project implementation and the clear tracking and measurement of results.

The quality of the immediate objectives (outcomes) and outputs was analysed in detail in the MTE. The final evaluation will not duplicate this analysis, but the evaluators concur with the central points made regarding flaws in the representation of the causal logic and in the performance measurement indicators. It is critical to note that the logical structure could have been clarified based on a review of the cause-effect sequence or causal logic. This issue is most evident in Immediate Objective 1, and its six supporting sub-objectives. It also applies to

¹⁵ USDOL, Bureau of International Labor Affairs, SGA 12-12.

¹⁶ The statement of a development objective, according to good practice guidelines for RBM, should state only the *desired state* to be achieved and not *the means* of achieving that situation (i.e. building the capacity of domestic worker organizations).

Immediate Objective 2, which refers to civil society partnerships to change attitudes and awareness on CDW.¹⁷

Looking at IO 1, “Increased capacity of Domestic Workers Organizations (DWOs)” is placed as a high level objective, and under it there are six sub-objectives: i. capacity to advocate for improved legal advocacy, (though not legal improvement itself), empowerment of domestic workers to improve their living and working conditions, iii. Improved systems for DWs to report cases and capacity of the police to respond, iv. Referral services developed; v. capacity of DWOs) to raise public awareness on the exploitation of domestic workers; vi. Other capacity building needs.

The evaluators recognise that building the capacity and actions of the DWO umbrella organizations and their members, as well as the grass roots DWOs that have been formed, is a crucial and multi-faceted strategy that can bring positive change on all these fronts. However, the capacity of the DWO umbrella organizations should not be placed as the end goal in itself; rather the ultimate outcomes are to empower domestic workers, improve their legal protection, and increase social awareness. Under implementation, the activities were concerned with achieving empowerment of domestic workers, not only with building the capacity of the DWOs to do so.

Several sub-objectives under IO 1 could have been re-formulated as immediate objectives, with various actors working to achieve them, and their capacities built as needed:

- Improved legal and policy advocacy – through the actions of the DWOs, through actions of the journalists and civil society groups; through working with the government directly
- Increased awareness among potential employers - the DWOs such as JALA PRT, JARAK and KA PPRT BM as well as the journalists, civil society actors (bankers’ union, teachers and KOWANI) are all working towards the objective of raising awareness of the exploitation of domestic workers and the recognition of domestic work as work.

The project design did not undergo a Strategic Programme Impact Framework (SPIF) process or a Comprehensive Monitoring and Evaluation Plan (CMEP) process to review the theory of change or the design; although the Project Monitoring Plan (PMP) underwent some revision during the first year. The reasons for not doing a strategic review during the start-up of the project, as far as the evaluators could ascertain, were that there was a perception that the solicitation had to be flowed closely, and also because there was no USDOL or ILO requirement to conduct a review of the programme logic. The consequences of the lack of clear “cause and effect” chain in the design for the management of the project and monitoring of its results are multiple. First, some intended high-level changes are duplicated under more than one Immediate Objective, for example, increased social awareness and legal policy change, so that such results are more difficult to capture. It is inaccurate to say that the project is only concerned with the capacity to advocate, as the PMP also records actual changes in national and provincial policy.

¹⁷ Regarding IO 2: Innovative partnerships built with business and civil society entities to reduce the prevalence of child domestic work and promote decent work for DW in Indonesia, the first part of the statement is not an *outcome* but a strategy, and the second part of the statement is the overall project goal.

A second consequence is that the resulting performance monitoring indicators in the PMP tend to be at the level of outputs rather than at the level of desired outcomes, and it is difficult to identify the higher level changes that have occurred among the mixed reporting of outcome and output indicators. Moreover, the extent to which the various actors and strategies took up the issue of child domestic work and the success is not captured in the performance indicators (outcomes or output level indicators). Some indicators were intended to be disaggregated by CDW and adult DWs, but in reality, they have not been.

Another consequence is the system of reporting results was more complex than it could have been; such as the numbering of outputs and activities in the workplan and the PMP and the need to report multiple times on some thematic issues such as awareness raising. This made it difficult to grasp the overall progress and key results as well as making reports highly time consuming to prepare and read.

The quality of the M & E system is discussed further in section 3.12. The evaluators recommend that USDOL projects granted through competitive bidding be subject to either a review of project theory of change and resulting design, or a CMEP process. Solicitations should also provide guidance on the logic model framework to be followed.

Scope of intervention

Regarding the scope of the project interventions, several informants told the evaluators that the project was too broad for its three-year span and resources. One of the project staff observed that the project could have focused on Objective 1 alone and still have had a major job to do. USDOL staff overseeing the project also commented that the project has so many components that it is sometimes hard to get an overview of what it is being done and the achievements. ILO staff involved in backstopping the project observed that the scope was initially overwhelming. Considering the delays in start-up, the project has worked on an ambitious range of issues and with a wide variety of partners. However, project stakeholders and staff interviewed could not identify which interventions if any should have been left out, and the suggestions of the MTE to reduce some outputs were not taken up.

The evaluators do not propose which elements might have been left out, but considering the balance between upstream and downstream efforts, more emphasis on the national level, with a fewer number of local interventions might have provided a stronger design.

3.2. Relevance and Participation of Stakeholders

3.2.1. Relevance to country and stakeholder needs

The project is generally relevant to the situation and its stakeholders in Indonesia and in the region. The evaluators found that the Indonesian and Asia regional implementing partners were generally positive about the project relevance and their on-going participation in PROMOTE's planning and decision making. There was a positive engagement of civil society groups although, aside from the APPSI, employers' organizations were not very involved with the project. The needs of the stakeholders did not significantly change although, as will be discussed in further sections, new opportunities were identified and innovative actions developed.

The project was originally considered relevant to the country as a result of the President's statement in support of ILO Convention 189 at the ILC in June 2011. Ongoing relevance to government stakeholders and employers' organizations at the national level was more limited than originally expected. This situation became clear when it took 18 months to obtain official approval of the project, as noted in the previous section. The mid-term evaluation noted resistance of government representatives to aspects such as ratifying Convention 189 and the perception that DW are part of traditional family systems and are thus protected from exploitation.

PROMOTE's main implementing partners are civil society organizations. The three main partners are:

- National Network for Domestic Workers Advocacy in Indonesia (JALA PRT)
- Network of Indonesian Child Labor NGOs (JARAK)
- Action Committee for Protection of Domestic Workers and Migrant Workers (KAPPRT & BM)

At the regional level the IDWF was the main partner while the ILO's Bureau for Workers' Activities (ACTRAV) was also involved in some activities. The IDWF representative noted that the project was highly relevant to its activities and that they were able to participate in planning regional PROMOTE activities.

The selection of the three main Indonesian implementing partners was well determined as they each brought their own strengths and different types of approaches to carry out activities. All these partners indicated that the project was relevant and remained relevant throughout the project implementation period. Although collaboration among the Indonesian implementing partners was limited, they did note that their voices were heard and that they could provide inputs into the project thus ensuring the ongoing relevance.

The diversity of approaches among the implementing partners provided for a potentially rich source of lessons learned and good practices across the various methodologies. Analysis of the approaches of the implementing partners will be discussed in the following sections.

The observed partial relevance to the national government was due, at least in part, to the limited engagement of the national level government in the design of the project and during its implementation. As one national government representative noted, "In the beginning it was said that the project would improve the capacities of not only the unions and civil society but also of the government. But the fact is that it was more to improve the NGOs and the unions." While it is possible that this was a misunderstanding, it was nevertheless the perception that counted. The evaluators determined that these perceptions might have contributed to a noted lower level of national level government ownership, particularly in the initial project stage.

To ensure ongoing relevance and provide inputs to the project, the project was initially expected to have both a Steering Committee and a Project Advisory Committee (PAC). Eventually the government decided that having only a PAC was sufficient.

The MOM determined who should be on the list of the PAC members as a measure of control from the side of government once it had been approved. PAC members indicated that normally there are 15 members, mostly consisting of government representatives, and some union

representatives. The MOM invited the Indonesian Employers Association to become a member of the PAC but it was not able to send any representative due to its reported limited human resources.

According to the PAC members whom the evaluators interviewed, the PAC met 4-5 times a year to learn about PROMOTE's progress. This is a good sign of interest as such committees sometimes meet less regularly in other projects. They indicated that the meetings were primarily an information sharing exercise from the side of the project.

The members stated that the PAC mostly just verifies if the project is being implemented in line with the government approved project planning. PAC members indicated that they did not serve as a participatory body that actively contributed inputs to support project implementation. The PAC members stated that they mostly just received an oral briefing and a few reports but would have liked to receive more written updates every three months. Several members indicated that they pass the project updates that they learned about during the meetings on to their colleagues.

PAC members noted that they would have liked to have more capacity strengthening on DW issues, particularly for labor inspectors. The PAC members stated that this would have helped increase the project's relevance to the government. This same point had been raised in a meeting with MOM representatives who stated, "we still have limited authority¹⁸ and we need to know how to identify DW, how to find out what their working conditions are, how to follow up and implement an action plan to help DWs."

The MOM interviewees shared that three persons had been sent to attend training in Turin in 2013 on DW issues. Two of these persons were with the MOM; one person was from the ILO Indonesia. The costs for participation were shared between MOM and the Project.

MOM interviewees indicated that their primary goal is to focus on reducing child labor in general and then domestic workers as opposed to primarily addressing the issues of adult domestic workers. Nevertheless, the MOM representatives eventually agreed with PROMOTE's advocacy approach that stressed that capacitating DWs to make them more professional would benefit employers and should consequently also result in better recognition of their rights to decent work.

At provincial and district government level, it was easier to maintain relevance than at national level, as there was a greater level of interest in addressing decent work for DW. Although initially it was also difficult to engage local government, PROMOTE could convince staff of the importance of addressing decent work for DWs through persistent awareness raising. Nevertheless, interviewees noted that staff turnover at national and government provincial level was often a challenge. There was a continual need to re-orient new government staff to the project, those who left did not pass on information on PROMOTE and briefings and awareness raising needed to be restarted.

3.2.2. Relevance to gender and diversity issues

The project did not use a specialised gender framework but did consider gender in the design in accordance with ILO project design guidelines. Given that most DWs in Indonesia and the region are women, most of the focus has been on women. In the focus groups which the

¹⁸ Interviewees referred to the lack of a national law on DW.

evaluators held there were only two men. Some of the evaluation interviewees noted that there could have been more attention to male domestic workers as well. Although there was some attention to male DW in the tools that were developed, most of the attention, by far was to female DW. As one interviewee noted, for example, “promoting gender equality is straight forward for DW because marginalised women heavily dominate this sector”.¹⁹ In the trainings provided through the project it appeared that 99% of the participants were female. As one interviewee commented, more male DWs could have also been involved as change agents to help ensure decent work for all DWs.

PROMOTE’s implementing partners preferred to work with female DWs first and stated that they plan to bring in more male DWs at a later stage. Their concern is that if males DWs are involved they may dominate discussions and activities, although this assumption has not been tested. The extent to which this would be true would depend on the proportions of the males and females in the groups and on the attitudes of the individual group members.

PROMOTE supported activities with DWs included a focus on women’s empowerment to help them to be more independent and feel that they can ask for their rights from employers. Many FGD members stated that they feel empowered. They indicated an increased recognition that they can “think and decide for themselves” while DWO representatives noted an increased “ability to realise that they can be more professional in their work because of skills training, which is also important.” Confidence is achieved through both awareness and increases in work skills.

However, as discussed in Section 3.4.2, many DW group members still feel shy to stand up for their rights. A combination of the accepted employer-worker hierarchy together with gender issues may be a factor in these situations. Only continued support and empowerment activities will help the DW group members to strengthen their confidence and willingness to fight for their rights.

One of the films that youth developed in PROMOTE’s video action program included a DW with a disability, although the project did not include a great deal of attention to diversity issues other than gender. PROMOTE staff indicated that they have little knowledge about the extent to which people with disabilities are in DW. Likewise, there is little information about the impact of ethnicity or religious background on the situation of DW so this could not be considered in planning implementation activities. In line with the Sustainable Development Goals agenda on leaving no-one left behind, it would be useful to include attention to this in future initiatives.

3.3. Overview of Implementation Progress and Achievement of Objectives

3.3.1. Overview of progress toward objectives

The project has implemented most of its planned activities and delivered most of its intended outputs based on the April 2017 Technical Progress Report (TPR) against the work plan and updates the project staff provided. The project experienced a considerable delay in start-up, amounting to a total of 18 months. However, during this period the project made good progress

¹⁹ The extent to which this is true depends on the country of course; in some countries there are more male DWs than in others.

on the regional outcomes. As some interviewees pointed out, having the regional component in the design was not only useful in terms of contributing to regional development of decent work for DWs; it also allowed the staff to focus on this project aspect while it awaited the Indonesian government's permission to implement the project in the country.

The two project extensions allowed the project to eventually implement almost all its planned activities and many interventions came to fruition during the extended period from July 2016 until the time of the evaluation.

There are a small number of planned outputs that are not expected to be delivered or are delayed. These include the follow-up Knowledge Attitude and Behavior (KAB) survey that the project determined would not provide a robust measure of change in public awareness. The study of hazardous working conditions (output 1.i.2) was contracted to the Local Network for OSH Initiative (LION), but is still ongoing. The joint DWO position statement on hazards for DWs and child domestic workers 15-17 years is also delayed while the DWOs focus on organizing and schools. Some activities are ongoing until the end of the project, such as ongoing mobilization by DWOs (under Output 1.ii.1: activity "Ongoing mobilization by DWOs").

Some of the evaluation interviewees mentioned that the ILO's Action Program (AP) methodology made it more difficult to achieve the eventual outcomes. Each AP has a limited duration and there was no certainty that another would be approved. This means that planning to achieve the ultimate desired outcomes is more difficult than if more time could be allocated from the beginning. The advantage of the extensions was that these provided an opportunity to complete more activities. The uncertainty of approval of the extensions and the gaps in between made it difficult to maintain momentum and plan long term.

Although the PMP does not capture all the activities of the project, the evaluators have drawn the overall conclusion that the project mostly achieved its immediate objectives and target outputs. Given the many project components and large number of activities, and the need to avoid redundancy, the evaluators will not document all the results in this overview. The PMP with achievements updated to July 2017 is provided in **Annex F**.

The capacities of DWOs at the regional and Indonesian levels were strengthened in different ways and organizing of DWs into groups was successful. The extent to which CDW and adult live-in DWs were identified and reached was limited, as discussed below. Nevertheless, legal aid and referral mechanisms have been developed although they are yet to be widely tested and used.

Various types of research on capacity strengthening needs, regional good practices, were conducted. There is still scope for wider use and dissemination of some of these documents during the last weeks of the project and beyond.

Advocacy, while extensive, has not yet achieved the ultimate goal of adoption of comprehensive legal and policy frameworks on the rights of DWs at national level although progress has been made at provincial level.

A wide range of awareness raising methods was used through direct awareness raising in communities, (social) media and in meetings and training with key stakeholders. Social media

methods were successfully developed at the regional and local Indonesia levels. The evaluators do believe based on their observations, that there has been attitude change and some behaviour change among those most directly involved; that is, among DWs and other stakeholders listed above. Nevertheless, the lack of an assessment in terms of an endline knowledge attitudes and behaviour change study makes it difficult to determine the extent of real changes regarding decent work for DWS.

As will also be discussed, various innovative and interesting ideas were developed and successfully tested. These included work with DW recruiter agencies, Community Based Monitoring, the “Rap” outreach method, occupational safety and health (OSH) for DWs, and involvement of financial institutions workers’ unions, journalists, youth video makers, and the national women’s association.

3.3.2. The midterm evaluation and project response

The midterm evaluation, completed in November 2015, raised a number of key issues concerning the project design and the performance monitoring system; the wide scope of activities given the delay in start-up; the limited reach to live-in domestic workers and child domestic workers in organizing and outreach activities; and questions of sustainability of the domestic worker schools and the need to plan for sustaining the achievements of the DWO partners generally.

The evaluator provided 12 recommendations aimed at improving the achievement of the project objectives. The project’s response to the recommendations was documented in the October 2016 TPR. The final evaluation team requested the project to provide an update of their response to the recommendations, further to the documentation given in the October 2016 TPR, to allow any more recent developments to be noted. The complete list of recommendations and the project response, followed by comments of the final evaluators is provided in **Annex G**.

The project did not take up the recommendation to reduce the scope of the activities since it had already commenced a number of these activities and was happy with the success of the efforts under these outputs. The activities of the financial institutions workers’ union (NIBA) and the youth campaigns were interesting and innovative. Nevertheless, the final evaluation team agrees that the number of outputs and activities were too large and disparate. The project might have been wise to review and reduce one or two elements given the diverse scope of activities.

Regarding the performance monitoring plan recommendations, the project did not make any adjustments to the indicators or consolidate all output and outcome reporting in the PMP as recommended. The final evaluators agree that it would have been worthwhile to review the outcome indicators following the MTE, especially those relating to capacity of the DWOs and their members, and indicators for outcome level change in the knowledge, attitudes and behaviour of domestic workers themselves could have been added. It would also have been an opportunity to drop indicators that are not so meaningful or reliable.

The suggestion to consolidate the two tracking systems would have been useful to follow to ensure all useful indicator data was captured and reported in the PMP. It would also have been useful to delineate between the outcome and the output indicators and targets in the framework.

The project followed up on the recommendation to use secondary data from existing national labor force surveys to estimate prevalence of domestic workers and CDW, recruiting consultants to develop a methodology and small supplementary survey, as opposed to conducting new qualitative surveys.

The recommendation to strengthen the sustainability planning of the three partners was also followed up, through a sustainability workshop held in November 2015, resulting in sustainability plans per partner. A further recommendation regarding sustainability was to review the sustainability of the JALA PRT domestic worker school business model. This has partially been addressed at the time of the final evaluation, as the schools are seeking registration that will allow them to apply for MOM grants; but it is not yet fully resolved. According to the project's response, the domestic workers' fees to the larger organizations like Sapu Lidi also provide a source of income to support the schools, but these would not likely fully cover rental and utilities costs. The extent of planning for sustainability by the end of the project is taken up in section 3.11.

In principle, the project supported the recommendation to develop strategies to extend the reach of the project to live-in domestic workers and child domestic workers; but the project response was that it is very challenging to organize and reach live-in and child domestic workers and therefore it continued to focus on live-out domestic workers. Concerning the reach to CDWs through organizing and awareness raising, the project did not develop alternative strategies to reach them, although it required partners to target CDWs and live-in DWS. The final evaluation team suggests that more innovative strategies could have been developed to reach both child domestic workers and live-in DWs.

The project did not consider the recommendation to give more priority to legal advocacy activities at national level necessary as it had already placed a large emphasis on advocacy to pass the Domestic Workers Bill and on C189²⁰.

Concerning the provision of direct support to CDWs, the project was not intended as a direct action project, therefore did not take up the proposal to provide education or other forms of preventive support. Nevertheless, the community based monitoring model has started to identify a small number of CDWs and has referred some child domestic workers back to school. In addition, the project has aimed to build capacity of the DWOs to address child domestic labor through support to a regional handbook on tackling child labor.

²⁰ The name of the draft Bill in Indonesia is Rancangan Undang-undang Perlindungan Pekerja Rumah Tangga (RUU PPRT)

3.4. Strengthened Capacities of DWOs (Immediate Objective 1)

3.4.1. Needs assessments and capacity strengthening of domestic workers organizations and other entities

The main project focus is on capacity strengthening of DWOs at four levels to enable them to advocate, organize, train and contribute to ensuring decent work conditions for DWs.²¹

Using a geographic approach, the regional IDWF could be viewed as level one. A discussion of the regional level approach is covered in Section 3.6. Level two consists of the main PROMOTE implementing partners, which are umbrella organizations or alliances. Level three are the implementing partners' members and Yayasan GENTA Surabaya (GENTA Foundation), which is an independent civil society organization working with DWs. At level four we have the community level DW organizations that are also referred to as DW groups. The term 'DW groups' helps to differentiate them from the overarching DWO organizations. These levels are not necessarily hierarchical but may be seen as the main entities for project activities with strong interconnections.

Capacity Strengthening Need Analysis

The Indonesia implementing partners and some member organizations participated in two needs analyses, an organizational/institutional analysis and a technical needs analysis. A national consultant led the analyses with the support of the PROMOTE team.²² The consultant was an expert in carrying out such analyses and the evaluators noted that the final result was good. Nevertheless, there were some challenges in the preparation of the reports, which, in their first version, did not meet the required clarity standards. The project had to rewrite the reports so that they would meet the requirements.

The evaluation team noted that the technical capacity analysis did not include a clearly defined list of recommendations although the conclusions were well detailed. The evaluators noted that the institutional needs analysis did, however, include a potentially useful list of recommendations. Interestingly, a gender mainstreaming analysis was included in the institutional analysis although this could also have been included in the technical needs analysis. The institutional analysis includes some technical recommendations such as the development of appropriate toolkits and training manuals.

The evaluators observed that a more integrated approach to determine the various capacity strengthening needs would have resulted in a clearer and more comprehensive approach to address the needs. Often technical and organization/institutional needs are inter-related. A holistic approach that covers all of the principal partners and their members who are directly associated with project implementation would have been useful.

DWO Capacity Strengthening on Organizational Development

Overall, PROMOTE's capacity strengthening with implementing partners entailed different approaches than the work with the partners' DWO member organizations. For organizational development with implementing partners, there was a primary focus on supporting them to

²¹ This includes capacity strengthening on advocacy and awareness raising together with other project activities.

²² The technical needs analysis included 22 organizations and the institutional analysis 14. Many of the same entities appeared in both documents.

improve their monitoring and evaluation systems. This decision was partly based on the prior organizational needs analysis. Although support on M&E was deemed useful, the extent to which the partners fully used information to feed back into and inform their implementation could not be fully assessed during the evaluation.

Using any M&E learnings was challenging for the partners, in part, due to the short duration of the APs and the uncertainty of the extensions. This instability meant that there were fluctuations in how the partners' respective M&E could operate. Although it is advisable to have an M&E methodology that is sufficiently flexible to correspond to such fluctuations, in practice each action needs adaptations to adequately measure for results. A core set of indicators on organizing, training and impact can, of course, always be useful. In fact, PROMOTE introduced a domestic worker matrix to help monitor the attendance of DWs in group sessions. More time will be needed, however, for the implementing partners to practice improving their work using what they have learned through their M&E systems.

Although all the implementing partners are quite experienced agencies, some other organizational aspects that the evaluators observed could have received more attention. These include addressing the streamlining of organization structures, reducing dependence on too few leaders, and practical project management. For example, in one case the organization is well organized on paper but in practice there is room for improvement. The organization did not, however, bring about the suggested and needed changes. In another case an organization said it would cost too much money to work on restructuring their organization. While PROMOTE wanted to provide support for organizations' development the partners also need to desire the changes and be willing to implement them. A development project cannot force its partners to change if they do not wish to do so.

DWO Capacity Strengthening on Technical DW Issues

Depending on the needs of the implementing partner, PROMOTE successfully provided additional capacity strengthening on technical issues regarding human and labor rights of DWs. All three main implementing partners had already worked on the rights of DW and CDWs to different degrees.

During the original needs assessment, JALA PRT was determined as an organization that already had very good technical skills on issues related to DW for example. The evaluators noted the same point.

JALA PRT has 44 member organizations that (include) focus on DW and already has DW unions (though not officially registered ones) in eight cities. JARAK had good potential to translate and use their knowledge on CDW to decent work for (C)DW. As a JARAK staff member noted, "For more than 10 years we have worked on child labor, including CDW, we also worked with the EU and Save the Children and the government especially the MOM." The three trade union confederations, KSBSI, KSPI, and KSPSI, had all already engaged in awareness raising on issues related to the rights of DWs.

According to evaluation interviewees, PROMOTE worked effectively with the staff of all the agencies to further strengthen their technical knowledge and skills using various methods. Some interviewees felt that they did already know "quite a lot" on the subject matter of the rights of (C)DWs but that they had still benefited from learning more about decent work,

advocacy methods and the Rap method ²³. JALA PRT and JARAK mentioned that they found the Rap method particularly useful. *Rap* had been developed in the United States as an advocacy and organizing tool. *Rap* was subsequently adapted to the DW situation in Indonesia with the help of another civil society organization in Indonesia, the Urban Poor Consortium. JARAK staff indicated that they would still like to learn more about the Rap method, as they were not yet able to implement it to its maximum usefulness.

Capacity strengthening methods under PROMOTE included direct technical support, provision of training, and joint development of approaches and methods on decent work for DWs. The latter entailed a process of mutual learning based on pilot activities with members and in communities. In addition to strengthening technical expertise on DW rights, aspects such as how to provide an education session to DWs had been identified as areas requiring attention during the needs analysis. PROMOTE subsequently provided support to address such issues through training on “how to facilitate better, with more structure, using a training module provided through JALA PRT” according to PROMOTE staff.

The implementing partners in turn trained their members, sometimes with the direct technical support of PROMOTE staff. As one of JALA PRT’s member organizations indicated, “In the beginning, we were asked to do some planning and JALA PRT asked us to indicate for each item what kind of support we need so that they can provide us with the capacity to implement them.” A cascading system of training was thus implemented down to the community level.

Organization members of the implementing partners were generally satisfied with what they had learned though many still wanted further capacity strengthening. In one example a representative of member organization stated, “I now have a better understanding of decent work needs of DW. I am part of the public knowledge campaign and am now better able to do my work.” In another case one interviewee said, “The community organizers say they are more able to facilitate the meetings”.

Several of these member organizations told the evaluators that they still wanted to know more about how to identify and engage live-in DWs in advocacy, awareness raising and organizing. This point is in line with the request of the government representatives who were interviewed for the evaluation.

The ‘level 3’ DWO member organizations engaged in practical capacity strengthening opportunities to practice and implement actions on decent work and organizing at the fourth level, i.e. the downstream DW community level. These fourth level organizations thus benefited from capacity strengthening of their own groups. Capacity strengthening of the DW groups focused to different degrees on group organizing methods, leadership skills, labor rights and other issues. This type of training is discussed in greater detail in the next two sub-sections.

In addition to these DWOs organizations, some other entities also benefited from capacity strengthening on the labor rights of DWs through the project. All these entities indicated that the training that they had received was useful to be able to engage in the activities that were planned under the PROMOTE project. The entities included the financial institutions workers’ federation, NIBA, multi-stakeholder Policy Advocacy Teams in Malang and Lampung and Kongres Wanita Indonesia (KOWANI), an organization consisting of over 90 women’s

²³ Details about the Rap method area available in ILO, IDWF (2017), Decent Work for Domestic Workers: 8 Good Practices from Asia. Jakarta: ILO.

organizations from across the country. PROMOTE also provided training for the local government Integrated Service Centres for Women and Children Empowerment in Malang, Lampung, and Makassar.

Implementing partners were important contributors to these capacity strengthening exercises with other civil society organizations. JARAK, for example, provided one day training on CDW and decent work for DWs to hotline operators. JARAK indicated that in Lampung the participants had stated that they wanted to learn more about the subject.

3.4.2. Advocacy for increased legal protection of domestic workers and law enforcement

One of the biggest obstacles to the realization of domestic workers' rights that PROMOTE addressed is the lack of recognition and protection of domestic workers under the law. Indonesia also has not ratified ILO C189 on *Protection of the Rights of Domestic Workers*, although the President initially expressed support at the 2011 ILC. The project therefore aimed to build the capacities of the partners to advocate for better legal protection at the national and also at provincial levels.

The project has supported the three main DWO partners to develop and implement advocacy plans for legal protection of DWs at the national level through lobbying and dialogue meetings with parliamentary groups, as well as advocacy at the provincial level. This began with training the partners in advocacy strategies.

By July 2017, little advance has been made towards achieving this aim, despite considerable lobbying and awareness raising efforts of the partners. The evaluation team observed that JALA PRT, JARAK and other partners are experienced in advocacy on various workers' rights and child rights issues, but as highly evident from observations and reports, the issue of domestic workers is not high on Parliamentarian's agendas. To be included in the priority list, the bill needs support from many parliamentary members from different factions in the parliament. The evaluators concluded that the partners could have benefited from taking a more mediated approach and forming a common front on this advocacy and that they might have made use of the strategies suggested in the ILO handbook for parliamentarians on fighting child labor for advocating on legal change.²⁴

The evaluators observe that the decentralised structure of government has provided an enabling environment for local policy development. A number of successful advocacy practices emerged practices emerging from the sub-national approaches, including garnering the support and effort of influential champions from diverse but relevant backgrounds, some of whom are experienced campaigners and have been willing to form volunteer advocacy teams, along with intensive media activity, and building relations with the key ministries at the local level.

The progress at national and provincial level is discussed further below.

²⁴ ILO-Interparliamentary Union (2002). Handbook for Parliamentarians No. 3. 2002. Ending the Worst Forms of Child Labour. A Practical Guide to C.182.

National Level:

The partners have experienced considerable challenges in making progress on the national level policy front through a bill on decent work for DWs. The draft bill contains provisions to give formal recognition to domestic workers in Indonesia and restricts the minimum age to 18 years. The end of project target for this sub-objective is (indicator 1.7) “Joint meeting between executive and Parliament to discuss the Bill for Domestic Worker Protection”. The evaluators appreciate the challenge of getting the bill passed and consider the life of project indicator target to be quite ambitious.

Prior to the Project start, JALA PRT and other activists had succeeded in getting a Bill on the Protection of DWs on the waiting list for discussion in Parliament in 2012 after many years of lobbying. At the national level, JALA PRT in particular, has continued to lead the way in advocating for the passing of the Bill. JALA PRT also joined forces with the trade unions represented in the network organization, KA PPRT BM to meet with separately two factions in the Parliament. JALA PRT also sought and gained the support of the Women’s Congress, KOWANI, to advocate among their members for support to passing the bill.

The bill has repeatedly been tabled in parliamentary sessions, and as of July 2017, the bill is unfortunately not on the waiting list for discussion. Members of KA PPRT BM met by the evaluation team felt that the parliament objection is based on the wages issue. “There is a lack of political will,” They also said that there is no department in the MOM pushing the bill forward, unlike some other proposed laws. They think there are too many vested interests in keeping DWS as informal workers.

Meanwhile, in 2015, the MOM issued a Ministerial regulation, Decree No. 2, 2015, which goes some way to protecting domestic workers. The project has taken advantage of this regulation in advocacy on some fronts. However, as a number of DWO stakeholders pointed out to the evaluation team, the Ministerial regulation is not as effective as a law because it does not provide for sanctions in cases of exploitation or other violation. As members of KA PPRT BM put it, “In the absence of this law, the MOM issued the decree, but in reality there is no real power in it. The ministerial regulation is just a statement; there are no details on how to protect the domestic worker. The regulation does not have enough power to be enforced.”

PROMOTE and its partners have responded proactively to look for other ways forward. In July 2017, JALA PRT initiated a judicial review of the manpower law, (Labor Law No. 13 of 2003) demanding the law be amended to recognise domestic workers as workers, and also proposing amendment to the Social Security law to recognise domestic workers as wage workers so that employers will be obliged to cover social security payments.

Since March 2017, the project also moved forward by initiating a legal analysis on the gaps between Indonesian laws and international standards (Convention 189) that a consultant is conducting and is due for completion in September. This will be used via the ILO’s tri-partite platform to engage with the executive bodies, particularly the MOM, to inform a tri-partite workshop in September 2017 on the need for better protection of domestic workers. In this case, the ILO will pursue a tripartite strategy rather than a tripartite plus strategy, with the DWOs as observers.

Nevertheless, many stakeholders feel that passing a National law on domestic work is still imperative to ensure the rights of domestic workers. Some observers are optimistic that the

bill will be passed within the next five years. The evaluation team suggests that alternative and more direct approaches to influence parliamentarians could be used, for example by adapting the ILO parliamentarians' manual on child labor to train them on C189 and C182.

By focusing advocacy on the law for domestic workers generally, PROMOTE may have missed opportunities to focus policy debate on the protection of child and young domestic workers. In general, the policy advocacy work by partners under the project has advocated for a minimum legal age of 18 years for domestic work. Indonesia sets the minimum age for non-hazardous work at 15 years old (according to Law 20/1999), while Labor Law No. 13 of 2003 regulates the employment of children in general. According to this law, children can perform light work if they are aged between 13 to 15 years old but only if some conditions are met. One of the conditions is that they can only work for a maximum of three hours per day. Labor Law No. 13 of 2003 further stipulates the prohibition of employing children under 18 years old in worst forms of child labor, though it does not make any specific reference to domestic work. While not all child work is a worst form of child labor, according to project staff, almost all stakeholders, including MOM staff and other partners, interpret the minimum working age for domestic work in Indonesia is 18 years old.

Presidential Decree No. 59 of 2002 on the National Action Plan to eradicate all Worst Forms of Child Labor listed 13 activities as WFCL including Domestic Work. Thus, under the National Action Plan on WFCL, persons under 18 years old are not permitted to do domestic work, regardless of the nature of the task and conditions. It should be noted that ILO's approach is to support tripartite parties in their efforts to Convention 182, and the national determination of hazards for persons under 18 years, not to direct countries how to define them.

Child domestic work policy

JARAK took up the issue of policy and programmes related to child domestic work from the start of its first Action Program that began in March 2015. JARAK worked with the MOM on a sectoral plan on child domestic work within the National Plan of Action on the Worst Forms of Child Labor, which was originally initiated through the Time-bound Project. Following a multi-stakeholder workshop in 2015, JARAK staff supported the completion of the plan and has been working towards its endorsement by the MOM. According to JARAK staff, this is the first sectoral plan to be included in the NAP and is part of the Indonesian road map for the elimination of child labor by 2022. This was undertaken in collaboration with the ILO Global Action Programme on Child Labor Issues (GAP II).

Provincial Level: The partners have achieved more visible impacts on policy for domestic workers at the province and sub-national level, taking advantage of Indonesia's decentralised administrative structure. The relevant PMP indicators (1.8 – 1.11) refer to “Progress in development of provincial regulation for domestic workers protection that also addresses the issue of child domestic labor in domestic work”. The target to be achieved per province is stated as “Advocacy activities implemented by project partners to gain stakeholders' support for endorsement of the provincial regulations”.

In East Java, Lampung and South Sulawesi the partners have engaged with sub-national government through provincial, regency/district and city levels to introduce regulations promoting domestic workers' rights. In Jakarta province, advocacy activities remained at the national level. The project has intensified supported to the partners in their advocacy plans during late 2016 and early 2017 through a series of multi-stakeholders workshops.

In East Java, an advocacy team was formed during 2016 as a separate structure by the partner, LPKP, supported by the PROMOTE Provincial Coordinator. As such, the project built on the existing advocacy efforts of women's rights groups such as the Women and Children's Crisis Centre over more than 10 years. This approach, involving women's rights activists, academics, journalists and other civil society leaders has been successful in bringing in local regulations on domestic workers. Progress has been strongest at the Regency level, while the provincial level is at an early stage where an academic draft of a by-law was submitted to the provincial authorities in March 2017.

The advocacy team in Malang took a strategic path of working initially towards a Regency level (or district) regulation the provision of vocational skills training for domestic workers, beginning with the "hard skills" and moving to soft skills, like paralegal skills. This means that the local government will commit to support domestic worker skills training. The team told the evaluators that they saw this as the first step in getting domestic workers recognised as workers. This regulation is soon to be issued by the head of the Regency government. The team also told the evaluation that by getting the local government to endorse a lower level regulation they can push the local Government to push for national legislation. The team intends to continue to submit and negotiate drafts for the additional protections of domestic workers. The evaluation team also met with the district office of Women's Empowerment and Child Protection who have been engaged in support for this district regulation. The Office appreciated PROMOTE/LPKP support for the quality of this draft regulation that is now with the legal bureau of the District office.

In Lampung, an advocacy team has recently been formed under the NGO, DAMAR. This team of activists, journalists and academics has been working towards a local regulation since February 2017. They have conducted research and held consultations with government and private sector stakeholders, resulting in the recommendation to have a local regulation. The team members met by the evaluators were pleased with the progress in successfully changing the mind-set of government stakeholders from referring to domestic workers as maids or helpers, and they have agreed to use the term domestic workers. The role of journalists was reported as being especially helpful as they have been publishing numerous articles in the local press. This is an experienced group of advocates who have been active on child labor issues since 2005. They are preparing to take the regulation to the district legal team, and engaging with the Office of Women's Empowerment.

In South Sulawesi, the partners Forum Pemerhati Masalah Perempuan (Forum Concerning Women's Problems FPMP), LPA South Sulawesi and KA PPRT BM have also made good progress on local regulations, notably at the provincial level. The approach here was to target the provincial legislative body, the Office of Manpower and Office of Social Welfare, mass media and the general public and involve domestic workers in advocacy work. By July 2017 a draft Governor Regulation has been discussed partner with the provincial government and submitted to the government for consideration.

3.4.3. Empowering domestic workers: organizing and outreach for decent work rights and voice

PROMOTE has one indicator that relates directly to the organizing of DW: “Number of Domestic Workers (DW) join domestic workers’ organizations”. PROMOTE staff reported that at the time of the evaluation the number of DWs who had been registered as members of a DWs’ group is 3,277. 2,020 group members had attended at least one education session or organization activity while 801 DWs had attended at least 50% of the education sessions and organization activities.

Some additional groups are still in the process of being organized and education sessions are still underway. In fact, the evaluation team found that all the groups met were at different levels of organization though they had all been operational for at least several months. This is not surprising given that groups started at different points in time and it takes time to fully organize a group.

The evaluation team determined that the organizing component of PROMOTE was quite successful though it required a great deal of time and effort to achieve the expected results. As will be described in the remainder of this sub-section, there were many more than the usual expected challenges. Only the perseverance of the implementing partners and their members resulted in their achievements. It is important to refer back to the lack of a solid government legal and policy framework to underpin and motivate actions on organizing DWs.

The evaluation team met domestic worker members in 10 focus group discussions in locations in Greater Jakarta, Surabaya, Malang and Lampung. In one location the evaluators met with DW group leaders and members separately. The groups had been organized through member organizations of JALA PRT, JARAK and the trade unions associated with the project. The groups met worked for employers from different socio-economic levels. The DWs’ employers ranged from factory workers and middle class professionals—such as teachers—to wealthy business owners. All the FGD members were live-out DWs and only two of the participants were men.

The groups became a channel to empower their members through awareness raising on human and decent work rights. Group members were also strengthened on negotiation skills to enable them to negotiate better working conditions with their employers. Group leaders were trained on leadership and paralegal skills. Training on occupational safety and health in domestic work environments has also been delivered using an ILO checklist specifically adapted to domestic work. The DWs highly appreciated the OSH training, including one woman in Lampung who said that this was the most useful training for her. As discussed in greater detail in Section 3.4.4, vocational skills were also provided aligned with national work competence standards.

PROMOTE’s partners used different methods and placed a different level of emphasis on vocational skills versus human rights and decent work rights. The focus group discussions with the groups reflected these differences of emphasis of the implementing partner on either rights or vocational skills. The difference of focus on vocational versus rights issues was primarily because the training providers believed increased skills on the job would provide the DWs with a stronger case to negotiate better conditions.

Despite the different degrees of group organization, the team concluded that all the groups exhibited signs of empowerment. Given the qualitative nature of the evaluation we can only provide information from the cross section that was included in the FGDs. A systematic, wider

scale endline survey of the impact of the organizing and training on the workers' personal confidence, and improvements in working conditions would have been advisable.

As evidence of empowerment, the evaluation FGD members cited concrete instances where they were successful in improving their working conditions. All groups did report that there were still aspects that could be enhanced, especially their members' courage to ask employers for contracts and wage increases. In some FGDs a few members indicated that they had successfully asked for wage increases though the majority stated that this was very difficult for them. The reasons that they provided for not having the courage to ask included several comments such as "my employer is nice to me so I cannot ask even if she is stingy". Members in several FGDs indicated that they hoped that the increased vocational skills that they had obtained through PROMOTE's training would make it easier to stimulate their employer to provide them with a raise.

Group members were more positive about their ability to ask for a day off every week. There were more concrete stories from the participants about their success in obtaining a weekly day off after learning negotiations skills as a result of support provided through PROMOTE. Some group members, particularly those who reported working part time for more than one employer, indicated that they already benefitted from a weekly rest day before joining their group.

Group members indicated that there was always a core group that was most active in the sessions but that the groups did meet regularly. Meetings were held at various frequencies ranging from weekly to twice a month. FGD members indicated that the principal aspect that they appreciated from their DW group was a sense of mutual support.

The evaluation team found that, in most cases, the first members to join a group already had some linkages with each other. The DWs reported that this was often through membership in an informal social women's club. Once the core of the group was formed, members would reach out to other DWs whom they knew. This resulted in a snowball effect to create a functioning group.

All the DW focus groups talked about how they had personally become involved in their DW group and how they helped others to do so. One of the main evaluation findings is concerned with the challenge of successfully reaching out to and involving live-in DW in PROMOTE's group organizing activities. DW group members indicated that they tried to get live-in DWs to join but that many were afraid to ask their employer for "permission" to attend group sessions. Live-out DWs more frequently have a day off and/or can manage to obtain some free time more easily than live-ins. A consistent finding was that, according to interviewees and Focus Group Discussion (FGD) members, live-in DW are more vulnerable to abuse and poor working conditions than those who live-out.

The principal reason that live-out DW friends provided for the lack of ability of live-ins to join was that they needed to ask for free time to attend activities outside of their workplace. FGD members and DWOs indicated that live-in DWs also feel it is difficult to ask for time off without openly indicating the reason. They worry that if they give the true reason, i.e. to join a DW group, they will not be "allowed" to do so. The evaluation team found that this situation posed a serious challenge to achievement of PROMOTE's aim to address decent work conditions of child and adult domestic workers (C)DW. The most vulnerable DWs cannot easily be reached in the short run.

Interviewees and live-out DW indicated that, unless the legal and policy framework are changed to guarantee decent work for DW, it would be almost impossible to organize live-in DW. Here we should pause to indicate that organizing DWs is not just about organizing to apply pressure but about providing an encouraging setting where they can support each other and learn about their rights, responsibilities and strengthen their professional skills.

The FGD members noted that it was even difficult to encourage live-out DWs to become involved in the DW groups. In the case of live-out group members, reasons cited for hesitance to join included time, permission of a husband and/or employer, and the cost of transport to meetings.

DWs also felt that they needed to see concrete advantages before joining as DW group so they could allocate the needed time to the group. The difficulty in getting DWs to join applied to DWs involved in the groups from all PROMOTE's partners. In one example a DW stated, "I was not interested at first, it took my friend 3-4 months to convince me through social media that I should join. She and her friends actually continued to contact me until I joined. Now I am glad I did." In other cases, member DWs likewise stated that they had to ask and motivate their friends many times before they agreed to join.

Some of the DW groups are in the process of becoming independent unions or forming cooperatives. The establishment of the cooperatives is, in the first instance, intended for the groups and their members to obtain financial independence. Encouraging small-scale production activities, bulk buying of staples, and savings and providing loans is part of the process of cooperative formation. As some interviewees noted, establishing such cooperatives helps to attract DWs to become group members, as they are interested in such activities. Eventually these cooperatives can become unions. Although some implementing partners had been engaged in cooperative formation before, PROMOTE's support for these activities is quite recent. As a result, the evaluators could not yet assess the quality and impact of this activity.

3.4.4. Domestic Workers Vocational Skills Training

PROMOTE has supported vocational and soft skills training for domestic workers under two separate outputs, Output 1.ii.2, through the domestic worker outreach centres and domestic worker schools, and Output 1.ii.3, which supported the review of the national Competence Standard for domestic workers and piloted training modules developed by the partners.

The evaluation team learned about the development and progress of the various approaches to skills training from the provincial project staff, the main DWO partners, the implementing agencies including LPKP under JARAK and Sapu Lidi under JALA PRT, with groups of domestic workers who have joined skills training and with government officials of the MOM at national and district level.

Training through domestic worker schools and outreach centres

Through the domestic worker schools and study groups run by member organizations of JALA PRT in Jakarta, Lampung and Makassar and by GENTA Foundation in Surabaya, domestic workers learned skills in leadership, occupational health and safety in the workplace, literacy and a range of vocational skills.

The partners took distinctly different approaches, each with their own strengths. Under JALA PRT, PROMOTE has provided financial support with rental and utilities costs in Jakarta, Lampung and Makassar for a total of six skills training centers. These follow the model of four pre-existing training centres JALA PRT has established elsewhere in Indonesia. The training program follows a training of trainers approach in which DW leaders are trained in a range of modules including leadership, safety in the work environment, cooking, computer skills, non-formal education packages under Indonesia's Equality Program which are aligned with the formal education levels; as well as modules on rights, contracts, and negotiating with employers.²⁵ However, apart from the pilot course in Jakarta, the vocational elements of these education sessions do not follow the National Competence Standard on domestic work. As a result, participants are not eligible to receive officially recognized certificates.

Domestic workers, whom the evaluation team met in Jakarta and Lampung under the JALA PRT umbrella, were very happy with the training received, saying it enabled them to continue their education and to have the confidence to ask for and receive higher wages. The training sessions are replicated to the wider group of domestic workers in the community.

The NGO Damar has adapted materials that JALA PRT provided to the local situation: "JALA supported the development of the DW training school by Damar. We have a draft from JALA PRT but we needed to adapt it to the local situation. It is aligned with the national competencies".

Comments from trainees

Sapu Lidi domestic worker union members:

"My boss appreciates my work more, after the training"

"I like this training, it has made my knowledge wider, improved my English, and knowledge about contracts, helped me finish Package B, junior high school. DW, aged 46.

" If domestic workers are smart, the employers won't take advantage of us"

Members of Bandar Lampung Domestic Workers Union, supported by Damar

"We have also had training on housekeeping. We had cooking training. I was sent to take the course in Jakarta and then transmitted the skills to my friends. I learned how to make cookies so we could sell them for Ramadan. Whenever I get training I transfer my knowledge to my union members.

²⁵ The non-formal education program in Indonesia consists of a number of programs, including life skills, women's empowerment, youth education, literacy and equality education. The Equality Education Program consists of Packages A, B and C, which are equivalent to formal education levels of elementary, junior high school and senior high school. People who could not pursue their education in formal school can attain the equivalent by taking package A, B, or C in the non-formal education program.

We would love to have a training centre from the government because they have more modern equipment like the beds and kitchen items. We would love to have English training. Right now, we only know yes and no.”

Pilot vocational skills training model

PROMOTE supported the piloting of a training program for domestic workers focused on vocational skills following the National Competence Standard for domestic workers. This pilot was implemented through JALA in Jakarta, and LPKP under JARAK, in Malang. The partners made marked progress in developing and implementing skills training as pilot models. During the last year, the skills training initiatives made good headway and have now been delivered as fully-fledged models, though still at a relatively small scale.

The central aim of providing skills training is to enhance domestic workers’ vocational skills and hence their bargaining power and employment mobility as domestic workers. While the design originally foresaw training to be conducted for 15-17 year olds, in practice the trainees have been adult domestic workers or intending domestic workers over 18 years of age. Divergent views remain among the partners on the extent to which the skills programme should incorporate training on domestic workers’ rights. That is, some partners considered that there should be a higher emphasis on rights training in the competency based curriculum.

At the national level, PROMOTE took the opportunity to support the MOM’s five-yearly review of the existing Indonesia National Work Competency Standard (SKKNI) on Individual Service for Households that was underway in 2015, under Ministerial Decree No. 313/2015. It contributed consultancy services to the review by comparing the existing national competence standard with the Regional Model of Competency Standard (RMCS) for domestic work that was developed by the ILO. This support resulted in a revised competency standard with job areas including housekeeping, family cooking, driving and gardening.

Referring to the National Competence Standard, PROMOTE supported the development of training modules on housekeeping and family cooking for pilot implementation. The programmes included core competencies focused on soft skills such as assessing work conditions and risks, applying occupational safety and health (OSH) procedures in the workplace, documents for self-protection and workplace cooperation. The addition of OSH training is the main contribution of PROMOTE according to the East Java Coordinator.

One of the JALA PRT training centers in Jakarta implemented pilot training with a model curriculum aligned with the national standard, so that the participants will be eligible for official certification.. This centre replicates a high-end apartment where the trainees can practice domestic work skills. The training sessions are held after working hours or on weekends. The trainers are domestic workers who have been trained and certified as instructors.

LPKP, a member of the JARAK network in Malang district, East Java, also aligned their vocational training model with the national competence standard, permitting trainees to qualify for recognised certificates. Training curricula were developed for housekeeping and family cooking and pilot tested. The instructors are LPKP staff who have been trained and certified as well as instructors from local training providers in Malang.

LPKP piloted two different skills training approaches, centre based and community-based skills training. Both centre based and community based provisions were developed based on the SKKNI for household domestic work services endorsed by the MOM, requiring a minimum

of 200 learning hours of training to qualify for a recognized certificate.²⁶ In October 2016, they focused on the centre based approach and delivered a 23 day course training to 40 unemployed intending domestic workers in a (government) nonformal education centre. However, LPKP found that existing domestic workers found it very difficult to attend the centre-based course given their work routines and the number of consecutive training days required.

LPKP have run two rounds of community-based training, the first in 2016, and a second one is underway (June to September 2017). The sessions are held on Sundays, combining theory and practice. LPKP staff informed the evaluators that center-based courses were mainly attended by intending domestic workers rather than current workers. The community-based courses take longer to complete, over four months, but they are more accessible to working domestic workers as the classes are held near their homes. The trainees are recruited from the grass-roots groups of domestic workers that have been formed. The advantage of the centre-based training, however, is that the training provider can register with the MOM to apply for government training grants.

PROMOTE has shared the experience of the pilot programs with the MOM and MOE, including a workshop with national and local stakeholders in March 2017. The Malang District MOM office met by the evaluation team expressed strong support for the training, and in early August (following the field visit) agreed to host the delivery of the remaining 50 hours of the second round using its own budget. The District level government (Regent) and the District MOM head have both expressed high level of support to the training.²⁷

The evaluators met a group of women in Malang named *Mandiri Sejahtera* (meaning self-sufficient welfare) who had attended community based training and attested to its benefits.

“In this group we also get skills development – in the past we could not cook well and clean well. All of the group members joined the domestic worker school - community based classes. “I used to just do basic cleaning; now the quality of my work is better, and I get compliments on my work from the employer.” Community-based training participant from the group:
“All of us have the DW school certificate. There are now five domestic worker groups like this who have completed the school”

The evaluation team observed that the models that JALA PRT and JARAK affiliates pursued have different strengths. JALA PRT and its affiliates integrate more emphasis on rights training, along with training in housekeeping and cooking, through the centre-based training and local peer-based replication. The members of JARAK include some elements relates to contracts and rights, but with a stronger emphasis on vocational skills and alignment with national curriculum. The approaches vary in content emphasis, location of training, type of training instructor, and certification available. The evaluators believe it would be valuable to document the skills training efforts, including outcomes for trainees, to inform future expansion.

²⁶ At 45 minutes each learning hour. The competence standard defines job standards, it does not provide a curriculum.

²⁷ Speech delivered by the head of Malang Manpower Office, on behalf of the Head of Malang Regency, on 6 August (sent to the evaluators by the ILO Country Director).

Based on the positive responses of training participants, both direct and indirectly reported, the evaluation team supports the need to continue and expand these models of skills training. The Sustainability section of the report reviews the steps taken towards sustaining the domestic worker schools and the vocational training programs.

3.4.5. Legal aid and development of support networks for DWs

The DWO networks have also developed legal aid resources in the form of lists of resources and linkages to legal aid services. Lawyers affiliated with the networks have responded to 33 cases of domestic worker exploitation during the project life. The DW leaders of grass roots DWOs under JALA PRT and LPKP, JARAK were provided with training on providing paralegal support to their peers.

Additionally, the partners have developed linkages with the crisis hotlines and Integrated Service Centres for Women and Children that operate at district level. Due to time constraints, the evaluation was not able to explore the effectiveness of the hotlines in any depth. Network of local referral systems have been established by the partners in principle, but the members of two Service Centres met during the evaluation said that they had not yet received any requests for support.

3.4.6. Awareness and social media campaigns

PROMOTE and its DWO partners worked on awareness raising to reach DWs, their employers and the general public in Indonesia and the Asia region. Although the evaluation found that these activities are good and all the DWOs are implementing activities on awareness raising, their impact on changes in knowledge and behaviour is not yet clear. Only anecdotal evidence is available at this time.

For an analysis of the impact of the awareness raising on persons who have been exposed to the project two kinds of assessment could be useful. One type would be on changes in awareness of persons directly involved with project actions²⁸ and another of the general public. An endline of project beneficiaries and direct stakeholders is not currently planned. To be objective, an assessment of the public— via an endline KAB, which is no longer planned— should cover persons who were not directly involved with PROMOTE supported actions. Whether the number of persons among the public who have been exposed to this information is already sufficient to conduct a randomly sampled study is doubtful at this stage. Based on the experience with child labor, the need to scale up and intensify the awareness raising on decent work for DWs in the general public is evident. Again, the lack of a fully supportive legal and policy framework poses a challenge to effectively scaling up such awareness raising and its effectiveness.

Some of PROMOTE's awareness activities were planned as part of IO1 while others were under different IO2, IO 3 and 4, and even IO7. Although IO7 is primarily about the PROMOTE project, readers of social media on the project can also raise their awareness on decent work for DWs.²⁹ This situation leads us back to the statements in Section 3.1 on the design of the project that note the high complexity of the inter-relationships between the different project components.

²⁸ I.e. people other than DWs in DW groups, DWO staff, other civil society organizations directly involved with the project, government officials.

²⁹ This is particularly true if the readers are not specialists in the subject area already.

Here we will briefly discuss PROMOTE's work on media training with DWOs, the development of social media about decent work for DWs, and activities carried out during international days on child labor, domestic work, etc. PROMOTE, together with its implementing partners, developed approaches in each province.

The DWO organizations and their members actively encouraged the publication of articles and other forms of communications about awareness raising on DW issues. The evaluation team saw copies of many articles, which the DWOs were eager to show concretely in well-organized folders and in their Power Point Presentations.

The social media component was also being well realised although there is always room for improvement. PROMOTE's implementing partners and their civil society members' organizations are actively using social media. The implementing partners are campaigning on CDW and decent work for DWs using their social media accounts. Interactions between readers are evident. An analysis that a social media specialist conducted in the latter part of 2016 included some recommendations that could further strengthen the work on this component.

DWs themselves are becoming more involved although the number of DWs with access to smart phones is still limited. This means, and possibly for other reasons as well, that participation of DWs is still nascent. Although the number of "likes" of the Facebook and Twitter pages is good, the active engagement of members was still low when the social media specialist conducted the analysis.

To enable a more active participation of DWs themselves, PROMOTE conducted training on Citizen Journalism for project partners and DW leaders. Several DWs have, consequently, already contributed articles to social media. In one FGD, one of the members pointed out, without being prompted, that one of the project's successes was that "we learned about citizen journalism where were taught how to write an article." The extent to which this is already a pervasive interest is not yet evident, however. The use of social media to create awareness still needs to be scaled up substantially so that more DWs can use it and to reach a large number of their employers.

Another means PROMOTE used to engage in awareness raising was through the active attention to DW issues during the international "special days". These included World Day against Child Labor; Domestic Workers Day; National Children's Day; National Women's Day; Human Rights Day and International Labor Day on 1st May.

One interesting awareness raising effort was carried out through the development of a theatre performance on the need for decent work for DWs. Some DWs were actors in the play. The evaluators found that the story line is interesting and appropriate although they were unable to watch an actual performance. While the performance was carried out during Domestic Workers Day, the evaluators believe that it could be useful to film the play and share it with a much wider audience.

3.5. Innovative Partnerships with Business and Civil Society (Immediate Objective 2)

Under this component, PROMOTE supported a wide range of strategies that business partners such as the Association of Indonesian Domestic Work Suppliers (APPSI), civil society groups, trade union partners and neighborhood groups undertook. The aims were also various: to raise public awareness on the rights of domestic workers, including among potential employers; to campaign for legal policy change, and to directly monitor and improve working conditions of domestic workers by engaging the support of domestic worker employers and neighbourhood groups.³⁰

The following discussion assesses the effectiveness of the efforts by three groups of partners, the recruitment agency association, neighbourhood community monitoring teams, and a range of trade union and civil society groups. The discussion is not exhaustive as the project worked with many partners.

3.5.1. Recruitment industry self-monitoring and regulation of employment

The evaluation considers that the Code of Conduct (COC) and its monitoring is a significant contribution to the regulation of the industry, and further effort should be made to promote its application to other parts of the domestic worker recruitment industry beyond APPSI.

PROMOTE successfully engaged the support of the APPSI to develop and implement an industry Code of Conduct for domestic workers. The intended outcome of the COC is better regulation of the working conditions and contracting arrangements among domestic worker supplier agencies and adherence to existing laws. The evaluation team met with staff from APPSI who explained that the COC was developed over a period of one year with support from project staff, and was completed and adopted by APPSI in February 2015.

APPSI was motivated to work with PROMOTE to revise their existing COC because they had previously worked with the ILO under a Child Labor project in 2005 and were convinced that there was a need to improve the regulation of employment of domestic workers.

The COC includes a range of obligations for APPSI members, including not to recruit/place domestic workers under 18 years old, to provide decent pre-placement facilities, to provide pre-placement training, ensure employers sign contracts with DWS, and to monitor domestic workers they place through quarterly workplace visits.

In terms of the regulation of child domestic work, the COC contains articles that provide for sanctions if the Code has not been adhered to. For example, if APPSI finds that an agency has supplied a child DW, they will terminate their membership. The representatives noted that this has happened once since the revised Code was introduced.

The evaluation team was interested to learn about the proportion of the DW recruitment industry that APPSI covered and its outreach to suppliers and brokers across the country. They were informed that APPSI has 157 member agencies based in Greater Jakarta, with networks of smaller agencies and individual suppliers across Indonesia. The APPSI representatives informed the evaluators that their association represents around half of the supplier agencies in

³⁰ There are essentially at least three major outcome areas or intended changes addressed under this component, as discussed in section 3.1.

the country. The domestic worker recruitment industry itself is a network of medium sized companies in the Jakarta area and their smaller company suppliers throughout the country who may be small companies or individual brokers.

An important element of the package that APPSI introduced is the monitoring of the member agencies for their application of the Code. A team of 15 APPSI member staff representing different member agencies has been formed to conduct monitoring of the application of the Code by the agencies, by visiting the suppliers. They conduct monitoring in addition to their usual work. In April 2016 a post-placement documentation tool was provided to the majority of APPSI members in Greater Jakarta through regular meetings for them to carry out their own post-placement monitoring.

Since the COC was adopted, the team has conducted two rounds of monitoring of application of the tools and the COC. In the first monitoring of the members in May 2016, 65% of 120 members were verifying the age and 58% had conducted post-placement visits. In the latest monitoring of the application in February-March 2017, there was an increase in the level of application of the COC: 72% of 123 monitored members were verifying age and 69 % were conducting post-placement monitoring visits. Certificates of appreciation were awarded to those applying the COC.

The COC has been spread to the membership through the regional meetings held across greater Jakarta. In terms of the any changes in APPSI membership following the introduction of the COC, such as agencies joining or leaving the associations, the representatives informed the evaluators that they are aware of a few cases of agencies that do not join APPSI because of the COC, but other agencies are still joining them and for example, four new members joined in 2017.

Asked about the value of the PROMOTE support to APPSI and any changes in their capacity, the APPSI officers highlighted the training on monitoring tools that the project supported as very useful. In the past they did not have a monitoring tool for members to show how they are applying the COC.

The visibility of the COC and recognition of its seriousness are achieved through requiring APPSI members that accept the COC to sign a certificate. Each supplier agency displays a banner in their office stating that no workers under 18 years are employed.

3.5.2. Community-based monitoring by neighbourhood groups

JARAK developed the Community Based Monitoring (CBM) approach to better identify child labor and cases of abuse of domestic workers by working through neighbourhood associations. Such associations are common in all communities, including in wealthy housing complexes where large numbers of domestic workers are employed. The model was not conceived in the original project design but was developed and proposed by JARAK in September 2015 based on their experience in child labor monitoring projects. The Ministerial Decree No.2/2015 provides a government line of support for this approach, as it requires employers to report the employment of domestic workers to the head of the local neighbourhood, known as the Rukun Tetanga (RT). Note that villages are the lowest level of government administration in Indonesia. A village is divided into several community groups known as Rukun Warga (RW), which are further divided into neighbourhood groups (RT).

Based on interviews with various stakeholders, the evaluators concluded that the CBM model is one of the more successful of PROMOTE's approaches due to its potential to identify and respond to child domestic labor, as well as identify problems experienced by adult domestic workers. It also fills a major gap in the capacity of the labor inspectorate to reach informal workers including domestic workers.

Process: The neighbourhood-based monitoring groups operate at the RT level, covering areas of 50 to 200 households.³¹ The groups are formed by the local partners, such as LPKP in Malang, Lambang in Lampung, YPSI (Yayasan Pemerhati Sosial Indonesia) in Jakarta. The evaluation team met three CBM groups, in Malang, Lampung and Greater Jakarta. The groups typically include community leaders at RT level, RW leaders (a group of RTs) and PKK maternal and child health centre workers. PKK stands for Pembinaan Kesejahteraan Keluarga or Family Welfare Development Program and one of its programs is maternal and child health improvement.

Their initial purpose is to gather data on the domestic workers employed in a given neighbourhood using a questionnaire. The information on the situation of DWs including any CDWS (the number, ages and working conditions) is reported to the head of the RT and then to the head of the village. Secondly, the teams provide information to the community members on decent work for domestic workers and the prohibition on employing children less than 18 years as domestic workers. Next, they conduct monitoring at agreed intervals such as every three months. This consists of visiting households or talking to domestic workers they meet in the neighbourhood to check on the DW's working conditions. If problem cases are found, such as households employing under age domestic workers, the team coordinates with the head of the RT and the supervising NGO to refer the child worker to education or other local services. The follow-up monitoring appears to vary across the groups. In Lampung for example, the CBM group noted that they would validate the data annually. At the same time, they check that none of the domestic workers are less than 18 years old.

The evaluation team heard from the CBM teams met that the members are motivated partly by a desire to ensure domestic workers are not abused and partly by concern to protect their communities against potential criminal activity

The process of gaining entry is to first gather local employers of domestic workers and spread understanding that they will be visiting to share information on employment of domestic workers. Initially employers ask what the benefit is for them. The entry point commonly used at household level is that the information is focused on ensuring safety in the home.

Successes: So far, most groups have been providing information to employers and domestic workers on OSH issues and gathering data on domestic workers employed. The model seems to work best when the head of the neighbourhood (RT) or cluster of neighbourhoods (RW) is a member of the group as its authority is raised. Several cases of children working under 18 have been identified. Some of them have been referred to return to school while others want to keep working and the group continues to monitor the situation.

"When we first started doing the monitoring the doors were shut in front of our faces. People thought we were trespassing on their privacy. People were suspicious, but when the heads of

³¹ A cluster of neighbourhoods (RTs) make up the lowest administrative level, known as Rutun Warga (RW)

the RT or RW came with us they started to cooperate". CBM member, Tangerang, Banten Province in Greater Jakarta.

Challenges: The evaluators noted that issues of data confidentiality should be monitored, so that domestic workers' privacy is respected. Most of the group members are DW employers themselves and at present there are no domestic workers in the groups. The evaluators suggest inclusion of domestic workers would be desirable in the interests of an objective approach.

Scale and Replicability: According to the April 2017 TPR, CBM teams are operating as pilot groups in 33 local communities across four districts. JARAK reported that the pilot scale is small and they are looking for ways to expand the model. The potential for sustaining and replicating the model is discussed further in Section 3.12.

3.5.3. Innovative partnerships with media and other civil society

Under IO2 work was also done with the media, including journalists, as well as with financial trade unions (NIBA), journalists, KOWANI, youth video makers, religious leaders, and teachers.

Together with the CBM activities, the evaluators believe the work implemented under this component is among the most interesting of what was carried out under the project implementation. The report cannot, however, detail every activity of PROMOTE as this would result in an overly detailed and long report. The evaluators do note that it would be very useful to document these activities in greater detail in a final or other project report.

The evaluators were unable to meet with some of the groups associated with this component, notable the youth, religious leaders and teachers. Based on the interviews with the remaining entities, however, the main evaluation finding is that these activities are, to a large extent, innovative and are good practices that can be substantially scaled up to reach a much wider audience.

Following capacity strengthening on DW issues, the members of NIBA organized awareness raising using an innovative technique. Photo booths were placed in strategic spots where visitors could have their photo taken with messages on decent work for DWs. Visitors were encouraged to upload their photos to social media and received awareness raising campaign materials.

Journalist members of AJI who had also been trained on DWs issues were interviewed during the evaluation. They shared how, because of the project, they have started covering stories on DWs differently. Whereas prior to the project they had only covered stories that could be deemed as "sensational" about DW cases of abuse, now they are also covering other stories to raise awareness. AJI journalists also indicated that they have trained DWOs. During training they explained that, if there is a case of abuse they should "act right away when there is a case and hold a press conference." AJI members also pointed out that they conduct awareness raising among their journalist colleagues because many still see DWs as helpers and not as workers.

The association of youth to make videos about the condition of DWs was an interesting idea. Representatives of the Integrated Service Centre for Women and Children Empowerment Lampung cited this as one of PROMOTE's successes. The videos are on Youtube though it is

difficult to assess the extent to which the videos are useful in changing awareness, that is, other than for those who were involved. An assessment to determine how to strengthen the dissemination could be useful. Some suggestions could, for example, be to link the videos to the CBM groups and organize discussions on the content.

With regard to KOWANI, the organization has started concrete actions and has expressed strong interest to the evaluators to continue moving forward on attaining decent work for DWs. They are interested in helping ensure that Convention 189 is ratified in the country and a national law is passed. For now, KOWANI has developed and conducted advocacy and awareness raising with ten of their member organizations, developed a position paper and an info sheet

The activity with religious leaders was based on a one-day workshop to sensitise the participants on the issues facing DWs and encourage them to cover the issues in their sermons. One of the implementing partners indicated that it is difficult for the religious leaders to do so as the workshop was too short and they needed more support. The partner does call the religious leaders and tries to encourage them to cover the issues.

3.6. Regional Efforts (Immediate Objectives 3 and 4)

PROMOTE's regional project component was focused on advocacy and capacity strengthening of DW leaders, their organizations and their members on decent work for DWs and issues concerning CDW. The evaluators concluded that this project component was quite successful although it would have been useful to have more time to assess this so that DW leaders in the countries in the region could also be interviewed.

The existing analysis could only be based on interviews with the Director of IDWF, a representative of ILO's ACTRAV, PROMOTE project staff and reviews of the relevant website and documents. The materials that were developed with the support of the project, the regional workshops, and the IDWF website improvement and use were all beneficial PROMOTE activities. It is evident that there remains a great deal of scope for IDWF to expand its reach further and increasingly provide support to DWOs in the countries in the region and globally. The materials and internet communications network that PROMOTE supported will contribute to this process.

Capacity building through IDWF

The project supported a needs and capacity assessment among Asian DWOs.³² One of the major challenges of DWOs thus identified is a lack of planning to achieve goals and the need for more effective communications and networking. A workshop to strengthen the capacities of DWOs in the region was subsequently held in December 2014. During the training, representatives of trade unions, domestic workers' organizations and other stakeholders discussed and shared approaches on the promotion of decent work for domestic workers and elimination of CDW.

PROMOTE engaged with and provided support to IDWF to develop their internet communications network. To ensure that the network is grounded in actual needs, IDWF and the ILO support staff conducted a "visioning event" on the proposed communication network

32 IDWF (2013a), IDWF Report on Consolidated responses from the Needs Assessment Survey among DWOs. Hong Kong: IDWF. IDWF (2013b). IDWF Needs Assessment Survey, December 2013: Country reports. Hong Kong: IDWF.

in April 2014 in Asia. During these events IDWF staff, an ILO support team, affiliate organizations, and member domestic workers discussed the types of information needed and the ideal means to transmit them. Two consultations and training events—supported through the ILO Global Action Programme on Migrant Domestic Workers—followed this event, one each in Africa and Latin America.

Much of the additional support to develop the network was through PROMOTE's financial inputs to enable IDWF to hire a specialist for the communications network development. A review of the IDWF website indicates that it is quite clear although there is quite a lot of information on the home page.

The IDWF FB page has over 17,500 members while the Twitter page currently has over 1300 followers. The members are not just confined to the Asia region. An IDWF led assessment of the communications network indicated that most of the members were satisfied with the way it worked.

An initial challenge for Indonesian DWs to access and use the international site was the fact that many are unable to communicate effectively in English. Since English is the main communication language on the IDWF website, FB page and Twitter feed, this made it difficult for Indonesian DWs to join and interact. The same is likely to apply to DWs in other non-English speaking countries. IDWF addressed this by asking their affiliates to identify “a person to help them and who is good in English. That person is the focal person.” The focal person is then trained and continues to be coached through Skype. While a good initiative, this approach maintains a dependence of non-English speakers on another person. This problem has recently been addressed more fully. An interpretation option is now available although the method to use the option is not immediately clear. DWs will need to be guided on how to use the site and its multi-lingual options. Doing so will require intensive support among potential DWs so that they can access and communicate on these platforms.

In fact, some evaluation interviewees noted that the Indonesian DWO do not immediately see the usefulness of actively interacting on an international platform.

One of the challenges that an evaluation interviewee cited was that the focus of IDWF and its members was very high on the ratification of Convention 189 with a lower focus on addressing CDW. The link between CDW, Convention 182, and Convention 189 was not clear to the members. PROMOTE has addressed this issue through the development of the Handbook on CDW together with technical support to clarify the inter-relationships between the conventions.

A manual on “Tackling child labor in domestic work: a handbook for action for domestic workers and their organizations” has been produced by IDWF with technical support from ILO specialists.³³ The handbook was finalised in May 2017. As part of the last project revision (of January 2017)³⁴ another regional workshop on the Handbook has been planned for IDWF affiliate leaders from 8-10 countries in the region.

The evaluators reviewed the handbook and found that it appears sufficiently comprehensive, well prepared and clear. The full usefulness of the handbook cannot yet be assessed, as it will

³³ ILO Jakarta, (2017b), Tackling child labour in domestic work: a handbook for action for domestic workers and their organizations International Labour Office. Jakarta: ILO

³⁴ ILO Jakarta (2017), Project Revision Form USDOL Modification Number:02. Submission Date: 23 November 2016 (revised 17 January 2017). Jakarta: ILO Jakarta

first need to be tested in several countries. Some adaptations may also need to be done to ensure that the information is updated and in line with country specificities. The planned training and awareness raising on CDW and the relationship to the rights of all DWs will need continued attention on a regional and even global scale.

PROMOTE has also supported the development of a document on good practices to improve decent work conditions for DWs in Asia. The report layout was being finalised at the time that the fieldwork for the final evaluation was conducted. Two of the good practices cited in the report are from PROMOTE's Indonesia experience. The evaluators reviewed the draft report.³⁵

The good practices report is very straightforward and describes the good practices from the different countries well. The evaluators would, however, have liked to know more about the criteria that were used to select these good practices and not others. It is true that the selected practices are interesting but the credibility of the report would have been heightened if it was clear how many good practices were considered and why these were selected. Of interest could be to know if additional good practices could be shared on IDWF's communications network from a potentially larger collection.

Given that PROMOTE is primarily focused on Indonesia, the sections in the report that originate in the country are particularly useful to assess in depth. The first Indonesian good practice covers the Rap method to identify and encourage DWs to join and be active in DW groups. The second good practice includes several components that are also separate good practices. These include emphasising leadership of and by DWs, incentivizing membership through skills-based trainings and narrative-based story sharing and social media among members. The evaluators interacted with DWO and DW groups that had been involved with these main good practices. In both cases the practices were indeed considered useful, although Rap was particularly mentioned as valuable, even in DW groups.

The main issue regarding a good practice report such as this is how and if it will be used to replicate the good practices that were covered. If good practices are only referred to for intellectual reasons and not to inspire work in other countries it may not be as useful as it could be.

Efforts to ensure replication of these good practices in and across the countries will likely need technical support. The report in and of itself may not be sufficient to ensure replication. As a result, a system will likely need to be put in place to ensure that implementing DWOs are able to network with the originators of the good practice. As such, contact details could be useful to facilitate and improve the likelihood of interested DWO to replicate the good practice. It would thus have been useful if these had been included directly in the report although a clear link on the IDWF page where the report is presented could also be helpful.

The IDWF representative noted that there is no lack of useful information but that the challenge is how to ensure that it is packaged in such a way that is helpful and is provided to members on a regular basis. IDWF does have a newsletter, which is useful, but it does not provide in-depth information like a more extensive and concretely detailed report could provide.

³⁵ ILO, IDWF (2017, (Draft) Decent Work for Domestic Workers: 8 Good Practices from Asia. Jakarta: ILO

Some interviewees also emphasised that the regional component could have included more exchange visits between DWO in different countries. Such visits would be very useful to strengthen the alliances beyond those created more fleetingly during regional workshops.

Trade Union conferences on decent work for domestic workers

IO 4 comprised two regional training workshops. ACTRAV conducted the first in Indonesia in December 2014. Trade unions and DWOs from nine counties participated and developed action plans toward union action on decent work for domestic workers. The second regional workshop was conducted in Bali, Indonesia³⁶ attended by trade unions and affiliates of the IDWF. The workshop was supported with technical input from the ILO Specialist for Workers' Activities as well as the regional Senior Child Labor Specialist and Senior Specialist on Gender, Equality and Non Discrimination. Discussions were held on issues of labor inspection, ways of strengthening alliances between domestic workers and trade unions and the draft handbook on tackling child labor produced by IDWF. According to the according to Specialist on Workers' Activities, these workshops have made a small but important contribution to promoting the issue of domestic workers' rights on the agenda of the trade unions, which have traditionally focused more on the conditions of factory workers in the formal economy

3.7. Mobile Communication System for Domestic Workers (Immediate Objective 5)

One of the major project components that could reach live-in DWs is the establishment of a two-way mobile phone system and other Indonesia based social media efforts. The two-way system is intended to communicate with DWs on decent work issues and to receive queries and complaints about working conditions. Of course, this does depend on the access of DWs to mobile phones, especially to smart phones. The success of this element is variable and needs to be analysed in greater detail to determine how best to maximise the opportunities.

With PROMOTE support, a two-way SMS gateway was established that allows DWO to share information with system members and to receive queries from members about their concerns or complaints. Although the goal was to reach 15,000 (C)DWs the project was only able to reach and enter the numbers of 2,164 DWs in the system at the time of the evaluation.

The main reasons for the difficulties in attaining the target were that the DWOs faced some technological challenges and that DWs hesitated to provide their mobile phone numbers. Additional issues were the lack of mobile phones among DWs and difficulties in reaching more DWs beyond those who were already involved with the implementing partners. Signing up DWs into the system requires awareness raising so that they are convinced of the usefulness of being involved in such a system. DWOs did relate that they encourage DW groups to ask their friends to join the system but it is not clear to which extent this has worked. The DW also need to be reassured that their number will not be misused. Evaluation interviewees indicated that giving a personal phone number was more challenging than enabling DWs to sign up to social media.

Although information was shared with gateway members, only in the last few months prior to the evaluation did members also send in a few comments and/or queries. It is difficult to judge whether the system is useful or not as it may simply take more time for it to achieve a well-functioning level than was originally estimated. It could be useful to re-assess the system after

³⁶ The workshop was entitled: 'Organizing and decent work for domestic workers and elimination of child labour in domestic work', on 4-6 August 2016 in Bali, Indonesia

one year, that is if the implementing partners continue with the gateway after the PROMOTE ends.

Regarding the Facebook and Twitter social media campaigns, most of the members are, again, people who are already associated with the implementing partners of PROMOTE. As one of the interviewees indicated, “The people on the FB page are the DW whom we assist, their families, and others who meet us. They like it because we have already raised their awareness but it does not mean so much for the public. We do not know how to get it to go past a certain level and reach the public with this.”

In one FGD, group members indicated that, where they tried to post awareness raising issues on DW, some of the public did react and did so negatively. They indicated, “instead of encouraging us they insult us. We do respond to them when they do that.” In another group, the comments were more positive. They stated “The campaign on social media was the single most important thing that we learned; 95 % of us use social media. We feel that this is very effective to raise awareness and help get other DW to join.” At the same time, there are FGDs that mentioned that most of the DWs do not have smart phones so they cannot access social media.

3.8. Enhanced Knowledge Base: DW for Domestic Workers (Immediate Objective 6)

The project sought to contribute to the knowledge base in two major areas; research on the population of domestic workers and child domestic workers and their working conditions; and documentation of project efforts and research related to the project’s outcomes.

The chief contribution of the Project to the knowledge base on domestic work is the production of a study on the estimation of the population of domestic workers in Indonesia completed in January 2017.³⁷ This study developed a methodology to estimate the population of domestic workers and child domestic workers based identifying adjustment factors to the national labor force survey data of 2015. A pilot survey was used to identify the adjustment factors. A significant finding from the study was that the labor force survey, known as the SAKERNAS, should be used with reservation with regard to DW as it estimated the population of domestic workers by about 1.5 million. The study concluded that, to obtain better coverage of the correct estimate of DWs it is recommended to apply adjustment factors such as those used in the PROMOTE supported study.

Using the adjustment factors, the study estimated the population of domestic workers in 2015 at 4 million, and the population of domestic workers less than 18 years at 85,600 (2.14% of the estimated number of domestic workers). Live-in workers were estimated at 683,000 (17% of the population of DWs). The researchers recommended options for obtaining better estimates of domestic workers in the future, either by integrating additional modules in the LFS or by conducting a satellite study. The satellite study was conducted to identify the needed adjustment factors. The methodology and results of the population survey have been discussed with the MOM and other stakeholders on 16 June 2017. The evaluators suggest that the approach is potentially valuable to disseminate widely beyond ILO Indonesia, to ILO and its partners regionally and globally.

³⁷ Suhaimi, U. & Farid, M.H. (2017), Toward a better estimation of total population of domestic workers in Indonesia. Jakarta: International Labour Office.

A study of alternative job referral mechanisms was completed in early 2015; however, the evaluators have not had the opportunity to review it and were not informed about the use of the study. Other planned areas of research under this objective, including outcome based research and documentation of models, appear to have been too ambitious within PROMOTE and its partners' human resource capacities and the allocated time frame. For example, research on occupational working conditions and hazards, including violence in the workplace, initiated in October 2014 and planned to be completed by March 2017, was still ongoing at the time of the evaluation. This was contracted to the Local Network for OSH Initiative (LION). Project reporting in the PMP claims 12 studies as of July 2017, including a report on Good Practices on organizing Domestic Workers in the Philippines, but it is not clear to the evaluators which studies these are or that all were initiated under this outcome.

Various "outcomes related studies" were originally planned, including follow up to the Knowledge Attitude and Behaviour Survey completed in April 2015 (under IO 1) to serve the purpose of designing public awareness campaigns. The KAB study was conducted in two project provinces, Makassar and Surabaya, and one control province, Bandung, with the intention of conducting an end of project study for comparison. While the "baseline" KAB study appears informative to the evaluators, the evaluators consider that it could have been further utilised. For example, the study on the wages of different groups of domestic workers (Activity 6.1.14) has not been completed. The April 2017 TPR reports that further research will be developed based on the KAB results; however the evaluators did not learn of any progress on this research and suggest it is inadvisable to conduct it during the short period remaining.

To the knowledge of the evaluators, little research on project outcomes has been carried out under the project, apart from the documentation of some promising practices - including the Rap method- reflected earlier in the evaluation comments on the regional component (IO 3).

In the view of the evaluation team, the project could have done more to document changes in the knowledge, attitudes and behaviours of domestic workers themselves. For example, tracer studies on the change in domestic workers' attitudes, knowledge and behaviours and how these came about would be useful to show how the mobilising strategies of the DWOs worked. This would be a type of outcome study, which might be possible if budget remains.

M & E System

The establishment of the project monitoring and evaluation system and its utilisation for project monitoring and learning purposes was placed under this IO. The evaluators consider the M&E system and its effectiveness as part of the project management system, as well as a learning tool, rather than an outcome, therefore the effectiveness of M & E is discussed under Section 3.12.

3.9. Knowledge Sharing Systems for Transparency and Accountability (IO 7)

Under IO7 the project focused primarily on communicating information about PROMOTE activities. This included the ILO Jakarta Website, the PROMOTE Facebook fan page and Twitter account and the activities of the PAC. PROMOTE well exceeded the targets for the number of ILO Jakarta website visits, as well as the number of friends and followers on the project's Facebook page and Twitter accounts. This is a very good result. The extent to which these visits were from individuals such as (C)DWs and employers as opposed to other persons is not clear. A further breakdown regarding the number of government officials, academics,

and others is, consequently, also not evident. The linkages the social media activities under IO7 and the other activities under, for example IO2, could have been more integrated. The social media and other awareness raising activities of the project partners may be more important to share and promote decent work for DWs. Nevertheless, the number of views and members on the project's pages is encouraging.

3.10. Contribution to the Goal of Reducing Child Domestic Work

The stated goal of the project is to significantly contribute to a reduction in child domestic work. While the project is only responsible for achieving its immediate objectives, which are assumed to contribute to the goal, it is important to consider any evidence of emerging impacts on child labor as a result of the selected strategies.

The project's outcome indicators provide little evidence of the impacts or changes in public attitudes or practices regarding child labor or employers' behavior. Nor is there very much evidence of the number of child domestic workers reached through outreach activities, apart from reports that few were encountered. However, the final evaluation team made a number of qualitative observations on this central issue.

Capacity of DWOs to reduce child domestic work: The core strategy of the project was to work through DWOs and their members to improve DW for all domestic workers and to reduce CDW. There is mixed evidence on the results and possible impact regarding the capacity of DWOs to address child labor. The members of JALA PRT, KA PPRTBM and JARAK have all included messages against the employment of children less than 18 years as domestic workers in their public awareness campaigns and legal policy advocacy. The project has not assessed the effect on attitudes of the public towards CDW. The DWO partners have, nevertheless, achieved encouraging changes at provincial policy level in terms of declarations of child-friendly cities with no child domestic labor in Malang district, Bandar Lampung city and Makassar city, for example.

At the national level, the Bill on DW, if and when it is introduced, will strengthen legal sanctions against employing children as domestic workers. Child domestic labor is already disallowed through the MOM regulation No. 2/2015 but without sanctions, as well as through the Labor Law decree. The MOM staff on the PAC indicated to the evaluators that they would have liked to have seen more emphasis on the child domestic labor issue through the PROMOTE project.

Although the partner DWOs were required to target CDW in their organizing and outreach activities, this has generally been unsuccessful, as most of the domestic workers they reached were live-out DWS. According to FGD interviews, few have contact with CDWS. One exception was Tangerang in Jakarta where the members of the JALA "team 10" are aware of CDWs in the local housing complex, but had not been able to reach them effectively. None of the domestic workers interviewed had children of their own working as domestic workers, although many had started working as domestic workers when they themselves were below 18 years of age. DWO partners and project staff also told the evaluation team that reaching child domestic workers is difficult as they are quite dispersed, and there are not as many as there were in the past.

The project staff and partners frequently stated in reports and during interviews that reaching child domestic workers, (who are often live-in workers according to the Population survey) is

very challenging. They often do not get days off and their employers do not allow them to attend meetings in groups. The project has not responded to this challenge through any innovative means to reach children in domestic work through, for example, prevention in known sending areas.

Given that some DWO grass roots members do know child domestic workers in their neighbourhoods there is an opportunity to reach out to them to offer support or referral. The project has not worked extensively on support solutions for child domestic workers, as its focus has been on improving the rights and conditions of work of all domestic workers. The evaluation found stronger qualitative evidence of impacts on decent work for DWs generally.

Among 132 domestic workers that the evaluation team met in focus group discussions, awareness regarding the minimum age for domestic work varied a good deal. Although the majority said that the minimum age is 18 years, some stated the minimum age should be 21 years, while others said 14 years was suitable. Therefore, the capacity of the adult domestic workers that the project reached to advocate for child domestic workers, identify and refer to services is still under-developed.

The highest priority of JALA and KA PPRT BM appears to be to organize and mobilise adult domestic workers, although the representatives interviewed mentioned that their awareness of the issue of child domestic work has been increased through their involvement in PROMOTE. Based on evaluation interviews, JARAK, and its members, as a network traditionally working on child labor, appears to have given the most attention to combating child domestic work, for example through the introduction of community-based monitoring in pilot neighbourhoods.

Capacity of other actors to address child domestic work: Within Indonesia, the project interventions with the largest potential impact on child labor are those dealing with the monitoring of the employment of domestic workers. These strategies include the monitoring of placement of domestic workers through the APPSI Code of Conduct and the direct monitoring of employed domestic workers at neighbourhood level through the CBM teams. The final evaluators consider these efforts as emerging good practices for reducing child domestic work.

Regionally and globally, the production of the handbook for DWOs on tackling child labor and the subsequent training for DWOs are making an ongoing contribution to reducing labor in domestic work.

3.11. Sustainability

Planning for Sustainability and Exit Strategy

PROMOTE completed a sustainability strategy in November 2015. PROMOTE's implementation partners JALA PRT, JARAK and KAPPRT BM also developed more detailed sustainability plans following the MTE. The evaluators are not aware of any updated sustainability plans. The project has been holding discussions with its ILO regional office specialist to discuss how to consolidate and sustain the activities. The ILO Jakarta office has already committed to continuing to provide support for the development of legal and policy frameworks on decent work for DWs.

Prospects for the sustainability of key interventions

Domestic worker organizing and educating activities: The evaluation team raises some concerns regarding the dependence of implementing partners and their members on outside grants to continue their work on organizing domestic workers and running various self-empowering activities. The implementing partners, such as JALA PRT and the unions under KA PPRTBM, do have some of their own resources from the membership fees collected from their members, although the amounts are limited. The implementing partners did, however, indicate that they plan to sustain the activities implemented with PROMOTE's support. For example, K SPSI indicated encouragingly, "To be honest, the most important is that we need moral support and training on how to create awareness more than we need funding. The DWs are now on fire and they need training so they can move forward." The need to ensure that government plays its role is, however, an element of concern as the DWOs cannot drive the change by themselves. As another interviewee stated, "PROMOTE gave us a big opportunity but it was too short. So, to take this forward we need the government to be more involved in all activities to ensure decent work for DWs."

There is a useful awareness among staff of JALA PRT that the DW groups should not be overly dependent on the overarching DWOs. The JALA PRT director indicated that, "My focus is to make the DW strong so that they can take things forward without depending on us. Right now, we have a role to organize and create but our concept is for them to join DW groups and be independent leaders." To achieve this JALA PRT is focusing on helping unionise their groups. The ability of groups to successfully to unionise is, however, a long process as members need to be aware, confident and able to manage their unions. This means that unionising should not be pushed too hastily, a point that JALA PRT is well aware of. As noted earlier, two DWOs, Sapu Lidi in Jakarta and Paraikatte in Makassar, are now registered as trade unions.

DWs in all the FGDs also made encouraging statements indicating that they intend to continue as DW groups to advocate and raise awareness. The formation of the groups has been sufficiently strong that the evaluators have reached the conclusion that most will continue. This is in part due to the social and mutual support aspect that the DW members appreciate. In one example a group member indicated, "We will keep going, we understand the benefit of this group and will also pay attention and help other domestic workers."

Significantly, most of the groups that the evaluation team met have begun forming credit and savings cooperatives. Some of these began with the Indonesian traditional form of saving known as Arisan. These serve multiple benefits of motivating the group members to keep attending their domestic worker group due to the benefits they receive, to provide a source of loans funds and to contribute funding to the group itself. The evaluation found such initiatives to be a strong element to ensure the sustainability of the grass-roots domestic workers' groups.

Vocational skills training: The project implemented a small-scale pilot implementation of vocational skills training for domestic workers within selected neighbourhoods in four districts. There are encouraging signs that the local governments in some districts and provinces are willing to provide training locations and funding towards vocational skills training of domestic workers. This is evident in Malang district where a regulation on skills training provision is close to reaching endorsement and the district head of MOM is highly supportive.³⁸ The training pilot used a nationally recognised competency based curriculum for domestic work,

³⁸ During the evaluation visit and in August 2016 there was media coverage of PROMOTE's skill training program for DWs.

meaning that the curriculum can be transferred and recognised elsewhere. The community-based model that JARAK members run was found to be particularly effective. The community based training is held in a place such as the house of of a DW close to where other DWs live. However, it is not yet clear to the evaluation team how this latter model can continue to operate once the project ends. As part of the exit plan, the models should all be documented and exit meetings should be held with the partners to decide on a clear process to move forward.

If training institutions are registered and their curriculum approved, they can apply for grants from the Ministry of Manpower to finance their trainings. JALA PRT and JARAK are already working on being eligible for such grants, the conditions of which include having a registered training location. Nevertheless, as JALA PRT pointed out, over the long term it is better if training for DWs' vocational skills is integrated in regular government vocational education institutions. Sustainability is more likely over the long term if agencies do not have to keep applying for grant after grant for funding for such training.

Community Based Monitoring: As described in Section 3.5.2, teams of neighbourhood volunteers were set up through the JARAK network. The teams identify the households where domestic workers work, deliver information to them about decent work for domestic workers, and monitor the age of domestic workers and their working conditions. They report on the situation of domestic workers to the neighbourhood head and local administrative level and help to coordinate referral to services in cases where it is needed. While this model is still in its infancy, and has so far served mainly a data gathering and awareness raising purpose, there is strong interest in sustaining and replicating it at both local and national levels. At the local level, according to JARAK staff, the groups have gained the support of local government in several municipalities or districts. For example, in Tangerang in Greater Jakarta, the Mayor has suggested that it should be replicated in all the RTs and RWs. Ideally, the project staff would like to see district/city governments issue an instruction requiring all villages in their jurisdiction to carry out such monitoring.

The individual members of the CBMs met also expressed strong enthusiasm to continue their work, based mainly on their sense of community responsibility. They feel they are serving both the neighbourhood employers and the protection of domestic workers.

One option towards expansion that has been raised is to integrate the monitoring of domestic workers and child domestic workers into other government programs, such as the community-based Child Protection Program under the Ministry of Women's Empowerment and Child Protection. According to Project staff, the MOM has expressed interest in this approach as a means of monitoring informal workers. There is no cost involved as the group members are volunteers. MOM members of the PAC have also taken a strong interest in this pilot and told the evaluators they would like to see more extensive documentation of its process and results.

The evaluation team suggest that more support is needed from JARAK to these groups to ensure that their expertise is nurtured, that the model is expanded to provide referral to domestic workers or child domestic workers in need of support, and that the rights of domestic workers are given priority. Therefore as part of the exit strategy it would be useful to hold discussion among the stakeholders, national and local, to develop a clear plan for the model going forward.

National capacity of DWs: At the national level, the PAC members indicated that the "project has helped us sufficiently but we still need more funding related to research and training of DWs. We will work together to make a regulation to assist with funding for these activities

though. If MOM has funding it will be very limited. We need funding from other stakeholders to sustain the results of the PROMOTE project.” The MOM placement office representatives indicated that they will continue to provide support for activities on decent work for DWs.

Advocacy for legal and policy change: The legal and policy advocacy teams have indicated to the evaluators that they are committed to continuing their work to help ensure the adoption of supportive legal and policy frameworks. Given that many members of these groups were successfully involved with child labor frameworks there appears to be good potential in this area. Naturally, support and interaction with DWO will be necessary to achieve the goals.

Awareness raising efforts: Some of the other partners, such as NIBA, AJI and KOWANI indicated to the evaluation team that they intend to continue their awareness raising activities. KOWANI representatives have indicated that they are working with JALA PRT and will continue to do so.

They did point out that it may be difficult as their resources are limited. AJI (the journalist group) indicated that they will continue to write and PROMOTE relevant articles. NIBA indicated that, “In the future, we will continue these efforts on decent work for DW through our charitable fund. Through the union, we will work to outreach more to other unions in other financial institutions to take this work forward. With or without the help of the ILO we will continue.”

As KOWANI representatives indicated, “Some of the money for this will have to come out of our own pockets. However, we are committed to lobbying with stakeholders to pass the law on decent work for DWs. We will keep moving to push this even though the project will end, our chairperson is very supportive of this activity”.

Regional advocacy: Regarding the regional component, IDWF will continue to work on this subject using its social media campaign. Funding for activities comes from IDWF membership and from potential grants. IDWF will continue to apply for support to replicate and conduct more regional workshops in Asia and in the rest of the world.

3.12. Project Management Effectiveness and Efficiency

This section addresses the effectiveness of human resources; project coordination; monitoring and evaluation effectiveness and financial efficiency.

3.12.1. Human resources effectiveness

The project staffing comprises the Chief Technical Advisor (CTA); capacity building officer, who also covered Lampung province; advocacy officer who also covered Greater Jakarta coordination; provincial coordinators for East Java and South Sulawesi; a monitoring and evaluation Officer (from 2015 to early 2017); and two administrative staff. The second administrative staff was only added on 3 October 2016. For a project of this size, the evaluation team considers the staffing size relatively lean, and a number of project staff commented that sharing the role of technical specialist and provincial coordinator stretched their resources at times. However, the team has succeeded in implementing a large number of diverse activities within a relatively short project duration.

The evaluation observed flexibility in the allocation of tasks and the initiative of staff to take up tasks beyond their designated role. For example, the East Java coordinator was closely involved in the development and piloting of the competency based vocational skills curriculum. He also developed the training module and OSH checklist for domestic workers adapted from the ILO guidelines. He is currently developing a mobile App to share C189 and rights of domestic workers. The South Sulawesi coordinator has expertise and interest in campaigning using social media and has been managing the Project twitter account to campaign on decent work for domestic workers. The M & E officer also supported the research activities. This has enriched the quality of the technical support provided by the project and made for increased efficiency.

The evaluators learned that the ILO Jakarta office has strongly supported the project from the outset, taking part in events and working to assist the Government approval of the project. ILO technical support has reportedly been strong, provided through the Senior Child Labor Specialist for Asia and the Pacific - ILO's Decent Work Team Bangkok, until early 2017. The Senior Specialist on Gender, Equality and Non- Discrimination has now taken up this role with support from the Specialist on Workers' Activities on regional trade union advocacy. Support from ILO headquarters included various specialists as well as experts from the Inclusive Labor Markets, Labor Relations and Working Conditions Branch (INWORK) for the domestic workers population study.

3.12.2. Project coordination

The management and planning of activities is handled through coordination meetings held internally and externally with the main partners and appears to have been well managed, based on reporting and interview responses. The USDOL staff member overseeing the project has been satisfied with the responsiveness of the project to enquiries and reporting timeliness. None of the partners interviewed raised issues concerning management with the evaluators. The main project partners were responsible for delegating and managing the activities of their members. According to one of the staff, management efficiency would have been improved if the local implementing agencies had been authorised to provide monitoring data directly to the provincial coordinator, rather than through centralised management processes.

3.12.3. Effectiveness of the monitoring and evaluation system

Based on interviews with ILO and USDOL staff, the evaluation noted that, overall, the development of an effective system that is useful for project planning and wider learning purposes has been challenging for the project. The Project staff reported that the M & E system has been very useful to the project and they have used it to monitor progress and adjust activities. However, while some reliable monitoring data and outcome changes have been captured, the evaluators found that the system could have been strengthened, especially at the outcome level. The weaknesses in the system may partly be attributable to insufficient external M&E guidance provided to the project and gaps in capacity among the team itself. A detailed assessment of the development of the system and its usefulness is given below.

Following the approval of the project, USDOL required PROMOTE to complete a Project Monitoring Plan (PMP), against which data would be collected and reported for the purpose of monitoring and evaluating progress at the level outcome changes and outputs delivered. The purpose of such a system, under Results Based Management guidelines, is to capture progress and areas of difficulty, so that key achievements outcomes are effectively captured and the project can respond to arising issues. This is to serve as a system to feed learning back into the system for the project's ongoing strategy development and implementation.

At the time of this cooperative agreement, the Management and Programme Guidelines 2012 did not require grantees to conduct a CMEP process, nor were monitoring and evaluation staff required among core nominated project staff positions. According to one of the USDOL staff, this was based on an OCFT assumption that, as compared to direct action projects, capacity-building projects did not require the same level of monitoring. Based on the evaluators' review of the resulting PMP, this was unfortunate as a CMEP process could have helped to reformulate the statements of the program logic as well as the formulation of indicators and systems to gather the relevant data. A CMEP process or similar review of the design could also have helped to engage the partners and stakeholders in the monitoring system and gain their involvement in the process.

The Project staff made considerable effort over a period of about a year to develop a project monitoring plan, according to ILO and USDOL observers. The initial PMP went through a series of drafts in discussion with the responsible USDOL staff, and was finalised in September 2014, with the assistance of the assigned USDOL staff responsible for monitoring and evaluation. With the approval of USDOL, the project hired an M & E Officer in early 2015, following the completion of the framework. The M & E Officer, according to project staff and USDOL accounts, provided an essential support to the team in implementing the M & E system. This included guiding project staff and partners on the information to be collected, providing additional coaching to partners, consolidating the data reported for the TPR reporting and also led specific outcomes studies to strengthen activities. Since the M & E Officer resigned early in 2017, the evaluation team was not able to obtain their perspective on the effectiveness of the system itself. In late 2015, the MTE evaluator made additional suggestions for improvement to the PMP, however no further changes were made in the PMP reporting to USDOL.

The evaluators note that the current and final PMP provides some interesting and useful measures of change. Under IO 1, regarding the capacity building of DWOs, the project staff made an effort to develop a series of indicators to measure increased capacity of the domestic worker organization umbrella networks. These indicators were based on the needs assessment

conducted in 2015, and include a useful scale of low, moderate and high achievement. However, there are no indicators or measures for the strengthening of the networks' members or grass-roots DWOs, which would have been an interesting area of change to study.

Under legal advocacy sub-objective of IO 1, the indicators for provincial and national improvement are clear and useful in demonstrating the progression over time, and have notably been used in feeding back to the project to try alternative approaches influence national policy. Under IO 2, the increasing rate of application of the CoC by APPSI members is a clear and useful indicator of the desired change over time, although the end of project target was set relatively low at 20%.

On the other hand, the system contains a number of weaknesses based on an assessment of the indicators and targets set per Immediate Objective. The final evaluation will not duplicate the analysis of the MTE, but notes the following:

- Outcome level and output level indicators are not separated out, making it difficult to identify the project's key achievements at the outcome level. E.g. changes in perceptions of domestic workers themselves, and changes in the attitudes of employers, for example.
- Most of the indicators are set at the output level. E.g. 1.5.1 No. of domestic workers trained in how to recognise and exercise their rights– counted as the number attending at least one education session.
- There are no indicators addressing the capacity of the DWOs to take up this issue of child domestic work, or indicators of the number of child domestic workers identified by any of the initiatives.
- There are few robust baseline and endline studies to capture outcome-level change brought about by the project. Measures of changes in the knowledge, attitude and behaviour of the domestic workers who were reached directly would have been useful, or perhaps a qualitative study of the changes in their confidence and knowledge.

There are also gaps in the implementation of the system. For example, there is no baseline and follow-up data for Indicator 5.3 on the % of domestic workers who agree on decent work for domestic workers reached through the SMS system; and data on indicator 6.2: "Number of initiatives using project reports" is not available. Furthermore, child and adult domestic workers are not disaggregated. Even if the number of children reached was very low, the number should still be included. It was not possible for the evaluators to explore the reasons for these gaps as the M & E Officer was no longer on the team.

3.12.4. Financial efficiency

Overall, the project was efficient regarding resource inputs in relation to results. A review of an outputs based budget analysis that the project provided, the balance between different outputs is reasonable. The project had been given permission to reallocate some funds that helped the DWO to implement their planned activities. The approved project extensions also had budgetary consequences but these were reasonable.

The project staff noted that there were important benefits from the advantages provided through exchange rate gains, a 38% decline in the Indonesian Rupiah against the US dollar between

December 2012 and December 2016, which allowed them to carry out expanded activities. The project expects to have some funds left over at the end of the implementation period. These funds may be allocated to carry out a few post-project or phase out activities, particularly to expand reach and effectiveness of the regional project component.

The MTE conducted a detailed cost analysis of the budgetary allocation output so this will not be repeated here. The evaluators do note that the expenditure for the outputs in the project education component was quite high but this is to be expected given the focus on testing this important methodology. In fact, the largest expenditure per IO was for IO1, a logical consequence of the project's focus on capacity strengthening. It should be noted that the expenditure for each of the other IOs varies a great deal ranging from \$32,500 for IO7 to over \$1.3 million IO1. The observed variation is consistent with the evaluation comments on the design (section 3.1) that the IOs could have been reorganized and/or consolidated to be more balanced and coherent.

The MTE had noted that the regional component was costly as compared to the costs for the Indonesia based outputs. Nevertheless, the final evaluation evaluators note that the potential reach and impact of the regional component may be quite large. Though the extent to which this is true remains to be determined, it is a factor that should be considered. Indonesia, for example, also benefits from having a strengthened IDWF and its associated advocacy, tools, training and social media activities.

Some of the implementing partners noted that the budget lines in their own APs could have been different if they had realised some of the needs that they might have to address during implementation. For example, in one instance an agency noted that there was no funding in their budget to support action in case a CDW is identified. In fact, PROMOTE was not intended to engage in direct actions to withdraw children from child labor, but rather to establish systems of referral.

IV CONCLUSIONS

The following conclusions synthesize the evaluators' key findings, organized according to the themes of project design; relevance to stakeholder needs; progress and effectiveness in achieving objectives; sustainability; management effectiveness and efficiency; and lessons learned and good practices.

Project Design

- The analysis of the barriers to decent work for domestic workers in Indonesia was valid, and the strategy of working through domestic workers to empower them to improve their working conditions was sound; however, the design could have placed a higher priority on specific strategies to reduce child domestic labor.
- PROMOTE's wide range of DWO, trade union and other civil society partners enabled a wide range of relevant interventions towards the common cause of promoting decent work for domestic workers. Nevertheless, the designed strategies did not include a sufficient role for the government stakeholders and employers' organizations.
- The project design did not reflect a clear cause-effect hierarchy, which meant that key results at the outcome level could not be captured clearly.

Relevance

- PROMOTE is generally relevant to the situation of domestic workers in Indonesia and the region. The Indonesian and Asia regional implementing partners were generally positive about the relevance of the project to their goals, and were well engaged in PROMOTE's planning and implementation.
- The MOM was initially not fully convinced of the project's strategy of working through DWOs to achieve a reduction in child labor, but became more engaged as the project progressed. The evaluators concluded that a more tri-partite (plus) approach could have been developed from the outset to more effectively engage the participation of government.
- The project successfully won the support of local government, particularly at district level, to the need for local regulation as well as national law on the protection of domestic workers' rights and provision of vocational skills training.

Progress and Effectiveness

- PROMOTE has successfully implemented an ambitious and diverse range of activities, has achieved most of its planned outputs and has achieved its targets with regard to its immediate objectives.
- PROMOTE has provided the opportunity to the main DWO networks to significantly expand their outreach to domestic workers and has organized groups of domestic workers as an avenue for their self-empowerment. Two such groups have achieved the

requirements to be registered trade unions, bringing their members formal recognition as workers. Through outreach and group formation, the DWOs have provided access to legal aid and effective training to their members on the rights to decent work, occupational health and safety in the workplace and vocational skills. However, the outreach efforts and organization of groups of domestic workers ultimately mainly supported live-out domestic workers. While the project partners did try to contact live-in workers, few joined DW organizations. Most were not able to join due to lack of free time or the need to obtain permission from employers and/or husbands. Consequently, the specific vulnerabilities of live-in domestic workers remain to be addressed.

- At national level, the project successfully engaged a wide range of DWOs, unions and civil society actors in advocacy for the national law on decent work for domestic worker. So far this has not been achieved, suggesting that more targeted and even more intensive strategies are required to win parliamentarians' and MOM's support for the passage of the law.
- The project enabled a range of innovative strategies through media, unions and civil society groups to influence public opinion regarding domestic work as work. Examples include through financial institution workers unions, women's associations, and youth. There is emerging evidence of a shift in public and media discourse.
- The project's partnership with the recruitment agency association for regulating and monitoring domestic workers' conditions through the COC is a significant step towards improving the regulation of the sector. The need to expand the dissemination of the COC and ensure its implementation in practice is evident.
- The central strategy of working through DWOs to reduce child labor in domestic work has not yet proven effective. The DWOs conducted some advocacy on the minimum age for domestic work, but their attention was focused on the rights of adult domestic workers. Moreover they came into contact with few child workers who were more likely to be live-in domestic workers. There are still children engaged in domestic work, but the dispersed nature of child labor and the particular hazards that young domestic workers face, suggests that there is a continuing need for specialised methods to identify and support children who are working as domestic workers. Among the project's strategies, the efforts of the recruitment agency association towards applying a COC for domestic worker placement, and those of the neighbourhood community-based monitoring teams have the most direct potential to reduce child domestic work.

Sustainability

- PROMOTE has made significant efforts to work with its partners to plan for sustainability, including sustainability workshops and updating sustainability plans.
- The evaluators noted encouraging signs of emerging sustainability of several of the PROMOTE initiatives. Chief among these are the support gained for vocational skills training of domestic workers at the provincial and district level, where local governments have committed funds and facilities for training. National level support for vocational training is also available through MOM and MOE grants, depending on the successful registration of the DWO organizations as training providers. There is also considerable interest in sustaining and expanding the coverage of the community-

based monitoring groups that monitor domestic workers employment and conditions at the neighbourhood level.

- The SMS gateway offers a sustainable mechanism that the DWOs can continue to use to provide information to DWs on their rights and receiving information from them. There is early but still limited evidence of the DWs reaching out using the SMS Gateway to ask questions and report abuse.

Management Effectiveness and Efficiency

- The project was managed efficiently and effectively. The staffing allocation was efficient given the wide geographic scope and the diverse range of activities.
- The PROMOTE staff brought a wide range of technical skill as well as strong commitment to the project and were flexible to go beyond their prescribed job roles to support the development of high quality training materials, such as the OSH checklist, and ICT and social media applications.
- The monitoring and evaluation system encompassed the major project objectives and outputs, but could have established more robust outcome measures to capture the changes accomplished and to contribute to wider learning purposes. There was some documenting as reflected in the Technical Progress Reports and the development of three good practices (The RAP method, domestic worker organization and leadership training and the IWDF Communication network) shared through the IWDF publication, “Eight Good Practices from Asia”. There could, however, have been more targeted documenting of project activities to more fully identify good practices and lessons learned.

Selected Lessons Learned

- A key lesson from PROMOTE’s experience is that specialized and targeted methods are needed to combat child labor in domestic work. Mobilizing domestic workers to join together to claim their rights, while a vital strategy for ending exploitation of domestic workers, has not proven effective in tackling child labor, at least at this stage in domestic worker organizing.
- The implementation periods of Action Programs sub-contracted to partners need to be sufficiently long to support the effectiveness and efficiency of the partners’ planning towards their objectives. Periods of one year or less for significant implementation components should be avoided.
- All key stakeholders need to be fully engaged in the project design process, either during design or during the inception period.

Selected Good Practices

Community based monitoring: The CBM model offers an emerging good practice for monitoring domestic workers' situations and a means for identifying cases of under-age workers or exploitative working conditions. NGOs operating under the JARAK network have recruited and trained teams of volunteers operating at neighbourhood level to identify where domestic workers are working, inform employers and workers about decent working conditions for domestic workers and child work restrictions, and monitor the ongoing situation of domestic workers. Using a standardized questionnaire that is circulated to employers of domestic workers, the team members gather information on all the domestic workers employed in a neighbourhood. They then either gather groups of employers together or visit households door-to-door to deliver information to domestic workers and their employers. The monitoring information is provided to the neighbourhood level association and to the head of the neighbourhood cluster (RT) and the head of the village. Ongoing monitoring arrangements have been set up, varying from monthly to three-monthly to annually, whereby the teams continue to check the situation of the domestic workers. In some locations three monthly meetings are held bringing the RT teams together at the RW level to share experience.

The evaluation team, as well as the project staff and the partners concerned, consider it to be an emerging good practice because it has multiple benefits and can potentially be sustained with minimal resources. The neighbourhood teams can identify where domestic workers are employed, gather data on their employment, provide employers and domestic workers with information about domestic workers' rights, as well as refer cases of exploitation or child domestic work to support services. It has worked particularly well when leaders of the neighbourhood or village level are involved. The team members are volunteers and the main resources required to set up and continue running the CBM teams are training for the team at the outset, including meals and transport to attend the training. It also has the potential to be integrated with existing local government systems for child protection.

Innovative public awareness raising methods: The awareness raising efforts of NIBA demonstrated an effective method of reaching out to the middle-class public who are potential employers of domestic workers to shift perceptions of domestic workers. NIBA used an entertaining photo booth approach to attract the attention of workers and the general public in strategic places, such as in large city buildings and office blocks where people pass by in large numbers. Visitors to the booth could have their photos taken with messages on decent work for domestic workers that they could later upload to social media.

V RECOMMENDATIONS

The following recommendations include those aimed at optimizing and sustaining the achievements of PROMOTE. They also comprise recommendations for future efforts to promote decent work for domestic workers and to end child labor in domestic work more broadly. Key suggested entities to lead implementation are cited after each recommendation. This is followed by the suggested priority level (high, medium, low); timing (immediate, short-term, medium-term, ongoing); and level of resource implications (low, medium, high).

Recommendations to strengthen and sustain PROMOTE achievements

- 1) Strengthen legal advocacy strategies.** The entities working towards the passage of the national bill on domestic work in Indonesia, including the DWOs and trade unions, can engage a professional mediator or lobbying group, to support the process. The mediator/lobbying specialists would work to help align the different advocacy entities so that they can develop a common front to push for the adoption of the law on domestic worker protection. The alliance of advocacy entities could also benefit from adapting tools such as the ILO child labor handbook for parliamentarians and the Tackling Child Labor Handbook that PROMOTE produced as advocacy tools.
(Who: DWOs, trade unions, other advocates of decent work for domestic workers; Priority: medium; Timing: ongoing; Resource implication: low)
- 2) Strengthen and sustain the community-based monitoring (CBM) model.** Provide on-going support to the CBM groups to ensure that their expertise is nurtured, or at least ensure mechanisms are in place to monitor and support them beyond the project. Promote the continuation and expansion of the pilot model with full documentation of the CBM process to assist replication elsewhere. As part of the PROMOTE exit strategy, hold a meeting or workshop to discuss replicating the model with local stakeholders. Work to obtain local government interest to endorse the CBM teams replicating to other areas in existing and new districts. Develop plans to optimize the use of the DW and employer data gathered at local level while ensuring privacy of data is respected. Hold meetings with relevant national ministries to study replication beyond the pilot districts and provinces, potentially in coordination with the Child Protection System.
(Who: PROMOTE and implementing partners and their members, local government; Priority: high; Timing: immediate; Resource level: low)
- 3) Strengthen the sustainability of the outreach centres and DW decent work rights and vocational skills training schools.** Prioritise planning of methods to ensure the centres/schools are self-sustaining. Engage in brainstorming with all key partners and government representatives prior to PROMOTE project end or shortly thereafter to identify potentially successful and innovative sustainability methods. Seek expert advice from business development specialists and government representatives.
(Who: PROMOTE implementing partners, trade union and employer representatives, cooperative development specialists, government representatives, ILO; Priority: high; Timing: Medium term; Resource level: medium)
- 4) Expand the availability of vocational skills training for domestic workers.** The partners that delivered the pilot vocational skills training programmes (centre-based and community based), should continue their efforts to gain local government support in terms of funding

and integrating within government vocational training centres. They should also pursue endorsement as training providers so that they can access government training grants. The partners should continue to provide community-based skills delivery model by seeking government support for payment of the instructors. Local government and MOM should spread awareness of the grants. Ensure local government and line ministries know about the training in the implementing districts, as in the Malang case. In the long term, the DWOs and MOM should cooperate to promote the integration of vocational skills training for DW development in the Government vocational education and training centres.

(Who: DWOs, local government, Ministry of Manpower - national and sub-national levels; Priority: Medium; Timing: medium to long-term; Resource implication: medium)

5) Expand and Further Develop Communications and Awareness Raising.

Continue and improve the use of social media as channels to share information about decent work with (C)DW and DWs. Working towards achieving nationwide coverage of the SMS gateway, Android information application and hot-line for DW complaints. Building on the SMS gateway, the organizers should study and develop effective systems to capture live-in, live out and (C)DWs in the SMS system.

Continue and strengthen the efforts of other entities engaged with PROMOTE supported awareness raising such as through regular media and social media, financial and other worker unions, youth, religious leaders, women's organizations and others.

(Who: PROMOTE implementing partners, other PROMOTE associated entities and groups; Priority: Medium; Timing: medium term; Resource implication: low)

6) Replicate and Support Dissemination of Domestic Worker Recruitment Industry Code of Conduct. Promote the domestic worker suppliers association Code of Conduct for implementation in other placement agencies.

(Who: ILO, government, employers/ organizations, workers' organizations, DWO; Priority: medium, Timing: medium term; Resource implication: low)

Sharing Good Practices, Lessons Learned and Implementation Approaches

7) Share good practices and lessons learned among Indonesia partners. Increase the level of cross partner good practices and lesson sharing. In the short term, include an exit workshop to cover development of sustainable mechanisms for good practices and lesson sharing— e.g. through the DWO federation(s). In future DWO capacity building efforts, facilitate twinning or mentoring between civil society organizations to cover issues such as sharing joint planning, fund raising, implementation, monitoring and evaluation.

(Who: PROMOTE, implementing partners, ILO; Priority: high; Timing: immediate and on-going; Resource implication: medium)

8) Share PROMOTE experience regionally. Provide support for a regional workshop to share the lessons from the PROMOTE experience, including organizing, CBM, and skills training.

As a follow-up to the production of the promising practices guide, IDWF can put in place a system to ensure that implementing DWOs are able to network with the originators of the good practices. Contact details could be useful to facilitate and improve the likelihood of interested DWO to replicate the good practice.

(Who: IDWF, ILO; Priority: High; Timing: short-term; Resource implication: medium)

Future efforts on decent work for domestic workers and end to child domestic labor

- 9) Project design and inception process:** All projects granted through competitive bidding should be required to develop and document an explicit theory of change as part of a comprehensive monitoring and evaluation planning (CMEP) process or similar. Solicitations should include guidance on the logic framework to be followed. Encourage projects to include studies of outcome-level changes in capacities and attitudes, either through baseline and endline or tracer studies of changes in behaviour among key recipient groups. Consider easing project extension approval processes if a project is delayed due to unexpected lengthy government approval processes.

(Who: USDOL; Priority: High; Timing: ongoing; Resource implication: medium)

- 10) Tripartite plus approach.** Future efforts of the ILO to promote Decent Work for DWS and an end child domestic labor should ensure a strong role for government, employers' and unions, as well as other civil society entities. Provide capacity building for government staff including labor inspectors from the outset.

(Who: ILO, Government, employers organizations, workers organizations, other civil society organizations; Priority: High; Timing: Medium term; Resource implication: medium)

- 11) Targeting child domestic labor.** Future projects aimed at ending child labor in domestic work in Indonesia or elsewhere, should place more focus on the particular causal factors and situation of child domestic workers. ILO and NGO experience shows that targeted neighbourhood-level efforts are required to reach and offer support to child domestic workers, which might include enhancement of the community based monitoring piloted under PROMOTE, with additional capacity training of the local government and civil society service networks.

(Who: USDOL, ILO, implementing agencies; Priority: High; Timing: Medium term; Resource Implication: medium)

- 12) Reaching live-in domestic workers.** On-going efforts of the ILO, DWOs, and other constituents to secure decent work for all domestic workers should place greater emphasis on reaching live-in domestic workers with rights awareness and organizing, and use targeted strategies to reach them. Future efforts should focus on developing the capacity of local level actors including grass-roots DWOs to reach and mobilise live-in workers. Innovative strategies should be identified in addition to efforts such as the use of the promising PROMOTE supported two-way mobile phone based system (SMS gateway) along with the use of social media. Additionally, increase attention to working through street vendors, security guards and gardeners, distribution of leaflets in market places or other public places.

(Who: ILO, government, implementing agencies; Priority: High; Timing: Medium term; Resource implication: medium)

- 13) Collective organizing of domestic workers and their services.** It would be valuable for DWOs in Indonesia and elsewhere to explore the benefits of a model of collective organization for delivery of domestic services to households. It could take the form of a cooperative that would not require too many legal formalities. It would enable collective contracts with households, allow days off to domestic workers and cooperative solutions towards social protection. JALA PRT leaders expressed interest in this approach. Korea has one such domestic workers organization, the nurses cooperative for home care of

patients in Pune, India is another model.

(Who: Domestic Workers organizations, ILO, USDOL; Priority: High; Timing: Medium term; Resource implication: medium)

VI ANNEXES

Annex A: Terms of Reference

**External Independent Final Evaluation
(Joint Collaborative Evaluation)
Of the
PROMOTE Project
In
Indonesia**

Cooperative Agreement Number: ILO TC project code:	IL-23990-13-75-K INT/12/12/USA
Financing Agency: Grantee Organization: Dates of Project Implementation:	U.S. Department of Labor International Labour Organization 31 December, 2012 – 30 September, 2017
Type of Evaluation:	Independent Joint Final Evaluation
Evaluation Field Work Dates:	July 17—31, 2017
Joint Evaluation Team:	Mei Zegers and ILO Independent Evaluator Ruth Bowen
Joint Evaluation Management Team:	Kristen Pancio and Pamornrat Pringsulaka
Preparation Date of TOR:	January 2017
Total Project Funds from USDOL	\$4,999,970
Vendor for the Evaluation Contract (USDOL):	O'Brien & Associates: Email: obrien@obrienandassociates.org Phone: 1-404-663-8465

ACTRAV	ILO's Bureau for Workers' Activities
AJI	The Alliance of Independent Journalists Indonesia (Aliansi Jurnalistik Independen)
AP	Action Plan
APINDO	Indonesian Employer's Association (Asosiasi Pengusaha Indonesia)
APPSI	Association of Indonesian Domestic Worker Suppliers
ASEAN	Association of South East Asian Nations
CDW	Child Domestic Worker
CMEP	Comprehensive Monitoring and Evaluation Plan
CL	Child Labor
CTA	Chief Technical Advisor
DW	Domestic Worker
DWDW	Decent Work for Domestic Workers
DWO	Domestic Worker Organization
GOI	Government of Indonesia
ICT	Information Communication Technology
IDWF	International Domestic Workers Federation
ILAB	International Labor Affairs Bureau
ILO	International Labour Organization
IO	Intermediate Objective
JALA PRT	National Network for Domestic Workers Advocacy in Indonesia (Jaringan Nasional Advokasi Perlindungan Pekerja Rumah Tangga)
JARAK	Network of Indonesian Child Labor NGOs (Jaringan LSM Penanggulangan PekerjaAnak)
KAB	Knowledge Attitude and Behavior KAPPRTBM Action Committee for Protection of Domestic Workers and Migrant Workers (Komite Aksi Perlindungan Pekerja Rumah Tanga & Buruh Migran)
KSBSI	Indonesian Prosperity Trade Union Confederation (Konfederasi Serikat Buruh Sejahtera Indonesia)
KSPI	Indonesian Trade Union Confederation (Konfederasi Serikat Pekerja Indonesia)
KSPSI	All Indonesian Workers Union Confederation (Konfederasi Serikat Pekerja Seluruh Indonesia)
M&E	Monitoring and Evaluation
MOM	Ministry of Manpower
NGO	Non-governmental Organizations
OCFT	Office of Child Labor, Forced Labor and Human Trafficking
PAC	Project Advisory Committee
USDOL	U.S. Department of Labor

USDOL – OCFT

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$900 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts.

USDOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

ILO –in Indonesia

The International Labour Organization (ILO) is the United Nations specialized agency dealing with work and workplace issues, and related rights and standards. ILO is the only tripartite U.N. agency, founded in 1919. The ILO brings together government, workers and employers' representatives of 187 member States to set labor standards, develop policies and devise programs promoting decent work for all women and men. Its overarching goal is to achieve decent work for all so everyone benefits from working conditions that offer freedom, equity, security and human dignity. In working towards this goal the ILO has four principal strategic objectives: To promote and realize standards, and fundamental principles and rights at work, to create greater opportunities for women and men to secure decent employment, to enhance the coverage and effectiveness of social protection for all, and to strengthen the relationship between workers, employers and governments, and encourage social dialogue.

Indonesia and the ILO have collaborated very closely since the country became member in 1950. The ILO Country Office for Indonesia is responsible for the ILO's program and activities in Indonesia (and also Timor-Leste). The ILO in Indonesia has supported the tripartite constituents in addressing the issues of child labor for the past 20 years.

USDOL – OCFT in Indonesia

Since 1999, OCFT has funded 13 projects focused on child labor in Indonesia, totaling over \$33 million in foreign aid. They have focused on the National Government's capacity for policy development and research, as well as on specific sectors such as footwear, fishing, commercial sexual exploitation of children, work on plantations (specifically palm oil), street work, domestic work, and the use of children in the production, sales, and trafficking of drugs.

Project Background and Description

In December 2012, USDOL and the ILO signed a 3.5-year Cooperative Agreement in which USDOL provided \$4,999,970 to ILO to support the implementation of *PROMOTE: Decent Work for Domestic Workers to End Child Domestic Work in Indonesia*. The effective date of the agreement is December 31, 2012 to June 30, 2016. Due to a delayed start-up of the project, the ILO requested and received a nine-month no-cost extension on October 22, 2015 that extended the end date to March 31, 2017 and received a 6-month no-cost extension that went into effect on February 28, 2017 to extend the project end date to September 30th, 2017. The second modification, which occurred after the mid-term evaluation, added or replaced a total of four activities. Under Output 1.i.1: National and provincial DWO advocacy plans developed and implemented, Activity 1.i.1.3: Conduct a second meeting to sharpen the strategy was replaced by Activity 1.i.1.3 Facilitate social dialogue among tripartite constituents on the need for better protection of DW in Indonesia. Under Output 1.ii.2: DWs outreach centers established, Activity 1.ii.2.8: Facilitate DWO to establish cooperative enterprises to sustain their struggle for DW protection was added. Under Output 1.v.3: Comprehensive awareness raising campaign designed and implemented, Activity 1.v.3.5: Undertake multi-media communications campaign on DWDW and elimination of CDW was added. Under Output 3.1: Training manual to guide DWO and other organizations concerned with promoting DWDW and reducing CDW developed, Activity 3.1.8: Train IDWF affiliate leaders on tackling child

labor in DW using ‘Tackling Child Labor and Domestic Work: a Handbook for action for domestic workers and their organizations’ was added.

PROMOTE’s goal or development objective is to contribute to a reduction of child domestic work (CDW) by building the capacity of domestic worker organizations (DWO) in promoting decent work for domestic workers (DWDW). The PROMOTE project design is complex. It includes seven Intermediate Objectives (IOs) with six sub-IOs and 35 outputs. PROMOTE’s goal or development objective is to contribute to a reduction of child domestic work (CDW) by building the capacity of domestic worker organizations (DWO) and promoting decent work for domestic workers (DWDW). The PROMOTE project design consists of the following intermediate objectives (IOs):

1. Strengthened capacity of DWOs to more effectively address CDW and promote DWDW in Indonesia.
2. Innovative partnerships with business and civil society entities built to reduce the prevalence of CDWs and promote DWDW in Indonesia.
3. Systems to transfer knowledge and practical tools on the promotion of DWDW as a vehicle for reducing CDWs exist in Indonesia and other countries in Asia.
4. Regional alliances become catalysts for far reaching change in perceptions and action against CDW and recognition of DWDW.
5. Domestic workers (DW) including CDWs linked to a communication system enabling them to have ready access to information and support services.
6. An enhanced knowledge base to promote DWDW and reduce CDW.
7. Robust and accessible knowledge sharing systems on CDW and the promotion of DWDW in place to improve transparency and accountability.

It should be noted that PROMOTE consists of a national and regional strategy. For the national strategy, PROMOTE partners with three strategic DWO networks that consist of more than 150 member organizations active at national, provincial, and local levels throughout Indonesia. The project intends to build the capacity of the partner DWO networks to address CDW and promote DWDW in line with ILO Convention Numbers 189, 138, and 182. PROMOTE project activities are implemented in four provinces where the DWOs have an operational presence. These include East Java, Greater Jakarta, Lampung, and South Sulawesi.

The regional strategy aims to build the capacity of the International Domestic Workers Federation (IDWF), which intends to promote capacity building and knowledge sharing among regional and global DWOs. The regional strategy, through ILO’s Bureau for Workers Activities (ACTRAV), aims to conduct two regional workshops intended to build regional alliances within the trade union movement to expand outreach to the informal sector.

All ILAB-funded projects are subject to interim and final implementation evaluations; which use a primarily qualitative methodology. ILO evaluation policy also calls for both independent midterm and final evaluation of its projects of this budget size and duration. An external independent interim evaluation of the PROMOTE project in Indonesia was conducted between September—October 2015. USDOL and the ILO have agreed to jointly manage and conduct a Joint Collaborative Evaluation for the final evaluation, in which an evaluator from each organization will work in partnership to conduct the study and produce a single evaluation report. O’Brien & Associates International (OAI) has been contracted by USDOL, and an independent evaluator will be contracted by the ILO. ILO will recruit an evaluation team

member in line with ILO independent evaluation management process to join the OAI consultant in conducting this evaluation as a joint evaluation team. The two evaluators will comprise one evaluation team.

Final Evaluation Purpose and Scope

Purpose

The overall objectives of this final evaluation are to ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target groups and stakeholders; whether expected results are occurring (or have occurred) based on performance and interview data; the appropriateness of the project design; and the effectiveness of the project's management structure. This evaluation also aims to assess the degree to which project objectives are sustainable, bearing in mind relevant contextual and political factors. Finally, the evaluation will investigate how well the project team managed project activities and whether it had in place the partnerships and management systems necessary to ensure achievement of the outputs and objectives.

Scope

The scope of the evaluation includes a review and assessment of all outcomes and activities carried out under the USDOL Cooperative Agreement with the ILO. The evaluation will be primarily qualitative in nature but will incorporate quantitative summative target values tracked and reported by the project, focus data collection primarily on interviews with key project personnel, partners, and stakeholders in Indonesia and the region (as this project also has a regional component), and include the review of selected project documents and reports. The project will be evaluated through the lens of a diverse range of regional and national stakeholders that participate in and are intended to benefit from the project's interventions.

The evaluation will address the areas of project relevance, effectiveness, efficiency, impact and sustainability. The evaluation will assess the positive and negative changes produced by the project – intended and unintended, direct and indirect – as reported by respondents and as evidenced in project data. The final report should provide findings and recommendations derived from evidence and observation and should also identify good practices/ good models of intervention that have potential for replication and/or scaling.

Evaluation Questions

In general, the analysis of the joint evaluation team on the following two questions should be woven throughout the observations, conclusions and recommendations:

- What good practices and lessons can be learned from the project that can be applied to future projects?
- What could have been different, and should have been avoided?

Specifically, the joint evaluation team should examine:

1. The validity of project design, objectives, strategy, and assumptions, including, the government of Indonesia's commitments (both at the Ministry and local level); Were the activities and outputs of the project consistent with the overall goal and the

attainment of its outcomes?

2. Progress made in achieving the project outcomes; i.e. - to what extent did particular activities and outputs contribute to the attainment of the intended outcomes and overall project goal? Were any unintended results of the project observed? In particular, assess to what extent:
 - a. The project has helped in improving knowledge, attitude and behavior of the domestic workers, on domestic workers' right, among domestic workers who participate in educational activities from domestic workers' school
 - b. The project has helped in strengthening the capacity of domestic workers in voicing out their concerns and interests (engagement in policy advocacy, organizations, etc.)
 - c. The project has helped in mobilizing and enhancing support from various parties on the legal protection of domestic workers in Indonesia.
3. Stakeholder buy-in, support, and participation in the project i.e.-? Whether or how the needs changed and did the project remain relevant; secondly, how successful were project efforts to engender stakeholder buy-in and to what extent did this contribute to the project's achievement of its objectives?
4. Barriers and opportunities to successful implementation; i.e -Please assess the extent to which the project responded effectively to emerging risks and challenges.
5. In particular, please assess the sustainability of the following project efforts:
 - a. APPSI – recruiters association
 - i. What effect has the Code of Conduct monitoring had on the recruiting agencies? For example, has the APPSI had trouble with getting brokers to refer women to them or have the majority of the brokers just moved on to work with agencies that were not a part of the Code of Conduct (non-APPSI members)? Regarding this APPSI objective, what other unintended results may have occurred?
 - b. Sustainability of DW schools and groups
 - i. Although the Cooperatives formed under the DW schools began only in January 2017, please assess the sustainability of the schools and the Cooperatives that were designed to support those sustainability efforts.
 - ii. Were the associations' capacities enhanced enough to continue leading and growing these groups (technically, institutionally...etc.)?
 - c. CLM pilot – Community-Based Child Labor Monitoring System
 - i. The project undertook a Child labor Monitoring initiative after the mid-term evaluation. These pilots are in several different areas of the country. We are curious to know more about how the local government has received them, whether they intend to continue them, and if so, whether resources have been allocated to do so (financial/human).
 - ii. Please assess whether the national government has plans for expanding this program, and if so, whether resources have been allocated (human/financial...etc.).
6. Successes and challenges to project monitoring: Were the indicators used by the project appropriate for the established objectives? How could project monitoring have been improved and what successes has the project experienced in implementing its Performance Monitoring Plan (PMP) considering separately reporting, management and learning streams purposes?
7. To what extent has the project acted upon the mid-term evaluation recommendations (Note: USDOL did not require the project to follow-up on all mid-term

recommendations).

8. Has the project employed a gender and diversity mainstreaming framework, and if so, what were the challenges and successes in implementing the framework?
9. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically, efficiently, and timely to achieve outcomes?

Additional questions may also be analyzed as determined by the stakeholders and joint evaluation team before the fieldwork begins. The joint evaluation team may also identify further points of importance during the mission that may be included in the analysis as appropriate.

Intended Users

The primary stakeholders of the evaluation are USDOL, ILO, the Government and constituents of Indonesia and the region. The evaluation findings, conclusions and recommendations will also serve to inform stakeholders in the design and implementation of subsequent projects in the country, region, and elsewhere as appropriate.

The final evaluation serves as an important accountability and organizational learning function for USDOL and ILO. The evaluation report should be written as a stand-alone document, providing the necessary background information for readers who are unfamiliar with the details of the project, as it will be published on the USDOL website and included in the ILO evaluation database, with summary on the ILO web-site.

The evaluation methodology will consist of the following activities and approaches:

Approach

The evaluation fieldwork will be qualitative and participatory in nature. Qualitative information will be obtained through field visits, interviews and focus groups as appropriate. Opinions coming from stakeholders will improve and clarify the quantitative data obtained from project documents and performance measurements. The participatory nature of the evaluation will contribute to the sense of ownership among stakeholders.

Quantitative data will be drawn from project documents including the Technical Progress Reports (TPRs), particularly the Performance Reporting Form (PRF) that follows the established indicators, targets, and actuals; and other reports, to the extent that they are available. For those indicators where the project is experiencing challenges, a brief analysis will be included in the results.

The following principles will be applied during the evaluation process:

- Methods of data collection and stakeholder perspectives will be triangulated to the greatest extent possible.
- Gender and cultural sensitivity will be integrated in the evaluation approach. The gender dimension will be considered as a crosscutting concern throughout the methodology, deliverables and final report of the evaluation. This implies involving both men and women in the consultation, evaluation analysis and evaluation team as

appropriate. The joint evaluation team will review data and information that is disaggregated by sex and gender and age to help assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women, men, girls and boys. All this information should be accurately included in the draft report and final evaluation³⁹ report.

Although a consistent approach will be followed in each project site to ensure grounds for robust qualitative analysis, the evaluation will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders. Additional questions may be posed that are not included in the TOR, while ensuring that key information requirements are met.

Efforts will be made to include parents' and children's voices regarding their participation in this project using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor⁴⁰ and UNICEF Principles for Ethical Reporting on Children⁴¹.

The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard and abide by the Code of Conduct for Evaluation of the UN System.⁴²

Joint Evaluation Management Team

The Joint Evaluation Management Team will be providing the coordination management and technical oversight necessary to ensure consistency of methods and technical standards.

USDOL has appointed as evaluation manager for this evaluation Ms. Kristen Pancio of the OCFT Monitoring & Evaluation Division. The ILO has appointed as evaluation manager for this evaluation Ms. Pamornrat Pringsulaka, Regional Evaluation Officer, who is based at ILO Regional Office for Asia and the Pacific, Bangkok.

The evaluation team will report to the evaluation managers above and should discuss and resolve any technical and methodological matters with the evaluation managers. The evaluation will be carried out with full logistical support and services of the project, with the administrative support of the ILO Office in Jakarta.

Final Joint Evaluation Team

The evaluation team will consist of two evaluation consultants and, as appropriate, an interpreter fluent in necessary languages will travel with the evaluation team.

³⁹ Ref: ILO Guidance note , Considering gender in the monitoring and evaluation of projects

⁴⁰ <http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>

⁴¹ http://www.unicef.org/media/media_tools_guidelines.html

⁴² The ILO policy guidelines for results-based evaluation and technical and ethical standards are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Ref: ILO EVAL Policy Guidelines Checklists 5 and 6: "Preparing the evaluation report" and "Rating the quality of evaluation reports".

The responsibility of the interpreter in each provincial locality is to ensure that the joint evaluation team is understood by the stakeholders as far as possible, and that the information gathered is relayed accurately to the joint evaluation team.

Ms. Mei Zegers, the evaluator contracted by USDOL through its contract for evaluation services with OAI, shall serve as the USDOL Co-Evaluator. She will work jointly with the independent Co-Evaluator contracted by the ILO. To facilitate efficiency, it is advisable that one of the evaluators takes the lead to resolve any potential differences of opinion on ways to plan and conduct the evaluation. In this case, Mei Zegers will take the lead and if disagreements cannot be resolved, the ILO and USDOL evaluation managers will be consulted to provide support with resolution. During the drafting of the report, both evaluators will have an equal voice to interpret the findings. That is, there will be no single lead who will decide how to interpret the findings. See also section VI on this matter.

The two consultants will work together to collect the data, analyze the information, draft and revise the report. The evaluation team will be responsible for coming to a consensus on the joint evaluation findings and resolving any outstanding disagreements that may arise, as well as working closely with the ILO and USDOL evaluation managers as needed to produce and submit one evaluation report in accordance with the deliverable schedule and contract specifications. The evaluation team, in consultation with the ILO and USDOL evaluation managers as needed, will agree on the distribution of work and schedule for the evaluation and stakeholders to consult. This must adhere to USDOL's contractual schedule of deliverables (please refer to deliverables schedule in annex 1), including the contractually established fieldwork timeline of July 17th—31st, which also has been agreed with the project through USDOL's planning process for evaluation timing.

One member of the project staff may accompany the joint evaluation team to make introductions. This person will not be involved in the evaluation process and will not attend the meetings or interviews with key informants that the joint evaluation team will hold.

USDOL will assist in setting up interviews with relevant US Embassy staff, will connect them with the evaluation team, and will ensure that they are also invited to the Stakeholder Meeting at the end of field-work should they desire to attend.

The joint evaluation team will be responsible for developing the methodology in consultation with the joint evaluation management team, USDOL, ILO and the project staff; assigning the tasks of the interpreter during the field work; directly conducting interviews and facilitating other data collection processes; analyzing the evaluation material gathered; presenting feedback on the initial findings of the evaluation during the national stakeholder meeting; and preparing the evaluation report.

A work plan for the joint evaluation team will be prepared as a deliverable under this TOR to identify any specific responsibilities and focus of the members of the joint evaluation team.

Evaluation Methodology

The evaluation will be carried out through a desk review and a field visit to Indonesia for consultations with relevant project participants and stakeholders. Mei Zegers will use Atlas.ti to compile information gathered during the evaluation. ILO's evaluator is welcome to use

whichever program is available to him/her. Emerging themes and findings will be discussed jointly as interview data and documentation are reviewed.

The evaluation shall draw on seven methods: 1) review of documents, 2) review of operating and financial data, 3) interviews with key informants, 4) field visits, including focus group discussions and observations, 5) meetings with stakeholders, and 6) An end-of-fieldwork full-day Stakeholders Meeting, 7) post-fieldwork conference calls.

Document Review

The joint evaluation team will review at least the following documents before conducting mission to the field.

- Project Document and Cooperative Agreement
- USDOL Management Procedures and Guidelines
- Progress reports to USDOL
- The Performance Reporting Form (PRF- annex C in TPR)
- Project Work Plans
- Project files (including partners' records) as appropriate
- Interim Evaluation Report
- Reports from activities
- Research reports
- Logical Frameworks and Performance Monitoring Plan (PMP)

Question Matrix

Before beginning fieldwork, the joint evaluation team will create a question matrix, which outlines the source of data from where the joint evaluation team plans to collect information for each evaluation question. This will help the joint evaluation team make decisions about their allocation of the time in the field. It will also help the joint evaluation team to ensure that all possible avenues for data triangulation are explored. The question matrix shall be forwarded by the joint evaluation team to the joint evaluation management team before start of fieldwork and is a deliverable under this TOR to USDOL, along with the work plan⁴³. This question matrix and the work plan for the joint evaluation will partially comprise the inception report required by ILO, which will also be shared with USDOL for our joint review and approval prior to departure for fieldwork.

Team Planning Meeting

The joint evaluation team will conduct by an internal planning meeting of the joint evaluation team. The joint evaluation team will then conduct a team-planning meeting (TPM) with the joint evaluation management team, USDOL and ILO/FPRW and DWT-Bangkok. The objective of the TPM is to reach a common understanding among the joint evaluation team, the USDOL and ILO regarding the status of the project, the available data sources and data collection instruments and the program of meetings.

Interviews with Stakeholders

⁴³ See deliverable schedule (appendix 1)

The interview schedule is a deliverable under this TOR and should be provided to USDOL in conjunction with the Question Matrix.

The joint evaluation team should consider preparing an interview protocol, to ensure consistency within the team, especially if interview and focus groups are to be split amongst the two evaluators. Should an interview protocol be developed, it should be submitted to USDOL and ILO prior to fieldwork.

Interviews will be held with as many project stakeholders as possible, given the time in the field. If post-fieldwork interviews or follow-up questions are needed to help inform findings and conclusions, they should be required of Key Informants/Interviewees on an as-needed basis only. Technically, stakeholders are all those who have an interest in a project, for example, project implementers, direct and indirect participants/recipients, employers' and workers' organization representatives, community leaders, donors, and government officials. For the Promote project in Indonesia, this includes but is not limited to the following groups⁴⁴:

- USDOL Project Manager and M&E officer in Washington, DC (by phone)
- US Embassy staff (in Indonesia)
- ILO/FPRW staff and other relevant HQ staff
- ILO Specialists of Decent Work technical team in Bangkok (including ex CL specialist who backstopped the project)
- ILO Project Staff based in Indonesia
- Selected individuals from the following project's participants or partner groups in Indonesia:
 - Relevant staff from the Government (including local and provincial government as appropriate)
 - Relevant representatives from employers and workers' organizations; including DWO partner organizations
 - Employers and workers trained or assisted by the project, including domestic workers trained through the DW Schools.
 - Domestic Workers who have participated in the Domestic Worker Schools initiative

Depending on the circumstances, these meetings will be one-to-one or group interviews. The exact itinerary will be determined based on scheduling and availability of interviewees. Meetings will be scheduled in advance of the field visit by the project staff, coordinated by the designated project staff, in accordance with requests of the joint evaluation team and consistent with these terms of reference. The joint evaluation team should conduct interviews with project participants and stakeholders without the participation of any project staff.

Field Visits

The joint evaluation team will visit a selection of project sites. The final selection of field sites to be visited will be made by the joint evaluation team in consultation with USDOL and ILO. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges. During the visits, the joint evaluation team will observe the activities and outputs developed by the project and as needed, Focus groups with children and parents will be held, and interviews will be conducted with representatives from local

⁴⁴ The list of stakeholders used in the Interim Evaluation is attached to this TOR as Appendix 2.

governments, NGOs, community leaders and teachers. Meetings will be scheduled in advance of the field visits by the ILO project staff, in accordance with the requests of the joint evaluation team and consistent with these terms of reference, as cited above in section D, number 4, and as listed in Appendix 1.

In-Country Stakeholder Meeting

Following the field visits, a stakeholders meeting will be conducted by the evaluators that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The meeting will be used to present the major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The evaluators in consultation with project staff will determine the agenda of the meeting. Some specific questions for stakeholders may be prepared to guide the discussion and possibly a brief written feedback form.

The agenda is expected to include some of the following items:

- Presentation by the evaluators of the preliminary main findings. (This presentation should be forwarded to the Evaluation Management team following the meeting).
- Feedback and questions from stakeholders on the findings
- Opportunity for implementing partners not met to present their views on progress and challenges in their locality
- If appropriate, Possible Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise on the project's performance
- Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their "action priorities" for the remainder of the project.

Post-Field Meeting/Debrief call

Upon completion of the mission, the joint evaluation team will provide a debriefing by phone to USDOL and ILO on the preliminary findings, as well as the evaluation process. The evaluation managers will help coordinate the post-field work debrief call with the evaluation team.

Ethical Considerations and Confidentiality

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the joint evaluation team to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the joint evaluation team to observe the interaction between the implementing partner staff and the interviewees.

Limitations

The joint evaluation team may not have enough time to visit all project sites. As a result, the joint evaluation team will not be able to take all sites into consideration when formulating the findings. All efforts will be made to ensure that the joint evaluation team is visiting a representative sample, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment (lacking rigorous impact evaluation methods such as for instance experimental methods), therefore the joint evaluation team should take care when describing links between the project's interventions and observed results to avoid attribution without supporting evidence. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the joint evaluation team from these sources and the ability of the latter to triangulate this information.

Furthermore, the ability of the joint evaluation team to determine efficiency will be limited by the amount of financial data available.

Timetable

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Task	Date	Responsible Parties
Evaluation launch call (evaluation team, USDOL, ILO HQ and RO, and PROMOTE project team in Jakarta)		Evaluation team managers at USDOL & ILO – to include all parties (ILO HQ, RO, country team, USDOL, and evaluators)
Background project documents sent to Evaluators	June 2017	USDOL and ILO (including documentation from relevant project partners)
TOR sent to evaluators for input	Mid June 2017	USDOL/ ILO evaluation manager
Updated Draft TOR sent to PROMOTE project staff and constituents for input	5-16 June 2017	Joint evaluation management team
Logistics call-Discuss logistics, interpretation needs and logistics, and field itinerary	Second half of June 2017	Evaluators and PROMOTE team (with joint evaluation team as appropriate)
Evaluators send minutes from logistics call		Evaluators
Identify a list of stakeholders and interviewees for field visit		Indonesia office to help update list from Interim Evaluation
Finalize field itinerary and stakeholder list		Evaluators
Cable clearance information submitted to USDOL	May 30 th , 2017	USDOL contract evaluator ONLY
Pre-fieldwork Interview with USDOL and ILO		Evaluators
Fieldwork	July 17 th —31 st	Evaluators
Post-fieldwork debrief call (using outline or presentation from Stakeholders' Conference)	To be decided after mission completed	Evaluators and evaluation managers
Draft report sent to joint evaluation management team of USDOL & ILO for 48 hour review	21 August 2017	Evaluators

Comments due to the joint evaluation management team to be forwarded to evaluators	24 August 2017	ILO and USDOL
Draft report revised and sent to joint evaluation management team of USDOL and ILO with accompanying Comment Matrix	29 August 2017	Evaluators
First full draft report sent to relevant stakeholders for further comments and input	30 August 2017	ILO Evaluation Manager
Stakeholder comments due to ILO for consolidation with ILO's 2-week review	15 September 2017	Stakeholders, including 2-week review from ILO
Consolidated Stakeholder and ILO comments, and USDOL comments sent to evaluators after full 2-week review	18 September 2017	Joint evaluation management team of USDOL and ILO
Final report and comment matrix sent to joint evaluation management team of USDOL and ILO	22 September 2017	Evaluators
Final approval of joint evaluation report	29 September 2017	Joint evaluation management team of USDOL and ILO as per respective process for approving independent evaluation reports
Copy editing and preparation of 508 compliant version		USDOL Evaluator
Preparation of report in ILO format with required annexes		ILO Evaluator
Final approval of 508 compliant report sent to USDOL		USDOL Evaluator
Final approval of ILO format report		ILO as per respective process for approving evaluation reports

Evaluation Report

As mentioned in the Scope section, the report must link findings/observations to recommendations and conclusions and should use the following structure:

- Table of Contents including list of figures and tables
- List of Acronyms
- Executive Summary - providing a brief overview of the evaluation including sections IV-IX and key recommendations (5 pages at most): To include brief project description, key findings, challenges, recommendations and key lessons learned.
- Background and Project Description, including Context (1-2 pages)
- Evaluation Objectives and Methodology-2 pages maximum; including the list of Evaluation Questions and Intended Audience
- Evaluation Findings, including answers to each of the evaluation questions, organized around the TOR key areas, with supporting evidence cited (15 pages)
- Recommendations - identifying in parentheses the stakeholder(s) to which the recommendation is directed (2-3 pages)
- Conclusions, Lessons Learned and Good Practices (2-4 pages)
- Annexes, including but not limited to:
 - TOR
 - Question Matrix
 - List of documents reviewed
 - List of interviews, meetings and site visits

- Stakeholder workshop agenda and participants (meeting presentation to be sent to Evaluation Coordination/Management team prior to debrief)

The total length of the report should be approximately 30 pages for the main report, excluding the executive summary and annexes. All reports, including drafts, will be written in English.

Report Management Process: The management of the report review process will proceed according to the procedures described below in Section V, including the 48-hour review, and the full review. All components of the evaluation should be completed in a timely fashion, according to the timelines agreed upon by ILAB, OAI, ILO evaluator and ILO-EVAL in the TOR. As noted below, if a component cannot be completed according to the schedule outlined in the TOR, the Evaluation Team must inform the Evaluation Managers as soon as possible and propose an alternative timeline.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the joint evaluation team, the report is subject to final approval by USDOL for USDOL contractual compliance and to ILO for compliance with ILO Evaluation Policy and guidelines.

Evaluation Management Procedures

For this independent evaluation, the following procedures will be followed with regard to the evaluation report development and review:

- The Evaluation Team, comprised of the USDOL and ILO evaluators, is responsible for preparing the evaluation report and for its contents, conclusions and recommendations. The Evaluation Team should work together to resolve any differences of opinion as part of the drafting process; however, if needed, the Evaluation Team may raise any major issues to the USDOL and ILO evaluation managers to assist with resolution. Draft report for 48 hour review: Within 3 weeks from the end of field work, the Evaluation Team will send the draft report to the joint evaluation management team for input from key stakeholders in ILO and USDOL for a 48 Hour Review. This initial review is not for substantive comments on the report, but to ensure that it does not contain any politically sensitive or grossly inaccurate information that may cause unwanted issues during the full review. The Joint Evaluation Team will correct any issues that may arise at this stage, and the Evaluation Team will then revise the report as necessary.
- Draft 2 (for full review): For the full two-week review, the draft report will be circulated to USDOL, ILO, project partners, and stakeholders for comment. All parties will be requested to provide comments and questions on the draft report to the Evaluation Management Team, who will consolidate the comments and create a Comment Matrix Template to send to the Joint Evaluation Team. For version control and transparency, USDOL requests that all changes be captured in Track Changes (red line) so as to follow-along easily with the list of addressed questions/comments. USDOL and ILO will each provide one document of consolidated comments in track-changes to ensure the revision process is transparent and manageable.
- Final Report: The Evaluation Team will respond to all comments using a Comment Matrix explaining how the comments were addressed and why any comments might not have been incorporated. The Evaluation Team will also revise the report accordingly and submit an updated draft to the USDOL and ILO evaluation managers.

The Evaluation Managers will review the Evaluation Team's revised report submission to check whether all comments have been addressed, whether in the final report or in the comment matrix. If there has are any comments that have not been addressed, they will request the Evaluation Team to address the session. If the report is deemed complete and compliant with the TOR, USDOL and ILO will issue approval.

Annex B: Data Collection Matrix

The Data Collection Matrix was submitted with the Final Evaluation Inception Report. It was updated on July 10, 2017, to incorporate the adjustment to the TOR questions (Question 6) in the Final TOR received by the Evaluation Team.

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
Specifically, the joint evaluation team should examine:							
1. The validity of project design, objectives, strategy, and assumptions, including the government of Indonesia's commitment (both at Ministry and local level). Including: Were the activities and outputs of the project consistent with the overall goal and the attainment of its outcomes?	x	x	x	x	x	x	x
2. Progress made in achieving the project outcomes (<i>intermediate objectives</i>). Including: To what extent did particular activities contribute to the attainment of the intended outcomes and overall project goal? Were any	x	x	x	x	x	x	x

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
<p>unintended results of the project observed?</p> <p><u>In particular, assess to what extent:</u></p> <p>a. The project has helped in improving knowledge, attitude and behavior on domestic workers' rights among the domestic workers who participate in educational activities from domestic workers' schools.</p> <p>b. The project has helped in strengthening the capacity of domestic workers in voicing out their concerns and interests (engagement in policy advocacy, organizations etc.)</p> <p>c. The project has helped in mobilizing and enhancing support from various parties on the legal protection of domestic workers in Indonesia.</p>							
<p>3. Stakeholder buy-in, support and participation in the project. i.e.</p> <p>a. Whether or how the (stakeholder) needs changed over the course of the project and did the project remain relevant?</p>	x	x	x	x	x		x

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
b. How successful were project efforts to engender stakeholder buy-in and to what extent did this contribute to the achievement of its objectives?							
4. Barriers and opportunities to successful implementation. i.e. Please assess the extent to which the project responded effectively to emerging risks and challenges.	TPRs and comments	x	x	x	x		x
5. In particular, please assess the sustainability of the following project efforts: 5a. APPSI – recruiters association i. What effect has the Code of Conduct had on the recruiting agencies? For example, has the APPSI had trouble getting brokers to refer women to them or have the majority of brokers just moved on to work with agencies that were not a part of the Code of Conduct (non APPSI members)? Regarding this APPSI objective, what other unintended results may have occurred?	x	x	x	x	x		x

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
<p>5b. Sustainability of the DW schools and groups</p> <p>i. Although the Cooperatives formed under the DW schools began only in January 2017, please assess the sustainability of the schools and the Cooperatives that were designed to support those sustainability efforts.</p> <p>ii. Were the associations' capacities enhanced enough to continue leading and growing these groups? (technically, institutionally etc.) ?</p>	x		x	x	x	x	
<p>5c. CLM pilot – Community-based Child Labor Monitoring System</p> <p>i. The project undertook a Child Labor Monitoring initiative after the mid-term evaluation. These pilots are in several different areas of the country. We are curious to know more about how the local government has received them,</p>	x		x	x	x	x	

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
<p>whether they intend to continue them, and if so, whether resources have been allocated (human/financial).</p> <p>ii. Please assess whether the national government has plans for expanding this program, and if so, whether resources have allocated (human, financial...etc.).</p>							
6. Successes and challenges to project monitoring: Were the indicators used by the project appropriate for the established objectives? How could project monitoring have been improved and what successes has the project experienced in implementing its Performance Monitoring Plan (PMP), considering separately reporting, management and learning streams purposes?	x	x	x				
7. To what extent has the project acted upon the mid-term evaluation recommendations? (Note: USDOL did not require the project to follow-up on all mid-term recommendations).	x	x	x	x	x		
8. Has the project employed a gender and diversity mainstreaming	x	x	x				

Evaluation Questions	Document Review	Stakeholder Group					
		USDOL ILO US Embassy	Project Staff	Government and PAC	Domestic Worker Organizations	Domestic Workers	Other Action Program Partners
framework, and if so, what were the challenges and successes in implementing the framework?							
9. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically, efficiently, and timely to achieve outcomes?	x		x	x	x		
Cross-cutting questions:							
What good practices and lessons can be learned from the project that can be applied to future projects?	x	x	x	x	x	x	x
What could have been different, and should have been avoided?	x	x	x	x	x	x	x

Annex C: List of References

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Annex D: List of Persons Interviewed

Organization	Name	Position	M/F
US Government			
USDOL	Pamela Wharton	International Relations Officer; PROMOTE Project Manager, OCFT	F
	Kristen Pancio	International Relations Analyst, Monitoring and Evaluation Division, OCFT	F
US Embassy	Tammy Kenyatta	Political Officer, US Embassy, Jakarta	F
US Embassy	Kus Wahyuni	Political Specialist, US Embassy, Jakarta	F
International Labour Organization			
ILO Country/Regional Office	Michiko Miyamoto	Country Director, Indonesia	F
	Joni Simpson	Senior Specialist, Gender Equality and non-Discrimination	F
	Simrin Singh	Former Senior Child Labour Specialist, Regional Office Asia and the Pacific, Country Director Sri Lanka	F
	Arun Kumar	ACTRAV, Senior Specialist in Workers' Activities, ROAP	M
PROMOTE Project	Arum Ratnawati	National Chief Technical Advisor	F
	Muhamad Nour	Capacity Building officer	M
	Irfan Afandi	Provincial Coordinator	M
	Rasyidi Bakry	Provincial Coordinator	M
PROMOTE Project Advisory Committee			
PAC Jakarta	Sukardi	MOM, Chair of PROMOTE PAC	M
	N. Sanap	KSPSI	M
	Ardian K	MOM	M
	Sonya	MOM, International Cooperation Division	F
Government			
Ministry of Manpower	Whidi	PNKPA Division, sub-division head	M
	Sonya	International Cooperation Division	F
	Wulan	PNKPA Division	F
	Manti	PNKPA Division	F
	Silvi	PNKPA Division	F
	Tetha	International Cooperation Division	F
	Farich	PNKPA Division	M
	Maulana	PNKPA Division	M
	Retno Dwi Darsih	Head, Competency Standardization Unit, MOM	F

Organization	Name	Position	M/F
	Septina	Staff, Competency Standardization Unit, MOM	F
Manpower Office, sub-national	Yoyok Wardoyo	Head of Office, Malang District Manpower Office	M
	Wahyuning	Head of Training and Productivity Division, Malang District Manpower Office	F
	Lukman	Secretary of Office, Manpower Office Lampung Province	M
	Bagya	Staff of Labour & Industrial Relations Division, Manpower Office Lampung Province	M
	Dodi	Staff, Labour Inspection Division, Manpower Office Lampung Province	M
	Nurhanisda	Staff, Recruitment and Placement Division, Manpower Office Lampung Province	F
	Mami Yani	Head, Labour Norms Subdivision, Manpower Office Lampung Province	F
Women and Children Empowerment Office	Pantjaningsih	Head, Women & Children Empowerment Office Malang District	F
	Names not listed	Integrated Service Centre staff, Lampung province	F
Domestic Workers Organizations and Network Members			
JALA PRT and member organizations	Lita Anggraini	National Coordinator, JALA PRT	F
	M. Rizky	Cashier, JALA PRT	M
	Ari Ujianto	Organizing Officer, JALA PRT	M
	Rina Satdewi	Mitra Imadei, Program Coordinator, member JALA PRT	F
	Intan Permata	Mitra Imadei, Community Organizer	F
	Qory Purnamasari	Mitra Imadei, Community Organizer	F
	Cahaya Teguh	Mitra Imadei, Admin staff	F
	Aida Milasari	Rumpun Gema Perempuan, Program Coordinator	F
	Diah Rofika	Rumpun Gema Perempuan, Community Organizer	F
	Siti Nurjanah	Rumpun Gema Perempuan, Community Organizer	F
	Mazumah	LBH APIK Jakarta, Lawyer	F
	Eny Rofiatul	LBH APIK Jakarta, Lawyer	F
International Domestic Workers Federation	Elizabeth Tang	General Secretary, IDWF	F
KA PPRT BM	Agus Toniman	General Secretary, Coordinator	M
	M. Irfan Mohamad	Coordinator	M

Organization	Name	Position	M/F
	Dedi Hartono	Finance Officer	M
	Endang Winarsih	KSPI Focal Point	F
	Siti Nurochmah	Vice General Secretary, KSPSI Focal Point	F
	Sulistri	Vice General Secretary, KSBSI Focal Point	F
	Usep S.	Community organizer	M
	Ana	Community organizer, KSPI	F
	Lamria	Community organizer, KSPI	F
	Mustofa	Community organizer, KSPSI	M
JARAK	Ahmad Marzuki	Executive Director	M
	Maria Yohanista	Program Officer	F
	Ismail Maulana	Administration & Finance staff	M
	Acella	Administration & Finance Staff	F
Yayasan Genta Surabaya	Hari P.	Program Manager	M
	Didik YRP	Program Director	M
	M. Mahfuddin	Operational Staff	M
	Wahyu NF	Operational Staff	M
LPKP	Anwar Sholihin	Director	M
	Abdul Syukur	Coordinator of DW School	M
	Umi Qoidah	Community Organizer	F
	Budi Susilo	Organizing Coordinator	F
	Sai'in	Community Organizer	M
	Miftachul	Administration staff	M
	Ulifah	CO for Domestic Worker School	F
	Beti	Program Officer	F
Advocacy team, with LPKP Malang District	Sri Wahyuningsih	Director of Women's Crisis Centre (WCC), Dian Mutiara	F
	Ina Irawati	Consultant of WCC	F
	Suti'ah	Lead advocacy – DW protection in Greater Malang	F
	Hikmah Bafaqih	Head, P2TP2A, Malang District	F
DAMAR Lampung (member of JALA PRT)	Sely Fitriyani	Director	F
	Sofyan	Program Officer	M
	Fitriyani	Community Organizer	F
	Eka Rizki	Coordinator of Public Campaign and Education	F
	Sinta	Finance Office	F
	Meda	Legal, case handling officer	F
	Mei	Administrative staff	F
	Ika	Finance Coordinator	F
Advocacy Task Force Lampung	Ikram	University of Lampung	M
	Usman Raidar	University of Lampung	M
	Ahmad Haryono	YLPMD	M
	Wiwin Hefrianto	KA PPRT BM Lampung	M
	Padii Ramdan	Indonesian Journalists Association, Bandar Lampung	M

Organization	Name	Position	M/F
Community Based Monitoring Groups			
Community Based Monitoring team in Malang	3	FGD – Two CBM teams from Kel. Mojolangu and Polowijen (under LPKP)	M
	9		F
Community Based Monitoring team Lampung under Lambang (member of JARAK)	Aye Sudarto	Director	M
	Nyoman	Coordinator/Village (RW) head	M
	Misro	CBM Member/RT Head	M
	Taufik Chalil	Member	M
	Anamswati	Member	F
Community Based Monitoring team – Greater Jakarta	13	FGD - CBM team Victoria Park Housing Complex, under YPSI-member of JARAK)	F
	2		M
Domestic Workers Focus Groups			
FGD DWS Sapu Lidi	25	Domestic Workers’ Union, Sapu Lidi, under JALA PRT, group leaders	F
FDG DWS Sapu Lidi	29	Domestic Workers’ Union, Sapu Lidi, under JALA PRT, group members	F
FGD DWS in Cilincing, North Jakarta	11	Members of SB IKAD PRT-KSBSI (DW Union under KSBSI)	F
	Tri Wibono	Community Organizer, for DW in KSBSI, Nth Jakarta	M
	Bambang G.	As above	M
FGD DWS under KSPSI, Tangerang	10	Members, Domestic Worker group Tangerang, Greater Jakarta	F
FGD with Domestic workers in Penjaringansari, Surabaya	7	Members of Domestic Worker Study group “Kusuma Bangsa” (under GENTA Foundation)	F
FGD with Domestic Workers in Medokan Ayu, Surabaya	9	Members of domestic worker study group “Mawar” and “Malati” (under GENTA Foundation)	F
FGD with Domestic Workers in Malang	11	DW Group in Singosari (under LPKP)	1 M/10 F
FGD with Domestic workers in Malang	11	DW Group in Karang Ploso (under LPKP)	F
FGD with Domestic workers in Lampung	10	Leaders and members of SPRT Bandar Lampung (Under DAMAR, member of JALA PRT)	F
FGD with Domestic workers in South Jakarta	10	Leaders and members of Operata “Sedap Malam” (under Mitra Imadei, member of JALA PRT).	
Other Implementing Partners			

Organization	Name	Position	M/F
APPSI	Mashudi	Chairman, Indonesian Association of Domestic Workers Training and recruitment Agencies	M
	Yusrin	DPC Depok	M
AJI	Ahmad Nurhasim	Chairman, AJI, Jakarta Section	M
	Afwan	Purwanto	M
KOWANI	Yulia Himawati	Head of Labour Division, KOWANI Indonesian Women's Congress	F
	Warasmijoko	Staff of Labour Division	F
NIBA	Jabar Sugiharto	Vice Secretary General, FSP-NIBA Trade Union Federation Trade, Banks and Insurance	M
	Siamet Prasetyo	Advocacy Officer, FSP-NIBA QNB	M
	Riksi Adiyaksaputra	Advocacy Officer, FSP-NIBA QNB	M

Annex E: List of Participants at Stakeholders Workshop

PROMOTE Final Evaluation Stakeholders Workshop, 31 July, 2017, Le Meridien Hotel, Jakarta

No.	Name	M/F	Institution/Organization
1	Emtha M	F	Ministry of Manpower
2	Herlan Syah P	M	Ministry of Manpower
3	Tammy Kenyatta	F	US Embassy
4	Kus Wahyuni	F	US Embassy
5	Michiko Miyamoto	F	Country Director, ILO Indonesia
6	Arum Ratnawati	F	PROMOTE Chief Technical Advisor
7	M. Nour	M	PROMOTE Capacity Building Officer
8	Rasyidi Bakry	M	PROMOTE Provincial Coordinator Makassar
9	Irfan Affandi	M	PROMOTE, Provincial Coordinator, East Java
10	Irham	M	ILO
11	Narso	M	Dinas PPPA Propinsi Lampung
12	Veronica	F	Mitra Imadei
13	Jusmiati	F	FPMP - Sulsel
14	Sulastri	F	SPRT Paraikatte Mks
15	Faizah M	F	FPMP - Sulsel
16	Warida	F	LPA – Sulsel
17	Sy. Retno D	F	Kemenaker
18	Anwar Solihin	M	LPKP Malang
19	Tutik	M	Krajaan Mandiri
20	Nurul	M	Pandan wang 08
21	Wayunning Sri S	M	Disnaker Kab. Malang
22	Sely Firtiani	M	DAMAR
23	Suriyati	M	SPRT BI
24	Fitriyani	M	DAMAR
25	Ari Ujianto	M	JALA PRT
26	Siti Marzumah	F	LBH APIK
27	Ahmad Haryono	M	YLPMA Lampung
28	Andi Bangsawan Irwan	M	Disnaker Makassar
29	Achmad Marzuki	M	JARAK
30	Rina Satdewi	F	Mitra Imadei
31	Siswati	F	Sedap Malam
32	Sukardi	M	Kemenaker
33	Misgiyati	M	SPRT Sapulidi
34	Yameogo Gregori	M	ILO
35	Maria YE	F	JARAK
36	Diah Rofika	F	RGP
37	St. Nurokhmah	F	KAPPRTBM/KSPSI
38	M. Irfan	M	KAPPRTBM

No.	Name	M/F	Institution/Organization
39	Yohana Dona	M	PNKPA Kemenaker
40	Tatang Satria	M	PNPKA
41	A. Farich	M	PNPKA
42	Rizky Mandalika	M	ROKUM
43	Wahyu	M	ROKUM
44	M. Djufri	M	Not completed
45	Agus Toniman	M	KSPI
46	Yulia Himawadi	F	KOWANI
47	Aida Milasari	F	RGP
48	M. Firman	M	KSBSI
49	Lita Anggraini	F	JALA PRT
50	Syahniar Syam	F	PPPA kota Makassar
51	A.Yulia	F	Disnakertrans Prov Sulawesi Selatan
52	M.Fauzan	F	Makassar
53	Tabita	F	YPSI
54	Titin K	F	YPSI
55	Suti'ah	F	LPKP Malang
56	Moch.Salim	M	Koord. BK MG
57	Endang Winarsih	F	KAPPRTBM
58	Ina Irawati	F	WCC dian Mutiara
59	Abdul Syukur	M	LPKP Jatim
60	Didik YRP	M	Genta Foundation Surabaya
61	Hj.A.Nurlina	F	Dinas P3A Sulawesi Selatan
62	Siti Maimunah	F	LBH APik
63	Dodi Saputra	M	Disnakertrans Lampung
64	Tasmin Idrus	M	Disnaker Makasssar
65	Silvi Yulianda	F	Kemnaker PNKPA
66	Nila Pratiwi	F	Kemnaker
67	Retno S.E.L.	F	Kowani/Iswi
68	Afwan Purwanto	M	AJI Jakarta
69	Ruth Bowen	F	Final Evaluation Consultant ILO
70	Mei Zegers	F	Final Evaluation Consultant USDOL
71	George Martin Sirait	M	Final Evaluation National Consultant ILO

Annex F: Project Performance on Project Monitoring Plan Indicators

The Project staff completed the data below 27 July, 2017 at the request of the evaluators.

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
Immediate Objective 1. Strengthened capacity of Domestic Workers Organizations to more effectively address child domestic work and promote decent work for domestic workers in Indonesia		
1.1.1 Mission and vision of KA PPRT BM are written in a document and shared with stakeholders	Areas for improvement: Mission and vision needs to be put in writing in a document and communicated to other stakeholders	Target: Mission and vision in writing and shared Actual: Mission and vision included in publications of KA PPRT BM
1.1.2 KA PPRT BM has written plan of action for staffing structure	Areas for improvement: Insufficient no. of staff	Target: Action Plan Utilised Actual: KA PPRT BM has developed clear job description and minimum requirement for officials involved in PROMOTE
1.1.3 Improved financial management of KA PPRT BM	Areas of improvement: No written policy and only basic recording of financial expenditure	Target: Written policy in place on financial procedures Actual: PROMOTE identified a consultant to develop capacity in financial management (Sept 2015)
1.1.4 Improved M & E of KA PPRT BM	Areas of improvement: (Incorrectly filled)	Target: Plan and tools to monitor and evaluate activities in place; reporting on monitoring and evaluation results implemented and M & E results used for corrective action Actual: KA has used the monitoring tools to monitor implementation of PROMOTE AP Phase II
1.2.1 JALA PRT has written plan of action for staffing structure and staffing need, including clearer job description and minimum requirement.	Areas of improvement: Human resources – insufficient number of staff and division of responsibility	Target: AP Utilized Actual: As of Sept 2015, JALA developed a strategic plan including staffing structure and staffing need. No further updates.
1.2.2 Established monitoring and evaluation system of JALA PRT	Areas of improvement: Limited and basic M&E procedures assessing	Target: Plan and tools to monitor and evaluate activities in place; reporting on monitoring and

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
	performance and progress of organization activities; Lack of ability to make systematic adjustments and improvements on the basis of performance data	evaluation results implemented and M & E results used for corrective action Actual: As of Sept 2015, draft M & E plan being developed following the training. No further updates.
1.3.1 Established monitoring and evaluation system of JARAK	As for 1.2.2	Target: Plan and tools to monitor and evaluate activities in place; reporting on monitoring and evaluation results implemented and M & E results used for corrective action Actual: JARAK has used the monitoring tools to monitor implementation of PROMOTE supported Action Program, Phase II
1.4.1 Four existing domestic workers unions (cumulative) improve their administration	Blank	Target: 4 Actual: 3 (Semarang Domestic Workers' Union, Tunas Domestic Workers' Union in Yogyakarta; Kongres Operata Yogyakarta in Yogyakarta)
1.4.2 Two new domestic workers' organizations facilitated by the project partners have the capacity to function as a trade union	Blank	Target: Two Actual: (Oct 2016 status) The project has achieved the target – Serikat Paraikatte in Makassar under JALA PRT is functioning as a trade union. Sapu Lidi has not been registered as trade union but has developed capacities and requirements as a union. IKAD under KSBSI will also form a union, but facing challenges registering with Prov. Office of Manpower.
1.5.1 # of DWs trained by partners in how to recognize and exercise their rights. <i>Disaggregated by DW and CDW</i>	Limited capacity in building capacity of DWS and CDWs to understand/exercise their rights	Target: 1,500 DWs receive training Actual: As of June 2017, 2,020 DWs have attended at least one education session delivered by the implementing partners.

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
		801 DWS have attended at least 50% of education sessions
1.5.2 Three organizations, members of JALA PRT, has capacity to start and maintain DW school	No domestic workers' schools in the targeted areas	Target: 3 Actual: The five domestic workers' schools have delivered various education sessions
1.5.3 Percent of social partners utilising social media to campaign for DWDW and reduction of child labour in domestic work 3 times a month (12 partners)	Limited capacities of partners in using social media for campaigning and awareness raising activities	Target: 65% of the partners use social media to campaign on DWDWs and elimination of child labour in domestic work 3 times a month Of 12 partners monitored 11 (91%) actively used social media in 6 months to March 2017
1.5.4 # of cases detected directly through project partners	Limited capacities in proactive detecting cases	Target: 24 Actual: In total 68 cases, mostly on working condition, have been detected by the Project partners
1.6 Increased % of surveyed householders who are in favour of domestic workers' protection – in line with C 189 and R 201 – through legislation	Baseline will be available upon completion of Knowledge, Attitude and Behaviour survey	Target: Not set. The percentage increase of surveyed stakeholders was to be established following the baseline, but was not set. Actual: Endline survey not conducted
1.7 Progress in development of national regulation for domestic workers' protection that also addresses the issue of child domestic workers	Protection of Domestic Workers Bill was discussed several times in Parliament in 2012 and 2013 (at the Commission level, not plenary). The draft legislation is with the Legislation Body (BALEG) of the parliament to be harmonized with other existing legislation. Following this, the draft should be discussed at the plenary session of parliament for approval as a Parliament initiated Bill	Target: Joint meeting between executive and Parliament to discuss the Bill for Domestic Workers' Protection. Actual: The Bill was not included in the priority list for deliberation by Parliament for 2017. Project partners exploring other strategies for advocating better legal protection for DWS. As of July 2017, JALA PRT is preparing a judicial review of the Manpower Law demanding the law to be amended to recognise domestic workers and to amend the Social Security to recognise domestic workers as wage workers so that employers will be

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
		obliged to cover social security payment.
1.8 Progress in development of provincial regulation for domestic workers protection that also addresses the issue of child domestic labour in domestic work in Jakarta Province	In Jakarta there is not any discussion on a Provincial regulation to Protect Domestic Workers	Target: Advocacy activities implemented by project partners to gain stakeholders' support for endorsement of the provincial regulations in Jakarta Province Actual: The focus in Jakarta has been on national level advocacy, rather than provincial.
1.9 Progress in development of provincial regulation for domestic workers protection that also addresses the issue of child domestic labour in domestic work in East Java Province	In East Java there was a draft provincial regulation for domestic workers' protection but it was in a very initial stage	Target: High level: Advocacy activities implemented by project partners to gain stakeholders' support for endorsement of the provincial regulations in East Java Province Actual: By March 2017 an academic paper as basis for development of Provincial by-laws and head of Regency Regulation in Malang District was drafted. As of July 2017, a draft District Head Regulation on provision of Skill training to Domestic Workers was discussed and submitted to the district Executive.
1.10 Progress in development of provincial regulation for domestic workers protection that also addresses the issue of child domestic labour in domestic work in Lampung Province	In Lampung there is no discussion on the Provincial Regulation to Protect Domestic Workers	Target: High level: Advocacy activities implemented by project partners to gain stakeholders' support for endorsement of the provincial regulations in Lampung Actual: A task force among civil society to work on advocating the local by-law has been formed and has met with a number of government offices to seek support for advocating the by-law.
1.11 Progress in development of provincial regulation for domestic workers protection	In South Sulawesi there has been a draft of provincial regulation for domestic workers'	Target: High level: Advocacy activities implemented by project partners to gain stakeholders'

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
that also addresses the issue of child domestic labour in domestic work in South Sulawesi	protection, but it is still at very initial stage.	support for endorsement of the provincial regulations Actual: Draft Governor Regulation has been discussed with the provincial government and submitted to the government.
1.12 Number of domestic workers join domestic workers organizations	No domestic workers join domestic workers organizations in the target areas	Target: 2000 DWs Actual: March 2017: 2,022 domestic workers As of June 2017, 3,277 domestic workers registered members.
1.13 Operational referral mechanism to handle cases of domestic workers and child domestic workers	Organizations offering services that are relevant to handle cases of DW and CDW work individually and not connected as a referral mechanism	Target: High level Actual: Four informal networks of service providers have been set up in the target areas, Greater Jakarta, Bandar Lampung, Makassar and Greater Malang.
1.14 Percentage of DW and child domestic worker reporting cases or are reported of experiencing cases receive legal aids from the project partners	2 cases	Target: 40% of DW and CDW reporting cases in the last period receive legal aid. Actual: 100% of those reported have received assistance. 33 cases supported by JALA
Immediate Objective 2. Innovative partnerships with business and civil society entities built to reduce the prevalence of child domestic work and promote decent work for domestic workers in Indonesia		
2.1. Percentage of APPSI (a recruitment association) members applying protective practices for the DW placement	Zero (code of conduct is not yet developed)	Target: 20% of APPSI members applying protective practices in accordance with the code of conduct Actual: 68.8%
2.2. Number of articles/features/press coverage on the issue of DWDW and or CDW produced by journalists and published in mass media (printed or electronically)	On average there are 10 - 12 articles/features/press coverage on domestic workers and child domestic workers issue in every six months from around 15 mass media (printed and online mass media) that is regularly	Target: 150 articles/features/press coverage by mass media Actual: 449

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
	monitored by ILO Jakarta	
2.3 Number of initiatives to promote DWDW and to reduce CDW implemented by targeted stakeholders using their own resources.	No baseline available	Target: 8 initiatives by targeted stakeholders, other than above mentioned initiatives Actual: 20 + activities by religious leaders
Immediate Objective 3. Systems to transfer knowledge and practical tools on the promotion of DWDW as a vehicle for reducing child domestic work exist in Indonesia and other countries in Asia		
3.1 & 4.1 Number of times training manual to guide DWOS and other organizations on promoting DWDW and reducing CDW to be developed by IDWN is used at trainings to promote DWDW and reduce CDL in the sub-region	Zero – the training manual is not yet developed	Target: 12 times Actual: Training manual on tackling child labour was just finalised in the period ending March 2017; Planning for training of domestic workers and their organizations in Jakarta, July 2016 and in Dar Es Salam in October 2016 – using the draft manual.
3.2 and 4.2 Improved quality of services provided by CoP	Baseline not applicable	Target: High level Actual: By March 2017 the CoP has uploaded information on various activities regarding DWS, and conducted 4 web based discussions
3.3 & 4.3 # of new initiatives/programs to promote DWDW and reduce CDW in the sub-region that can be linked directly to the PROMOTE	Baseline will be identified during the first regional workshop	Target: 6 new initiatives Actual: 9 up to Oct 2016: action plans implemented by country participants at the regional workshop.
Immediate Objective 5. Domestic Workers Including Child Domestic Workers lined to a communication system enabling them to have ready access to information and support services		
5.1 # of DWs including CDWS receiving educational information through the use of ICT based communication system (disaggregated by adult DW and CDW)	No ICT based communication system dedicated to DWS/CDWS at the beginning of the project	Target: 15,000 receive information Actual: 2,164 DWS/CDWS receive information (not disaggregated)

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
5.2 Increased # of questions/queries received from DWS and CDWS	Zero	Target: Increased number over time Actual: The system has been used to broadcast messages but has not been used to receive queries as of March 2017; by July 2017 the system started to receive queries from the message receivers.
5.3 Increased % of surveyed domestic workers who agree on decent work for domestic workers	Zero	Target: will be decided after period 6 Actual: Survey polling has not been done
Immediate Objective 6. An enhanced knowledge base to promote DWDW and reduce CDW		
6.1 # of study/assessment reports on DWS and/or CDL to be produced by the Project	Zero	Target: 6 reports Actual: 12 (incl. Good Practice on DW Organizing in Philippines, OSH Assessment July 2017, Report on estimation of DWs)
6.2 # of initiatives undertaken by stakeholders in Indonesiausing their own resources that make reference to survey and research reports produced by the project	Not applicable	Target: 10 initiatives Actual: Latest update Oct 2016 Various religious leaders and teachers have undertaken their own initiatives but hard to say whether they make reference to project survey reports.
6.3 # of policy papers/academic papers, lectures panel discussions, conferences etc. on DWDW/CDW making reference to survey and research reports produced by the project	Blank	Target: 10 papers Actual: 9 papers in total
Immediate Objective 7. Robust and accessible knowledge sharing systems on CDW and the promotion of DWDW in place to improve transparency and accountability		
7.1 # of pageview on information on the project (implementation and outputs) that is uploaded into ILO Jakarta website	Zero	Target: 1,000 pageview Actual: 3,609 pageview
7.2 Number of meetings between project team and Project Advisory Committee	No baseline	Target: 12 Actual: 17 meetings

Indicator	Baseline Project start: July 2014	Indicator Performance (Actual as of 27 July 2017 against target life of project)
(PAC) for effective implementation of the project		
7.3 # of people who liked Project FB fan page	Zero	Target: 1,000 FB friends Actual: 6827
7.4 # of followers of Twitter account	Zero	Target: 1,000 Actual: 10,900

Annex G: Project Response to Mid-Term Evaluation Recommendations

The following provides a summary of each of the recommendations of the Mid-term Evaluation, followed by the project's response which was ascertained by requesting the project to update any follow-up response as of July 2017. Some comments from the evaluation team are added where applicable

1. Consider reducing the Project outputs and activities, in particular Outputs 2.4, 2.5 and 2.8. The reduction in outputs would allow the project to focus more effort on key interventions such as advocacy, public awareness, and empowering DWs.

Not followed.

Project response: The project decided to continue with its existing outputs as it had already made significant progress on activities under Outputs 2.4, (media leaders) 2.5 (awareness raising by NIBA and civil society groups) and 2.8 (youth campaigns) by the time of the MTE and the view was that they should remain part of the project. It was also of the view that investment already made in the youth activities would be wasted if the activity was cancelled. The project cited a number of successes in terms of the level of social media celebrities taking up the cause of decent work for domestic workers under Output 2.4.

Final evaluation comment: The activities of NIBA and the youth campaigns were interesting and innovative. Nevertheless, the final evaluation team agrees that the number of outputs and activities were too large and disparate.

2. Estimating the Number of Domestic Workers. Recommended not to conduct qualitative research on the number of domestic workers and CDWs per province but surveys, but to continue with its plans to improve on the methodology using existing national surveys.

Followed. In December 2015 USDOL approved the use of secondary data from the National Labour Force Survey and national socio-economic survey. Consultants from the University of Indonesia were recruited to develop a new methodology using National Labor Force survey data, supplemented by a small survey, to estimate the number of domestic workers and child domestic workers. The study was released in January 2017 and the results shared in a workshop.

3. Reduce the number of outcome indicators in the PMP. The MTE recommended to track indicators 1.1 to 1.4 as activities and outputs but not to use them as indicators of increased capacity of DWOs. If further recommended to drop outcome indicators 6.2 and 6.3 as it was considered difficult to collect reliable data for these indicators.

Not followed. The Project did not review the PMP indicators for capacity of the DWOs following the MTE, and retained all outcome indicators including 6.2 (initiatives to promote DWDW and to reduce CDW implemented by targeted stakeholders using their own resources) and 6.3, while acknowledging that such data are difficult to collect and validate.

Final evaluation comment: It would have been worthwhile to review the outcome indicators following the MTE, especially those relating to capacity of the DWOs and their members, and indicators for outcome level change in the knowledge, attitudes and behaviour of domestic

workers themselves could have been added. It would also have been an opportunity to drop indicators that are not so meaningful or reliable.

4. Simplified and consolidated Performance Monitoring Plan. The project should combine the output targets and the outcome indicators under the PMP. The project is currently tracking output targets and outcome indicators in two different tracking systems. Since achieving output targets is critical to achieving outcomes, output and outcome indicator targets should be tracked and reported together.

Not followed. The project decided not to modify its output and outcome tracking and reporting systems. No changes were made in the PMP attached to TPRs following the MTE.

Final evaluation comment: The suggestion to consolidate both tracking systems would have been useful to follow in order to ensure all useful indicator data was captured and reported in the PMP. It would also have been useful to delineate between the outcome and the output indicators and targets in the framework.

5. Sustainability. The project should conduct a sustainability workshop for its partners as soon as possible. The workshop should define the activities, outputs and outcomes that the partner organizations intend to sustain once the project ends in March 2017. The sustainability workshop should result in a sustainability plan(s) that lists the activities, outputs, or outcomes that will be sustained by partners, describes how these elements will be financed, and states who is responsible for ensuring the continuity of these elements. In addition, the sustainability plan should include a monitoring plan that lists milestones or indicators and timeframes that can be used by the project to track the progress in milestone achievement. The sustainability workshop should be conducted and the sustainability plan developed in late 2015 or early 2016, which would give the project and its partners about one year to work on sustainability.

Followed. The project held a sustainability planning workshop with main partners in November 2015. The main partners completed sustainability plans. Together with partners, the Project reviewed implementation of the sustainability plan and reflected the follow-up required in the partners' action programs. The Project also monitored the progress of sustainability plans.

6. Domestic Worker School Business Model. The project should review and discuss how JALA PRT intended to sustain the DW schools once the project ends, given its substantial investment in helping JALA PRT establish the schools. The DW school business model is not sustainable without external financial support.

Partially followed up. By the end of the Project, domestic worker organizations will have been strengthened with some capacities, including capacities for the domestic workers leaders to do recruitment of DWs to be members of the organizations, to facilitate meetings and education sessions. By that time, more and more roles of community organizers (NGO staff who are paid by the Project to do outreach and organize domestic workers and to facilitate education session) will have been transferred to domestic worker leaders who work for their organizations voluntarily.

With increasing awareness among domestic workers, partners do not pay transportation cost any more for activities in the domestic workers schools and community level.

In addition to centre based education sessions, project partners also conducted community based education sessions and in this case renting premises for an activity centre or domestic worker schools is not needed. This community-based model which is less costly can be one option for future education sessions for domestic workers.

For Sapulidi, given their members are many and membership dues payment is relatively high, it will be able to rent a house to be the activity centre/domestic worker school when needed.

Final Evaluation Comment: The maintenance of the JALA PRT schools following the end of the project has not been resolved; however JALA PRT as well as JARAK partners are considering registration with the MOM that would allow it to receive government grants.

The training models implemented by JARAK do not require rental of premises as the local government in some cases provided premises for centre-based skills training. However, these training services are qualitatively different from the training JALA provides at its centres, which has a stronger emphasis on leadership and rights training. The evaluators noted the distinction between sustainability of the training schools providing for vocational skills, and “schools” or outreach centres that build a range of skills of domestic workers, including leadership, advocacy and paralegal skills as well as vocational skills.

7. Profile of organized domestic workers. The project should work with the DWO partners to adjust the profile of the DWs that are being organized to include DWs that are at higher risk for labor violations and DWs that have more access to CDWs. The vast majority of DWs organized under PROMOTE do not live with employers and many work part-time for two or more employers. They did not report a significant number of perceived labor violations during the focus group discussions and noted that they do not have access to DWs that live with employers, especially CDWs. The DWOs should continue to organize these DWs because they would benefit from project interventions and should prove to be an important resource for advocacy initiatives. However, the project and its DWO partners should develop a strategy to identify and organize DWs that live with employers, including CDWs. The DWOs have established targets for the number of DWs they aim to organize. JALA PRT has also developed targets for CDWs. The project should require the other DWOs to also establish targets for CDWs and all DWO partners to develop targets for DWs that live with employers. These targets might be set as a percent of the total number of DWs to be organized.

Partially followed but not successful.

Project response:

1. Organizing live in DWs is very challenging due to the fact that:
 - a. The majority of live in DWs do not have weekly day off and therefore they do not have time to participate in education sessions as well as in organization activities.
 - b. Without a weekly day off, live-in DWs have to get approval from their employers to attend the education sessions and join DW organizations and to get such approval is not easy. It is very rare that employers support their DWs to organize or join education sessions.

2. The Project has required partners to target live in DWs and CDWs but due the enormous challenges, not many live in DWs and CDWs were reached by the education sessions/organizing activities.

3. In these circumstances, the Project continues to organize live out DWs. The organized live out DWs will advocate for the protection of domestic workers that eventually will benefit the live in domestic workers in the future.

Final Evaluation Comment: It would have been useful to try to identify alternate and innovative ways to reach live-in DWs and brainstorming to identify methods. Potential examples include supporting live-in domestic workers to access social media; this would require determining how many have access to mobile and/or smart phones, provide them with access, etc.; contacting them with information (such as handouts) at common gathering places such as when waiting for their charges outside schools, in markets and shops, in hallways in apartment buildings.

8. Direct Child Labor Strategies. The project and its DWO partners should consider developing strategies to identify and directly work with CDWS that would include prevention interventions.

Partially followed up.

Project response:

1. A Project partner has piloted community based monitoring for domestic workers and child domestic workers which can be a mechanism to identify and directly work with child domestic workers. As child domestic workers are dispersed in terms of their work locations, numbers of CDW that were identified by community based monitoring is low.
2. The Project has developed a Handbook on Tackling Child Domestic Works for Domestic Workers Organizations. The Handbook has been introduced to the participants of Trade Union Regional Workshop on Decent Work for Domestic Workers and Elimination of Child Domestic Labor held in Bali in August 2016.
3. It is important to note that it is outside the scope of this project to provide direct interventions to child domestic workers.

9. Decentralization of Action Plan Implementation and resources.

Not followed.

The project continued its strategy and did not decentralize the action plan implementation and resources with the following reasons:

- The focus of the project is to build the capacity of domestic workers organizations through the partner networks. The individual organizations are not yet ready to take on the financial and reporting requirements. The partners' new action plans with the ILO will have specific activities about direct mentoring of individual organizations.

- The project consulted the main partners on the possibility to decentralize the action plan (through contract made directly with the network member) and the partners did not agree to support decentralization.

10. Focus on Advocacy. The project should work with its three DWO partners to prioritize advocacy activities, especially those related to the national law for the protection of DWs, over the remaining life of the project. National legislation is probably the best chance the project has to achieve sustainable impact on both DWDW and CDWs. Advocacy is also the priority for the three DWO partners. The project should work with its DWO partners to focus the public awareness campaigns, articles by journalists, and use of social media to persuade members of parliament to pass the national draft bill. The DWOs should also involve the organized DWs in advocacy activities such as public hearings, special meetings with members of parliament, and public awareness events.

Partially followed.

Project response: The project already has, at the national level, a large focus on advocacy for both the Domestic Workers Bill and C. 189. The Project also supported partners to conduct policy advocacy at the provincial level.

On public awareness raising

DWOs conducted various public awareness raising.

a. Commemoration of the International and National Days at the national as well as provincial level

- World Day against Child Labor, International Women's Day, National Domestic Worker Day, May Day. At these events, domestic workers themselves took part by staging demonstration, theatre performance, and hearings with parliament members.

b. Awareness raising using media social: facebook

All partners have conducted campaign on DWDW and elimination of CDL using face book. JALA PRT produced various memes with the messages related to DWDW and the meme were uploaded into the face book by all other partners, domestic workers organizations as well as individual members of the domestic worker organizations using the organizations account as well as individual member account. In addition to various memes, face book accounts are also used to inform public on the activities undertaken by partners or domestic workers organizations or individual members of domestic worker organizations.

c. Awareness raising through Citizen Journalism

Partners and domestic workers themselves have used this platform to campaign on DWDW and elimination of CDL. List of articles uploaded in the Citizen Journalism Platform is attached.

d. Awareness raising using twitter

A number of domestic workers and domestic workers organizations used twitter account to campaign on the issues. Examples: Yuni SR, Leni Suryani. See their twitter accounts

On involvement of domestic workers in advocacy activities:

- Domestic workers, members of DWOs, have been involved in the public awareness raising as well as policy advocacy by becoming speakers in workshops or participating in hearings with parliaments, at the national and local level.

11. Support to MOM Regulation No. 2/2015. The project should make a formal commitment to the MOM to support and help it promote Regulation No. 2/2015...the project should acknowledge this milestone by offering support.

Partially agreed/followed up

Project response:

1. The project has provided technical support to the Ministry of Manpower in implementing two national level trainings on decent work for domestic workers and elimination of child domestic labor which the Ministry conducted using their own budget. Participants were mostly labor inspectors from district level. The Project staff assisted the Ministry Staff in developing the training agenda, ensuring participatory methods were used in the training, and in delivering the training sessions.
2. Additionally, the project is using Regulation No. 2/2015 as an entry point in communicating with various stakeholders at the national and local level on the protection of domestic workers and on prohibition on employment of children under 18 years old as domestic workers. However the Project always emphasizes that more comprehensive and stronger regulations are needed to protect domestic workers in Indonesia.
3. The project has used Regulation no 2/2015 as a foundation for implementing several activities such as the community-based monitoring system pilot; campaigning the need of the contract between employers and obligation of employer to pay annual bonus and to register their DWs in National Health Insurance System.

12. Involvement of Indonesia Domestic Workers in regional Network. The project should work with IDWF and the DWO partners to develop a set of action steps to increase the involvement of the Indonesian DWOs in the regional network. The Indonesian DWOs have been minimally involved in the regional communication network. One of the barriers to participation might include language since the regional communication network operates largely in English. The action steps should include identifying barriers to participation and specific actions that the project, IDWF, and DWOs might take to address the barriers. The action steps should include specific actions to contribute Indonesia experiences and competencies to the communication network as well as actions to learn from DWOs in other countries that can be applied in the Indonesia context.

Followed up

Project response:

1. IDWF has added a translation facility in the communication platform for various language, including Indonesian. Thus non English speaking people can make use the information in the platform.
2. The Project promoted the IDWF online community networks to the implementing partners and other stakeholders (e.g. Academic and public in general who are interested in domestic workers rights) using various means such as social media and a short session introducing the online communication networks in workshops/meetings held by the Project, etc. and inviting them to register and to engage in discussions.
3. DWOs from Indonesia may not be active in the online discussions but many Indonesians have made online pledge (in the platform) to support my fair home campaign: http://idwfed.org/myfairhome/rumahkuyangadil/pledges_view