



ILO EVALUATION

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

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Acronyms

ACTRAV	Bureau for Workers' Activities (ILO)
ACT/EMP	Bureau for Employers' Activities (ILO)
DAC	Development Assistance Committee
DC	Development Co-operation
DWCP	Decent Work Country Programme
GIZ	Gesellschaft für Internationale Zusammenarbeit (German Development Agency)
ILC	International Labour Conference
ILO-ITC	ILO International Training Centre
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch (ILO)
ITUC	International Trade Union Congress
MFA	Ministry of Foreign Affairs (Netherlands)
MW	Minimum wage
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational safety and health
P&B	Programme and Budget
PRODOC	Project Document
RB	Regular Budget
SDG	Sustainable Development Goals
SIDA	Swedish International Development Agency
ToC	Theory of Change
ToRs	Terms of Reference

Executive Summary

Project background

The *Indicators and methodologies for wage setting* project is a Development Cooperation (DC) project with a total budget of US\$1,125,000 funded by the Ministry of Foreign Affairs of the Netherlands, implemented by a technical team in INWORK based in Geneva and pilot-tested in 5 countries, namely, Costa Rica, Ethiopia, India, Indonesia and Vietnam. The final project implementation period was 39 months (October 2018 to December 2021 including a no cost extension from August 2021).

The overall aim of the project is to develop indicators and methodologies that strengthen the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors. The development objective of the project is to improve the earnings, and hence the working conditions and the living standards of workers in the formal and the informal economy, starting with beneficiary countries. The project has two immediate objectives:

Objective 1: By the end of the project, the evidence base for better-taking workers' needs alongside economic factors into account in wage-fixing in the formal and informal economy, as well as in global supply chains, will have been strengthened and disseminated in the project countries.

Objective 2: By the end of the project, stakeholders and ILO member states will have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context.

The ILO Senior Economist based in Geneva led the implementation of ILO activities and outputs under the programme in collaboration with the Technical Officer assigned to this project and the ILO regional wage specialists covering the piloting countries in New Delhi, Bangkok, Cairo and Santiago de Chile. In addition, administrative assistance for the project was provided by INWORK.

The ILO Coordination team in Geneva, led by the Senior Economist at the ILO INWORK (Inclusive Labour Markets, Labour Relations and Working Conditions Branch) and the Technical Specialist in the same unit acted as the management team of the project. The project team in Geneva provided support and coordination to the project activities. The ILO regional wage specialists covering the pilot countries and based in New Delhi, Bangkok, Cairo and Santiago de Chile also played a key role in liaising with ILO Constituents and key counterparts in concerned countries. In order to support implementation of activities related to supply chains in the selected industries, the ILO agreed collaboration with Rainforest Alliance which contributed in partnership with ILO to the supply chain activities in the tea, coffee and banana sector.

Evaluation background

The scope of the evaluation encompasses all activities and components of the project under the direct responsibility of the ILO throughout the lifetime of the project, i.e. from October 2018 to December 2021. It covers the activities of the project both globally and in the five target countries. The main recipients of the evaluation are:

- ILO Project Management Unit
- ILO Offices and/or focal points in India, Indonesia, Vietnam, Costa Rica and Ethiopia
- Relevant ILO departments and technical units
- ILO ACTRAV and ACT/EMP (as also being the member of Project Steering Committee)
- ILO Constituents (at the global and national levels in the pilot countries)

- Ministry of Foreign Affairs of the Netherlands
- Project partners and stakeholders such as Rainforest Alliance.

The evaluation methodology included:

- Desk review and analysis of documents related to the project, e.g. project document, progress reports, including output documents of the project such as national reports and the final guidance methodology (see Annex 7).
- Desk review of other relevant documents such as the ILO Strategic Plan and P&B for 2018-19 and 2020-21, Decent Work Country Programmes, national documents on employment and wages, etc.
- Online interviews with project team and key ILO Specialists at central and regional/country level (contact details provided by project team)
- Online semi-structured interviews (Zoom, Teams) with key informants in 3 countries including national experts, government representatives and social partners (see Annex 5)

It was agreed that the interviews be structured in two waves. Following the results of the initial interviews with the project team and ILO specialists, interviews at national level were carried out in the countries where the most extensive work had been implemented, i.e. Costa Rica, India and Viet Nam. The interviews were carried out in January-February 2022. The evaluation was carried out in the middle of a pandemic caused by the COVID-19 virus and was carried out entirely online. Therefore, methodologies for the data collection included extensive use of video-conferencing technology.

The evaluation applied the key criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential and apply international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group. The conceptual framework used in this evaluation is one that is consistent with Results-based Management and also addresses gender and non-discrimination, social dialogue and international labour standards.

Evaluation findings

RELEVANCE

The project was very relevant to the work of the ILO, the donor and, in general, the countries which participated in the project. The project addressed and contributed to key relevant components of the ILO results framework. As set out in the PRODOC, the project is aligned with the ILO Strategic Plan (2019-21) and fits into the ILO Programme and Budget (P&B) 2018-18 and 2020-21. In addition, its results are linked to Sustainable Development Goals including SDG 1 (poverty), SDG 8 (promote inclusive and sustainable economic growth, employment and decent work for all) with particular reference to 8 and 8.5, and SDG 10 (reduce inequality within and among countries) with particular reference to 10.4.

The intervention strategies, outcomes and assumption were, in general appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic and political environment. The project was impacted by COVID and was not able fully to implement all its objectives. With the benefit of hindsight, it is possible to say that (even without COVID), the project was perhaps somewhat ambitious and it might have been difficult fully to implement all aspects in the time available. However, it would have been difficult at the planning stage to anticipate exactly how much work would have been involved in finalising the methodology and how this might have impacted on the implementation of the supply-chain studies. In suggesting that the project plan was perhaps somewhat over-ambitious, it is however, essential to recall that there is a need to encourage ambition and to allow project designers some

margin of appreciation to achieve an appropriate balance between ambition and realism. In this case, the project design does not exceed that margin. The intervention logic was generally coherent and (subject to the comments on ambition) realistic to achieve the planned outcomes. In general, the outputs and activities did support the achievement of the set project objectives.

COHERENCE

In general, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels. This project – especially the methodology aspect - was not so much an add-on project allowing ILO to do something additional but rather a project which supported its core work by providing ILO with an additional tool to assess an adequate minimum wage. In fact, one of the lessons learned from the project is the benefits of using project funding to support the core work of the organisation and to expand the capacity of the ILO to carry out its core work. Particularly in relation to methodology, the other activities of the ILO supported the project activities, and vice versa.

EFFECTIVENESS

As set out above, the project had two objectives: (1) to strengthen the evidence base for better-taking workers' needs into account in wage-fixing and to disseminate this the project countries; and (2) that stakeholders and ILO member states would have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context. One can say that these two objectives have certainly been achieved. The project has developed and published a detailed guidance document on how to estimate the needs of workers and their families. The project has also applied this methodology in the five pilot countries and has published detailed reports on this approach. Stakeholders and ILO member states thus have access to better indicators and methods of wage fixing. It is clear from discussions with national stakeholders that the project has been able to influence the debate about the minimum wage setting and to bring the needs of workers and their families into a more central position.

EFFICIENCY

Overall, the project has spent (or committed) 84.5% of the original budget. The reasons for the main areas where expenditure is lower than planned are an underspend on national and international conferences due to COVID (50% of underspend) and salary (34%) as the project technical officer moved to another position at the original end of the project in July 2020 and was not replaced. Underspending due to COVID in 2020-21 would appear to be a common issue for project work. Insofar as can be established, the project resources (time, expertise, funds, knowledge and know-how) have been used efficiently to produce outputs and results. There was no indication of any misuse or wastage of funds. Resources were allocated strategically to achieve the project objectives and, when COVID arose, resources were reallocated from in-person meetings to webinars. As noted elsewhere, the project was very closely integrated into the overall work of ILO and this mean that the project was able to benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives.

SUSTAINABILITY AND IMPACT

Overall, the impact of the project has been positive in terms of providing access for stakeholders and ILO member states to improved indicators and tools to assess and compute an adequate minimum wage. All those interviewed in relation to the project were positive in relation to the impact it had already had and about its potential for future impact. Given the relatively small-scale nature of the project and, more importantly, the medium to long-term timescale involved in making changes in minimum wage setting (either introducing a MW or altering how it is calculated), the results of the project should be seen as a tool to advance sustainable development objectives. Unsurprisingly, it is difficult to identify specific changes to most national MW setting approaches at this time although in Costa Rica respondents did state that the project has already had an impact on the national approach in relation to the basket of goods selected. It is also difficult to disentangle the impact of the project from the overall work of ILO in this area. The project facilitated and enhanced partnership with the Government of Netherlands in relation to the shared objective of achieving adequate wages in line with the SDG goals. The sustainability and impact of the project is not limited to the project countries, as the guiding documents for fixing adequate minimum wages published under this project would be extremely relevant to many countries and constituents

In all the countries concerned, national stakeholders and ILO field specialists expressed the need for ongoing support in the implementation and updating of the minimum wage. This included those countries (Ethiopia and Indonesia) where the specific conjuncture inhibited progress during the lifetime of the project. The extent to which the achieved progress is likely to be long lasting in terms of longer-term effects will depend on the extent to which ILO supports the sustainability of the project outputs, in particular the use of the guidance document. There is a real potential to make this an important tool in the work which ILO does in relation to wage setting and to maximise the impact which the project will have.

CROSS-CUTTING ISSUES

The project was very important from a gender perspective in that, in most countries, women make up a significant proportion of those who earn minimum wages. In addition, in some countries there is a significant gender pay gap at low levels of earnings. The ILO Policy on Gender Equality and Mainstreaming supports a two-pronged approach of gender mainstreaming: analysing and addressing in all ILO initiatives the specific needs of both women and men, and targeted interventions to enable women and men to participate in, and benefit equally from, development efforts. Although the project did not include gender equality as an objective, it did analyse and address the needs of both men and women in relation to the minimum wage. Given the fact women account for a disproportionate share among low wage earners, any attempt to set the minimum wages at an adequate level, will largely benefit women workers and may have implications for addressing gender pay gaps.

The implementation of the project was closely linked to international labour standards including, in particular, the Minimum Wage Fixing Convention, 1970 (No. 131) which provides that in determining and periodically adjusting minimum wage rates, the elements to be taken into consideration include on the one hand, the needs of workers and their families and, on the other hand, economic factors. The project was designed precisely to take these factors into account. The project encouraged a tripartite approach in the setting of minimum wages e.g. in Costa Rica, India and Viet Nam. The social partners were closely involved in the implementation of the project at global and national level although their specific involvement in planned workshops was necessarily reduced due to the COVID pandemic.

Lessons learned and emerging good practices

The lesson learned is that using project funding to support the core work of ILO and to expand ILO capacity by providing additional knowledge and tools can have significant ongoing benefits for the organisation and constituents. In this case, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels. This project – especially the methodology aspect – was not so much an add-on project allowing ILO to do something additional but rather a project which supported its core work by providing ILO with an additional tool.

A key emerging good practice identified in this project is the use of technical expertise to develop a methodology/framework (in this case set out in the guidance document on estimating the needs of workers and their families) which can be used in the future at national level and adapted to specific country needs. The methodology allowed the estimation of the needs of workers and their families at national level in the five pilot countries and was targeted at the tripartite constituents involved in minimum wage setting so that the needs of workers and their families could better be taken into account in fixing the minimum wage.

Recommendations

- 1) **Capacity building for INWORK staff.** The development of the methodology required considerable technical expertise which was supported by the project. Although the methodology is designed to be as easy to use as possible, inevitably the use of complex methodology and linking it to national data sources requires a degree of expertise. However, with the end of the project, the technical expertise is no longer available and it is recommended that INWORK should develop capacity of its existing staff and ensure that the person selected can be available to support the use of the guidance document.
- 2) **Ongoing capacity building at global and national levels.** Due to COVID it was not possible to implement training and capacity building to the full extent originally planned. INWORK and regional offices should ensure that capacity building on the use of the methodology is included in ongoing work at global and national levels. This would include (a) specific capacity building at national level for tripartite constituents, in particular, key policy makers, statistical agencies and universities; and (b) ensuring that the methodology is integrated into general ILO training. For example, if it is not already, this should be included in the ITC Course on Designing and Implementing Effective Wage Policies. Other examples would include explicitly integrating the guidelines into the existing online Minimum Wage Policy Guide. The work of the staff member identified under recommendation 1 might include inputs in this area.
- 3) **Possible future project.** ILO and the Netherlands MFA should discuss the possibility of further collaborative work to build on the achievements of the project to date. Such a future project might look at how economic factors could be integrated into the needs of workers and their families in wage fixing. It might also include funding to support capacity building to follow up this project at both global level and also some capacity building in some countries (some covered by the current project and some ‘new’ countries) depending on national priorities, added value and availability of other (local/regional) resources. In designing a future project, consideration should be given to having more gender sensitive indicators/activities directly targeting women workers in particular.

1. Project background

This chapter sets out a brief summary of the projects' purpose, logic, structure and objectives. It outlines the intervention logic, strategy and main means of action; geographic coverage; and management structure.

Project scope and funding

The *Indicators and methodologies for wage setting* project is a Development Cooperation (DC) project with a total budget of US\$1,125,000 funded by the Ministry of Foreign Affairs of the Netherlands, implemented by a technical team in INWORK based in Geneva and pilot-tested in 5 countries, namely, Costa Rica, Ethiopia, India, Indonesia and Vietnam. The final project implementation period was 39 months (October 2018 to December 2021 including a no cost extension from August 2021).

The overall aim of the project is to develop indicators and methodologies that strengthen the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors. In particular, the project seeks to fill a knowledge gap and focuses on indicators and methodologies to estimate the needs of workers and their families.

Project's objectives

The ultimate development objective of the project is to improve the earnings, and hence the working conditions and the living standards of workers in the formal and the informal economy, starting with beneficiary countries. The project has two immediate objectives:

Objective 1: By the end of the project, the evidence base for better-taking workers' needs alongside economic factors into account in wage-fixing in the formal and informal economy, as well as in global supply chains, will have been strengthened and disseminated in the project countries.

Objective 2: By the end of the project, stakeholders and ILO member states will have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context.

Intervention logic

The project did not develop an explicit overall Theory of Change (ToC) although a ToC was developed for one part of the project in India (*Theory of Change workshop report, 2021*). Drawing on the approach developed in that workshop report, the overall ToC of the project can be described as follows.

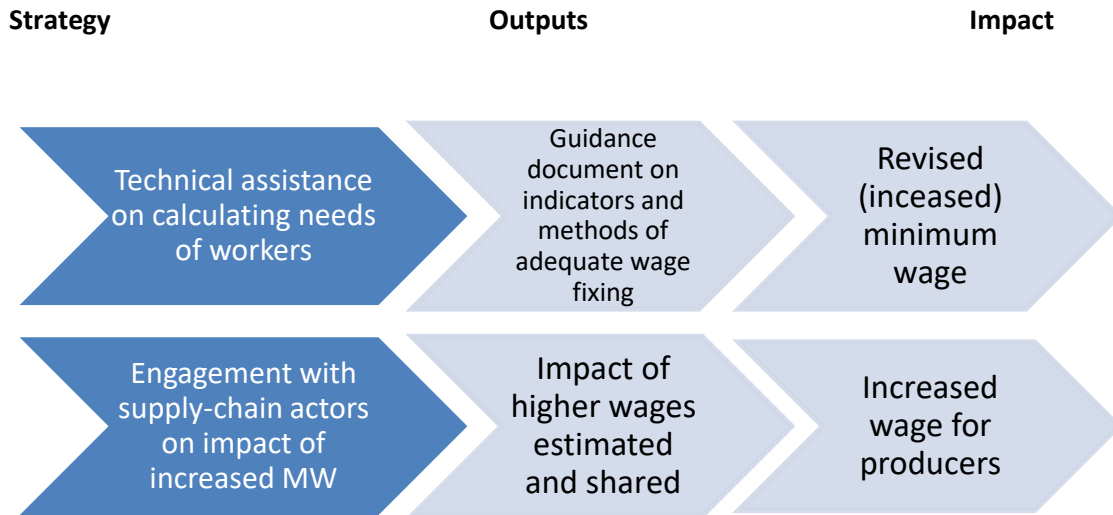
The project adopted two strategic pathways both leading ultimately to the objective of more adequate wages for workers. These were

- 1) Use of technical assistance to develop methodologies to assess the needs of workers and their families and feed these into minimum wage (MW) setting process
- 2) Engagement with supply-chain actors to assess the impact of minimum wage on input costs.

The ToC is based on the assumption that

- 1) *If* ILO produces detailed methodologies to estimate the needs of workers in relation to a minimum wage, *then* governments and social partners will use these methodologies along with economic indicators to calculate the legal minimum wage which will lead to higher minimum wages for workers.
- 2) *If* supply-chain intermediaries are aware of the costs of increased minimum wage (more in line with the needs of workers) *then* they will be able to assess the impact on costs and profits and increase wages accordingly.

In simplified form, the ToC can be visualised as follows:



Organizational arrangements

The ILO Senior Economist based in Geneva led the implementation of ILO activities and outputs under the programme in collaboration with the Technical Officer assigned to this project and the ILO regional wage specialists covering the piloting countries in New Delhi, Bangkok, Cairo and Santiago de Chile. In addition, administrative assistance for the project was provided by INWORK.

The ILO Coordination team in Geneva, led by the Senior Economist at the ILO INWORK (Inclusive Labour Markets, Labour Relations and Working Conditions Branch) and the Technical Specialist in the same unit acted as the management team of the project. The project team in Geneva provided support and coordination to the project activities. The ILO regional wage specialists covering the pilot countries and based in New Delhi, Bangkok, Cairo and Santiago de Chile also played a key role in liaising with ILO Constituents and key counterparts in concerned countries.

In order to support implementation of activities related to supply chains in the selected industries (particularly activity 1.3), and as mentioned in the PRODOC, the ILO agreed collaboration with Rainforest Alliance (former UTZ)¹ which contributed in partnership with ILO to the supply chain activities in the tea, coffee and banana sector.

¹ The UTZ name comes from UTZ kapeh meaning ‘good coffee’ in the Guatemalan Mayan language of Quiché.

2. Evaluation background

This chapter presents a concise summary of the purpose and scope of the evaluation; the clients of the evaluation and who will use the evaluation findings; the evaluated time period; geographical coverage; and the targeted groups or beneficiaries of the evaluation. It also sets out the evaluation criteria and questions; and a concise description of the evaluation's methodology for data collection and analysis, including the rationale for selecting the methodology and data sources, in addition to a description of all methodological limitations

Purpose of evaluation

Independent final project evaluations assess ILO projects with a view to contributing to the achievement of results at both the national and global levels, in line with ILO outcomes as outlined in the P&B and DWCPs. They assess the projects in terms of relevance, efficiency, effectiveness, coherence, impact and sustainability of outcomes and test underlying assumptions about contributions to broader developmental impacts.

Project evaluations are intended to:

- improve future project performance and contribute towards organizational learning;
- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term;
- assess the effectiveness of planning and management for future impacts;
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and partners;
- support conceptualization of the next phases, steps, strategies and approaches.

The evaluation results contribute to further project development and help define what and how the ILO contributed to strengthening the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors.

Scope of the evaluation

The scope of the evaluation encompasses all activities and components of the project under the direct responsibility of the ILO throughout the lifetime of the project, i.e. from October 2018 to December 2021. It covers the activities of the project both globally and in the five target countries.

Clients of the evaluation

The main recipients of the evaluation are:

- ILO Project Management Unit
- ILO Offices and/or focal points in India, Indonesia, Vietnam, Costa Rica and Ethiopia
- Relevant ILO departments and technical units
- ILO ACTRAV and ACT/EMP (as also being the member of Project Steering Committee)
- ILO Constituents (at the global and national levels in the pilot countries)
- Ministry of Foreign Affairs of the Netherlands
- Project partners and stakeholders such as Rainforest Alliance.

Methodology

The evaluation methodology included:

- Desk review and analysis of documents related to the project, e.g. project document, progress reports, including output documents of the project such as national reports and the final guidance methodology (see Annex 7).
- Desk review of other relevant documents such as the ILO Strategic Plan and P&B for 2018-19 and 2020-21, Decent Work Country Programmes, national documents on employment and wages, etc.
- Online interviews with project team and key ILO Specialists at central and regional/country level (contact details provided by project team)
- Online semi-structured interviews (Zoom, Teams) with key informants in 3 countries including national experts, government representatives and social partners (see Annex 5)

Given the structure of the project, it was agreed that the interviews be structured in two waves. Following the results of the initial interviews with the project team and ILO specialists, interviews at national level were carried out in the countries where the most extensive work had been implemented, i.e. Costa Rica, India and Viet Nam. The interviews were carried out in January-February 2022.

A full list of the persons interviewed is set out at Annex 5 and a full list of the key documents reviewed at Annex 7.

The evaluation was carried out in the middle of a pandemic caused by the COVID-19 virus and was carried out entirely online. Therefore, methodologies for the data collection included extensive use of video-conferencing technology building on EVAL's guidance notes *COVID-19: Conducting evaluations under challenging conditions* and *Implications of COVID-19 on evaluations in the ILO (Practical tips on adapting to the situation)*.

The data collection worksheet is attached as Annex 6. The evaluation approach is primarily qualitative drawing on key stakeholders' informed opinions (in response to the listed questions).

In line with ILO evaluation policy, the evaluation addressed gender equality and non-discrimination, social dialogue and international labour standards as a cross-cutting concern throughout its methodology and deliverables. The evaluator followed EVAL's Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the ILO EVAL Guidance Note 3.1 on integrating gender equality and non-discrimination; and the ILO EVAL Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects.

The evaluation adhered to confidentiality and other ethical considerations throughout, following the United Nations Evaluation Group Ethical Guidelines and Norms and Standards in the UN System. The evaluation process observed confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff (and ILO staff more generally) were not present during interviews with external stakeholders.

The evaluation also focused on the effects of the COVID-19 pandemic on the project, assessing whether, how and to what extent unexpected factors have affected project implementation and whether the project has effectively addressed these unexpected factors, including those linked to the COVID-19 pandemic.

Evaluation criteria and questions

The evaluation applied international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group. The conceptual framework used in this evaluation is one that is consistent with Results-based Management and addresses the following criteria proposed by OECD: relevance, coherence, efficiency, effectiveness, impact and sustainability in addition to gender and non-discrimination, social dialogue and international labour standards (as specified in the ToRs).

The evaluation adopted the ILO's Evaluation Guidelines as the basic evaluation framework. It was carried out in accordance with ILO standard policies and procedures, and complied with evaluation norms and follows ethical safeguards.

The questions addressed in this evaluation are:

Criteria	Questions
RELEVANCE	<p><i>Project's fit with the context:</i></p> <p>To what extent is the project addressing key relevant components of and is contributing to:</p> <ul style="list-style-type: none"> - ILO results framework (including P&B for 2018-19 and 2020-21), the ILO mandate and relevant policies, including gender equality and non-discrimination, international labour standards, social dialogue and disability inclusion? - DWCPs, where they exist, in the countries targeted by the project - National development strategies and UN Country programme frameworks (UNDAFs/UNSDCFs) in pilot countries - Constituents' organization's mission, mandate, strategic/organizational plans? - The achievement of the relevant Sustainable Development Goals – especially SDG 1, SDG 8 and SDG 10, with particular focus on 8, 8.5 and 10.4 in piloting countries? <p>To what extent has the project been repurposed to provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?</p> <p>Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)?</p> <p>To what extent is the project aligned to international resolutions (e.g. ILO Declaration on Social Justice for a Fair Globalization, ILC 2015 resolution on labour protection, ILC 2016 resolution on decent work in global supply chains) and relevant labour standards (e.g. Convention No. 26, Convention No. 131, Convention No. 154)?</p> <p><i>Appropriateness of the project design:</i></p> <p>Are the intervention strategies, outcomes and assumption appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic and political</p>

	<p>environment?</p> <p>To what extent was the project designed based on ILO constituents’ needs at the global and national levels and grounded on consultation with target beneficiaries?</p> <p>To what extent does the project embed institutional capacity development of social partner organizations into the implementation?</p> <p>Were the risks and assumptions to achieve project objectives properly identified, assessed and managed?</p> <p>Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?</p>
<p>COHERENCE</p>	<p>How well did the project fit and work with other relevant ILO interventions at the global and country levels? What synergies have been created with other partners?</p> <p>Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?</p> <p>To what extent have country-based interventions informed global outputs and vice versa?</p> <p>What has been the added value of the ILO work in terms of comparative advantage?</p> <p>To which extent other activities of the ILO support or undermine the project activities, and vice versa?</p> <p>To which extent other interventions of the partners (particularly policy-related interventions) support or undermine the project activities?</p> <p>To what extent are the project design (priorities, outcomes, outputs and activities) and its underlying theory of change logical and coherent?</p>
<p>EFFECTIVENESS</p>	<p>To what extent have the project objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations?</p> <p>What are the major factors influencing the achievement or non-achievement of the objectives?</p> <p>What have been the implications of the COVID-19 pandemic on the nature and degree of achievement of the project?</p> <p>Has the project fostered ILO constituents’ active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?</p> <p>Has the project yielded desired results through its contributions to the ILO’s core principles (gender equality, ILS, tripartism and social dialogue)?</p>

	<p>To what extent have the project activities, products and tools benefited from the participation of constituents and have been disseminated to them for utilization, policy advocacy or service delivery?</p> <p>How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and direct beneficiaries, donors and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?</p>
<p>EFFICIENCY</p>	<p>How efficiently have the project resources (time, expertise, funds, knowledge and know-how) been used to produce outputs and results?</p> <p>Given the size of the project, its complexity and challenges under the COVID-19 environment, has the existing management structure and technical capacity been sufficient and adequate?</p> <p>Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How could that be improved?</p> <p>Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?</p> <p>To what extent has the project leveraged resources with other projects globally or within the country programmes internally or possible partnerships with other organizations to enhance the project impact and efficiency?</p>
<p>SUSTAINABILITY AND IMPACT</p>	<p>To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?</p> <p>To what extent has the project contributed to advance the ILO’s core principles (ILS, tripartism and social dialogue, gender equality)?</p> <p>How much has the project facilitated and enhanced partnership with the Government of Netherlands and the joint promotion in the respective countries of wage setting?</p> <p>To what extent is the achieved progress likely to be long lasting in terms of longer-term effects? If not, what action might be needed to form a basis for longer-term effects?</p> <p>How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic responses over time?</p> <p>How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?</p>
<p>GENDER EQUALITY AND NON-DISCRIMINATION ISSUES</p>	<p>Does the project align with ILO’s mainstreaming strategy on gender equality?</p>

	<p>To what extent did the project mainstream gender in its approach and activities?</p> <p>To what extent did the project use gender-responsive/women specific tools and products?</p>
<p>LESSONS LEARNED AND EMERGING GOOD PRACTICES</p>	<p>What are the to-date lessons learned, and how these lessons could be made use of for the formulation of a new project?</p> <p>Are there good practices to be replicated both nationally and globally?</p> <p>Is the project successful in terms of advocating and promoting good practices through innovative communication tools?</p> <p>What lessons and good practices from the project are relevant for the COVID-19 response?</p>

The data sources and the data collection instruments and a brief explanation of how the analysis of the data was carried out is set out at Annex 6 below.

Evaluation limitations and biases

In terms of the impact assessment, it is difficult, in many cases, to measure the impact which ILO work (and indeed much development work) has at a macro level. While it is easy to measure the *outputs* of ILO work (in terms of reports, training, studies, etc.) it is much more difficult to measure *outcomes*. Given the ex-post nature of the evaluation, it is necessary to rely on available data and interviews to assess the impact and it is not possible to adopt more sophisticated methodology. In this case, the objectives and activities of the project are very closely related to the core work of ILO on wage setting (which is obviously a positive aspect generally) which means that it would be difficult (if not impossible) to disaggregate the impact of the project from the overall work of ILO even if it had been possible to use more sophisticated evaluation methodology.

In general, it is also difficult to measure efficiency in a concrete manner as ILO does not have any specific measure of efficiency, i.e. a detailed method to measure the efficiency of project work, so as to say that a project which achieves X with Y resources is very efficient, one which achieves X-1 with the same resource input is efficient, etc. Even if there was such a measure, there is often a lack of comprehensive data in relation to inputs and outputs. In practice, it is very difficult to say in any scientific way that a project has or has not been efficient unless there are clear examples of inefficient use of resources (which is very rare). However, this is a general constraint and an assessment was made on the basis of the available data.

Given that a wide range of stakeholders were interviewed, there does not appear to be any real risk of bias.

3. Main findings

This chapter sets out an overall assessment of the project’s performance, including its relevance, effectiveness, efficiency, impact and sustainability.

Implementation of the project

As outlined above, the project has two objectives:

Objective 1: By the end of the project, the evidence base for better-taking workers' needs alongside economic factors into account in wage-fixing in the formal and informal economy, as well as in global supply chains, will have been strengthened and disseminated in the project countries.

Objective 2: By the end of the project, stakeholders and ILO member states will have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context.

The activities identified in the project document under each objective are set out in table 3.1.

After the project document was agreed, the countries to be involved as pilots were selected based on ILO’s ongoing work and requests from the tripartite constituents. These were Costa Rica, Ethiopia, India, Indonesia, and Viet Nam. Countries from a range of different areas were selected - Africa, Central America, South Asia and South East Asia – and the selection also included countries which already had MW systems (Costa Rica, India, Indonesia, and Viet Nam) and one which did not (Ethiopia).

In March 2019, a technical workshop was organised in Amsterdam, with key technical specialists and project partners to outline existing methodologies for wage setting and plan the next steps.² The subsequent steps in implementation of the project are set out in the annual progress reports and will not be repeated in detail here. However, the key outputs from the activities are set out in table 3.1.

Table 3.1: Summary of planned activities and main outputs

Objectives & planned activities		Outputs
1	The evidence-base for wage fixing in the formal and informal economy is strengthened	
1.1	<i>Capacity of tripartite constituents to use adequate indicators for wage fixing or wage bargaining is increased</i>	
1.1.1	Studies on the needs of workers and their families and economic factors are carried out in project countries	Studies applying minimum wage methodology have been completed in all five countries utilising national datasets. ³ These studies have been translated into a number of national languages including Spanish and Vietnamese.

² Participants included ILO, Rainforest Alliance and other NGOs involved in global supply chains, the Dutch Ministry of Foreign Affairs as well as the FAO and the World Bank.

³ See https://www.ilo.org/global/topics/wages/projects/WCMS_826265/lang-en/index.htm

<p>1.1.2</p>	<p>Training is provided to constituents on how to use and adapt indicators based on their preferences for the purpose of wage bargaining or other mechanisms of wage determination</p>	<p>Training was provided at global and national levels although the ability to do this in person was limited by COVID. Training included:</p> <ul style="list-style-type: none"> - Presentations at the regional ITUC meetings in Kigali, Bangkok and Panama (2019) - Presentation to 24 participants including workers, employers and government representatives during the “International Training Course for Labour and Social Policies for Decent Work” (June 2019). - Presentation to 30 trade unionists during the “Global workers’ academy on social dialogue” (July 2019) - Presentation to webinar (58 participants from Africa, Europe, Americas and Asia and the Pacific) at ITC-ILO on “Workers’ Inter-Regional Digital Academy on OSH, Living Wages and adequate working time protecting all Workers” (Sept 2020) - Webinar to 15 participants including Rainforest Alliance, Ministry of Foreign Affairs of the Netherland and GIZ (2020) - Three-day training program on Wage Policies and Minimum Wages in India to 150 participants (Oct 2020)
<p>1.2</p>	<p><i>Government, in consultation with social partners, use adequate indicators as part of formulation or adoption of gender-sensitive policies or legislation to improve minimum wage fixing</i></p>	
<p>1.2.1</p>	<p>Tripartite workshops on wage fixing are organized</p>	<p>High level meetings were held in May and June 2019 with both Trade Unions and Employers to present the objectives of the Project and discuss the use of indicators and methodologies for wage setting mechanisms.</p> <p>Tripartite workshops were also organised in Costa Rica, Ethiopia, India, Indonesia and Viet Nam (2019 and 2020)</p>
<p>1.3</p>	<p><i>The capacity of selected international supply chain actors strengthened</i></p>	
<p>1.3.1</p>	<p>Studies are carried out to shed light on the issue of workers’ wages in specific sectors, and tools will be developed to assess impact of higher wages on labour and production costs</p>	<p>Two series of studies have been carried out in relation to wages and working conditions in the banana, coffee and tea sectors to feed into the knowledge base for setting of adequate minimum wage in the pilot countries⁴</p> <p>The tea-producing region of Assam in India was selected to pilot activities aiming at improving wages, in anticipation of forthcoming changes in the MW. Initial work was carried out but due</p>

⁴ See https://www.ilo.org/global/topics/wages/projects/WCMS_826265/lang-en/index.htm and <https://www.newforesight.com/new-report-on-workers-wages-and-working-conditions-in-the-tea-sector-and-the-role-of-global-supply-chains-to-address-them/>

		to COVID and delays in setting a MW, it was not possible fully to implement the project
1.3.2	The result of the costing and modelling will be shared with industry stakeholders during organised sector/retailers round table/platforms	Three validation webinars/round tables were organised with different stakeholders to present and gather technical feedback on sectoral studies in tea, coffee and banana sectors (Sept-Oct 2020)
2	Member States' access to better indicators for adequate wage fixing is increased	
2.1	<i>Knowledge on indicators of needs of workers and their families and economic factors is gathered and synthesized for use at national level for the purpose of wage fixing</i>	
2.1.1	National stock-taking conferences in selected production countries are organized	See 1.2.1. For example, in March 2020, ILO participated in a tripartite workshop with the National Wages Council in Costa Rica followed by bilateral meetings with constituents. In October 2020, ILO participated in a tripartite webinar in Viet Nam to discuss the national wage report and the inclusion of a section on the needs of workers and their families.
2.1.2	Adequate indicators will be identified and/or developed	Indicators have been developed and are included in the guidance document (below)
2.1.3	Based on country experiences under Outcome 1, a final guidance document on indicators for adequate wage fixing will be developed, for future inclusion in ILO technical assistance	The guidance document has been completed and published. ⁵ See Box 3.1 for a description of the methodology
2.1.4	International conference/roundtable involving global supply chain actors from consumption countries, including partner organisations of the Government of the Netherlands, will be organised	In November 2019, the project supported a session of a conference organized by the Dutch Ministry of Foreign Affairs in Rotterdam entitled "The Only way is Up". The conference focused on wages in supply chains and in particular in agricultural sectors. See also 1.3.2

⁵ See https://www.ilo.org/travail/projects/WCMS_826326/lang--en/index.htm A short description of the methodology is set out in Box 1.

Box 3.1: The Methodology

The baseline methodology developed by the project – which is open to country-specific adaptation – sets out a general framework for assessing the needs of workers and their families through a multidimensional approach that separately estimates the cost of living for the following four dimensions.

(a) Cost of food – A low-cost diet that provide sufficient amount of calories, proteins and fats and that is suitable for the target population in terms of composition. This is measured normatively based on the calorie and nutrient standards defined by the World Health Organization and the Food and Agriculture Organization of the United Nations.

(b) Cost of housing – A basic but decent dwelling with an acceptable standard. Following United Nations for Human Settlements Programme (UN-Habitat) recommendations, this is measured normatively based on national and international standards on adequate housing characteristics, such as living space, durability, facilities and access to water.

(c) Cost of health and education – A basic level of health and education expenditure is considered as a separate group. Unlike food and housing needs, the cost of health and education needs are estimated using a relative approach that draws on the national distribution of expenditure for health and education.

(d) Cost of other essential goods and services – We aggregate all other expenditure components (such as clothing and transportation) into one group and, as for health and education needs, the cost of other essential goods and services are estimated using a relative approach that draws on the national distribution of expenditure for other essential goods and services.

This methodology combines absolute measures for food and housing with relative measures for the cost of health and education and of other essential goods and services – a combination that is well in line with the philosophy of Convention No. 131. Indeed, by combining relative and normative approaches, the method has the advantage of taking into consideration both the socio-economic realities of the country and the living standards of other social groups.

Source: ILO, *A methodology to estimate the needs of workers and their families*, 2021

Assessment against criteria

In this section we provide an assessment of the project in relation to the standard evaluation criteria (relevance, etc.) and responding to the evaluation questions set out in chapter 2 above.

RELEVANCE

Project's fit with the context:

The project was very relevant to the work of the ILO, the donor and, in general, the countries which participated in the project. The project addressed and contributed to key relevant components of the ILO results framework. As set out in the PRODOC, the project is aligned with the ILO Strategic Plan (2019-21) and fits into the ILO Programme and Budget (P&B) 2018-18 see

indicators 1.5 and 8.1) and 2020-21. For 202-21, the project outcomes contribute to P&B Outcome 7 (Adequate and effective protection at work for all), with a specific link to Output 7.3 (Increased capacity of member states to set adequate minimum wages and promote decent working time). In addition, its results are linked to Sustainable Development Goals including SDG 1 (poverty), SDG 8 (promote inclusive and sustainable economic growth, employment and decent work for all) with particular reference to 8 and 8.5, and SDG 10 (reduce inequality within and among countries) with particular reference to 10.4. As identified in the Global Wage Report 2020-21, wage policies can act as an accelerator for the SDGs (see chapter 15).

INWORK provides technical assistance to ILO constituents and expands the knowledge base on wages including setting minimum wages. The project allowed INWORK to develop specific methodologies and tools to estimate the needs of workers and their families and to assist in wage setting thereby being highly relevant to the unit's core activities. Similarly, the outcomes were relevant to national institutions - such as the Costa Rican National Wages Council - and their tripartite members in their work on setting minimum wages.

As discussed in more detail below, the project contributes to the ILO's gender equality and non-discrimination agenda (see page 29). It also promotes social dialogue and international labour standards and collective bargaining, by promoting social dialogue as mechanism to operate minimum wage fixing and promoting labour standards related to minimum wages (see page 30).

Based on interviews with ILO field specialists and – in three countries – with national stakeholders, the project was very relevant to the national priorities (at least when originally initiated). It was relevant to the DWCPs and national policies in the countries targeted by the project as follows

Country	Document	National policy
Costa Rica	National Wage Council has written co-operation agreement with ILO	Tripartite National Wage Council recommends on MW, Costa Rica has a very long-standing system of MW
Ethiopia	A tripartite roadmap towards the adoption of a minimum wage system was agreed in 2019 and ILO technical assistance on the establishment of a minimum wage was requested	Legislation to establish Minimum Wage Board in 2019
India	DWCP 2018-22, outcome 2.1	Government established an expert Committee (including Wages Specialist from the ILO Decent Work Technical Team for South Asia) to recommend on MW
Indonesia	DWCP 2020-2025, Priority 1, outcome 3	Minimum wage regulation (PP 78) was being reviewed
Viet Nam	DWCP 2017-2021, para 95	Tripartite National Wage Council advises Government on MW

The project was also aligned to international resolutions such as ILO Declaration on Social Justice for a Fair Globalization, ILC 2015 resolution on labour protection, ILC 2016 resolution on decent work in global supply chains and relevant labour standards (e.g. ILO Convention No. 26 (Minimum Wage Fixing Machinery), Convention No. 131 (Minimum Wage Fixing), Convention No. 154 (Collective Bargaining)).

Appropriateness of the project design:

The intervention strategies, outcomes and assumption were, in general appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and

the social, economic and political environment. As we will see below, the project was impacted by COVID and was not able fully to implement all its objectives. With the benefit of hindsight, it is possible to say that (even without COVID), the project was perhaps somewhat ambitious and it might have been difficult fully to implement all aspects in the time available. However, it would have been difficult at the planning stage to anticipate exactly how much work would have been involved in finalising the methodology (1.1.1, 2.12, 2.1.3) and how this might have impacted on the implementation of the supply-chain studies (1.3). In suggesting that the project plan was perhaps somewhat over-ambitious, it is however, essential to recall that there is a need to encourage ambition and to allow project designers some margin of appreciation to achieve an appropriate balance between ambition and realism. In this case, the project design does not exceed that margin.

The intervention logic was generally coherent and (subject to the comments on ambition) realistic to achieve the planned outcomes. In general, the outputs and activities did support the achievement of the set project objectives. There were perhaps some differences in emphasis between ILO and the funders as to the difference aspects of the project but this is not unusual.⁶

The project prioritised two main sets of activity: methodology and 1.3 (supply chain work). In principle there was no conflict between these and they could have been complimentary. In practice, ILO perhaps prioritised on methodology while Rainforest were mainly involved in activity 1.3 and there was perhaps less synergy between the two elements than might have been the case. However, this was also due to issues of timing, i.e. it took longer than anticipated to complete the methodology and it was not possible to feed the results of the methodology activity into 1.3 as originally intended.

The project was designed based on ILO's general knowledge of the constituents' needs at the global and national levels. In the case of this project, the project was originally designed before the selection of specific countries. However, there was an extensive selection process whereby the final five countries were selected which was grounded on consultation with target beneficiaries and on requests for assistance from the national government.

The project as originally planned did embed institutional capacity development of constituents into the implementation linked to social dialogue and promoting international labour standards. However, as discussed in more detail below, this was one area where COVID impacted on full implementation of the project.

The PRODOC did include a section on risk assessment, albeit somewhat concise. The annual progress report also identified risks arising and mitigation actions (where possible). It would have required a very lengthy process to carry out a full risk assessment on a project such as this which was to be implemented globally and in five countries. Given the relatively small size of the project and budget, arguably it would not have been a good investment of project time to have carried out a very detailed risk assessment and it might be noted that the main risks which arose (COVID, national policy change and/or political instability) would have been very difficult (or impossible) to predict and were, in any case, largely outside ILO's control. As discussed below, project management did respond to and manage the COVID risk by switching resources away from planned travel and workshops to online work. In this way, the project put in place innovative ways of working in responding to the challenges posed by COVID-19. A no cost extension of the project from its original closing date in August 2021 was also agreed with the donor.

⁶ For example, ILO tended to see activity 1.3 as concerning how best to integrate economic factors into the setting of national minimum wages whereas Rainforest saw it more from the perspective of allowing supply-chain buyers to assess the impact of higher wages and adjust their practices accordingly.

The PRODOC states that the project does not include gender equality as an outcome, but some outputs and/or activities specifically address gender issues. The extent to which the project addressed gender issues in implementation is discussed below (in page 29).

Some criticism might be made of the indicators set in the PRODOC. In relation to objective 1, these were (1.1) number of countries in which governments and social partners have used adequate methods and indicators of needs of workers and their families has increased; and (1.2) number of wage earners who have received higher wages as a consequence of the utilization of new indicators and methodologies defined with the support of the project. In relation to objective 2, the indicator was (2.1) a final guidance document on indicators and methods or adequate wage fixing has been developed and published. These indicators are both over and under ambitious. Indicator 1.2 was very ambitious and goes beyond what is required in objective 1 itself. Unsurprisingly, given the long-term nature of wage setting, it is not possible to say that it has been achieved.⁷ Indicator 2.1 on the other hand simply repeats an activity and a more helpful indicator of whether stakeholders and ILO member states have access to better wage indicators might have been developed.

COHERENCE

In general, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels. This project – especially the methodology aspect - was not so much an add-on project allowing ILO to do something additional but rather a project which supported its core work by providing ILO with an additional tool. In fact, one of the lessons learned from the project is the benefits of using project funding to support the core work of the organisation and to expand the capacity of the ILO to carry out its core work (see chapter 6). Particularly in relation to methodology, the other activities of the ILO supported the project activities, and vice versa. This was less the case with activity 1.3 though there was no situation where other activities of the ILO worked against project implementation. The project was designed to be implemented in conjunction with other global stakeholders, especially in relation to the supply-chain activities. In implementation, ILO established partnerships with relevant organizations/institutions at the global and country-level, in particular Rainforest Alliance which played a key role in implementing the supply-chain studies.

The country-based interventions have strongly informed global outputs and vice versa. The methodology was developed in an iterative manner with initial approaches being developed globally and then piloted in the five countries concerned. The findings from the countries in terms of how the methodology could be applied were then fed back into the final global guidance document. Similarly on the supply-chain work, the findings from the studies in the tea, coffee and banana industries will inform work at a global level.

The added value of the ILO work has been significant in terms of comparative advantage in the area of developing the methodology on the needs of workers and their families given ILO's existing expertise and contacts in this area.

EFFECTIVENESS

As set out above, the project had two objectives: (1) to strengthen the evidence base for better-taking workers' needs into account in wage-fixing and to and disseminate this the project

⁷ It is possible that such an impact will appear in time.

countries; and (2) that stakeholders and ILO member states would have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context. One can say that these two objectives have certainly been achieved.⁸ The project has developed and published a detailed guidance document on how to estimate the needs of workers and their families. The project has also applied this methodology in the five pilot countries and has published detailed reports on this approach.⁹ Stakeholders and ILO member states thus have access to better indicators and methods of wage fixing. It is clear from discussions with national stakeholders that the project has been able to influence the debate about the minimum wage and to bring the needs of workers and their families into a more central position.

Indeed, the lessons learned in the pilot countries have to a certain extent already been applied in other countries. A study has been carried out in six south Asian countries to look at the extent to which the methodology could be applied in other countries. A number of other countries have also expressed interest in the application of the approach developed by the project including Malaysia, Maldives, Namibia, and Qatar.

The objectives did also refer to taking into account economic factors and this was intended to be addressed under activity 1.3. However, although a number of interesting studies were published in relation to wage formation and working conditions in the global-supply chain in the banana, coffee and tea sectors, this did not go as far as ILO originally intended in integrating economic factors into the needs-based assessment. This was, at least in part, because it took longer than originally intended to finalise the methodology work and, of course, it was not possible to integrate economic factors into that methodology until it was at a reasonably final stage. As discussed below, this is an issue which might be considered by ILO and the donor for follow up work.

While it was not possible to implement activity 1.3 to the full extent, Rainforest have found the published studies very useful in directing their strategies in the sector. Although it was not possible to fully implement the planned pilot project with the tea industry in India (the Assam project), it was a useful learning exercise and Rainforest are currently working to implement this approach in other areas.

While the work of the project has been disseminated and various capacity building and training activities have been carried out, this was not as extensive as originally planned due to COVID-19. The issue of further dissemination is discussed below in relation to sustainability and the issue of further capacity building is discussed in chapter 5 on recommendations.

In terms of the individual activities, activities 1.1.1 (studies on needs of workers and their families) and 2.1.3 (guidance document) were fully implemented. In addition, the other activities have been substantially implemented but perhaps not fully to the extent originally planned. In the case of the training and workshop related activities, this was related to COVID.

The major factors contributing to the achievement of the objectives have been ILO technical expertise and its strong relationship with national governments and social partners where it has, in general, developed a level of trust in the ILO's capacity and reliability. For example, the field specialists are generally very well-connected with the tripartite constituents.

⁸ For the reasons set out above, the indicators set in the PRODOC are not helpful in evaluating effectiveness.

⁹ All available at https://www.ilo.org/global/topics/wages/projects/WCMS_826265/lang-en/index.htm

The major factors which limited the full achievement of objectives were the COVID pandemic and in specific countries political instability (Ethiopia) and policy changes (Indonesia).¹⁰ Given the global nature of the project and the necessary restrictions on travel, the COVID-19 pandemic had a significant impact on some aspects of the project which required face-to-face activity including capacity building and implementation of the supply-chain activities in Assam. Perhaps more importantly the pandemic also moved MW off the immediate policy agenda (in the short-term) as governments and social partners struggled to respond to economic decline and unemployment caused by COVID.¹¹ However, in general it was possible to implement the key activities of the project including the development and finalisation of the methodology.

The objectives of the project were generally long-term in line with the cycle of developing and increasing wages. However, arising from COVID, the ILO wage experts involved in the project also had to adapt their workplans and respond to COVID-specific demands and, in at least some countries, the project's work in assessing needs was taken into account in developing responses to COVID (e.g. in Ethiopia where the study was used to inform the government's wage subsidy in response to COVID).

Overall, one can say that the project has contributed significantly to the ILO's core principles of gender equality, ILS, and tripartism and social dialogue. This is discussed in more detail below (page 29-30).

The project activities, products and tools have benefited from the participation of constituents. For example, the final guidance has been revised on the basis of the implementation of the methodology in the pilot countries. The outputs of the project have been disseminated to constituents for utilization and policy advocacy although this has perhaps not been to the full extend originally planned.

Project management appears to have been very effective and no issues were raised in relation to communications in what was a very dispersed project operating at both global and national level and involving outside partners. Indeed, interviewees were very positive about communication and management generally. The M&E of the project was integrated into INWORK's general approach to monitoring its work and the technical officer in charge of backstopping the project activities carried out full consultations with the ILO field specialists working on the pilot countries as well as the external partners collaborating on the supply chain component project. Progress was reported to the funder in regular meetings and in annual progress reports as set out in the PRODOC. Given the nature of the project, the light-touch monitoring and evaluation system applied appears to have been appropriate.

EFFICIENCY

Overall, the project has spent (or committed) 84.5% of the original budget. The reasons for the main areas where expenditure is lower than planned are an underspend on national and international conferences due to COVID (50% of underspend) and salary (34%) as the project technical officer moved to another position at the original end of the project in July 2020 and was not replaced. Project underspending due to COVID in 2020-21 would appear to be a common issue for project work.

¹⁰ In Indonesia, this involved the adoption of new labour legislation (known as the Omnibus Law) in October 2020. The Omnibus Law simplifies the regulation of wages and provides that tiers of wages are limited to minimum provincial/regency wage and the existing provisions on minimum sectoral wage are revoked. Micro and small business are exempted from the wage tiers. The law was controversial and has recently been declared 'conditionally unconstitutional' by the Indonesian Constitutional Court.

¹¹ For example, the MW has been increased annually in recent years in Viet Nam except for 2021. Similarly, some differential increases were delayed in Costa Rica in 2020.

Insofar as can be established, the project resources (time, expertise, funds, knowledge and know-how) have been used efficiently to produce outputs and results. There was no indication of any misuse or wastage of funds. Resources were allocated strategically to achieve the project objectives and, when COVID arose, resources were reallocated from in-person meetings to webinars. As noted elsewhere, the project was very closely integrated into the overall work of ILO and this meant that the project was able to benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives. For example, the project used RB (regular budget) resources to complement its work while Ethiopia used DC (technical cooperation) resources and co-operated with SIDA (Swedish International Development Agency) in providing training. Similarly, the project leveraged resources with other projects globally and within the country programmes internally to enhance the project impact and efficiency.

Given the size of the project, its complexity and challenges under the COVID-19 environment, the management structure and technical capacity appear to have been sufficient and adequate. No issues were identified in relation to project management and, indeed, stakeholders were generally very positive about communication of information.

The project has received adequate political, technical and administrative support from the ILO and its partners in line with that originally planned.

*SUSTAINABILITY AND IMPACT*¹²

Overall, the impact of the project has been positive in terms of providing access for stakeholders and ILO member states to improved indicators and tools to assess an adequate minimum wage. All those interviewed in relation to the project were positive in relation to the impact it had already had and about its potential for future impact. Given the relatively small-scale nature of the project and, more importantly, the medium to long-term timescale involved in making changes in minimum wage setting (either introducing a MW or altering how it is calculated), the results of the project should be seen as a tool to advance sustainable development objectives. Unsurprisingly, it is difficult to identify specific changes to most national MW setting approaches at this time although in Costa Rica respondents did state that the project has already had an impact on the national approach in relation to the basket of goods selected. It is also difficult to disentangle the impact of the project from the overall work of ILO in this area. The project facilitated and enhanced partnership with the Government of Netherlands in relation to the shared objective of achieving adequate wages in line with the SDG goals. The sustainability and impact of the project is not limited to the five project countries as the guiding documents for fixing adequate minimum wages published under this project would be extremely relevant to many countries and constituents

In all the countries concerned, national stakeholders and ILO field specialists expressed the need for ongoing support in the implementation and updating of the minimum wage. This included those countries (Ethiopia and Indonesia) where the specific conjuncture inhibited progress during the lifetime of the project.

The extent to which the achieved progress is likely to be long lasting in terms of longer-term effects will depend on the extent to which ILO supports the sustainability of the project outputs, in particular the use of the guidance document. There is a real potential to make this an important tool in the work which ILO does in relation to wage setting and to maximise the impact

¹² The extent to which has the project contributed to advance the ILO's core principles (ILS, tripartism and social dialogue, gender equality) is discussed under the separate headings below.

which the project will have. Conversely, there is a risk that the guidance document becomes simply another report on the shelf and are not used to their full potential.

ILO should, therefore, consider how best to resource the future use of the guidance document and how best to integrate them into its ongoing work. On the basis of this evaluation, there are a number of actions which ILO should consider. These include:

- Developing capacity of INWORK staff member to support the use of the methodology
- Ensuring that, if not already the case, the use of the methodology is integrated into the ITC (International Training Centre) Course on Designing and Implementing Effective Wage Policies¹³
- Explicitly integrating the guidelines into the existing online Minimum Wage Policy Guide
- Ensuring that the use of the methodology is incorporated into ILO wage work at country level and, specifically, that capacity building and training is carried out to support its use. At country level, some of the pilot countries (e.g. Costa Rica, Viet Nam) have specifically requested ongoing ILO support in this area and a number of others (e.g. Malaysia) have expressed an interest in using the methodology which will require capacity building.

Recommendations in this regard are set out in chapter 5.

In general, most economic institutions predict strong post-pandemic growth albeit with various downside risks.¹⁴ In this context, the sustainability of the project at a global level is not likely to be greatly affected by the COVID-19 situation. Indeed, such growth is likely to see concomitant wage growth which will see countries adjusting their minimum wages post-pandemic and which can provide an opening for the use of the project outputs.

GENDER EQUALITY AND NON-DISCRIMINATION ISSUES

The project was very important from a gender perspective in that, in most countries, women make up a significant proportion of those on minimum wages. In addition, in some countries (such as India)¹⁵ there is a significant gender pay gap at low levels of earnings. For example, the monthly gender pay gap among employees in the tea sector is equal to 9.2 per cent in India, 25.8 per cent in Viet Nam and 42.7 per cent in Indonesia.¹⁶ Therefore, the outputs of the project can assist in raising the wages of women and narrowing the gender wage gap.

The ILO Policy on Gender Equality and Mainstreaming supports a two-pronged approach of gender mainstreaming: analysing and addressing in all ILO initiatives the specific needs of both women and men, and targeted interventions to enable women and men to participate in, and benefit equally from, development efforts. Although the project did not include gender equality as an objective, it did analyse and address the needs of both men and women in relation to the minimum wage. However, although the importance of gender was recognised in project implementation, one could not say that the project mainstreamed gender in its approach and activities or used gender-responsive/women specific tools and products.

¹³ https://www.itcilo.org/courses?aggregated_field=minimum%20wage

¹⁴ See, for example, IMF, World Economic Outlook: Recovery During a Pandemic Health Concerns, Supply Disruptions, and Price Pressures, October 2021 at <https://www.imf.org/en/Publications/WEO/Issues/2021/10/12/world-economic-outlook-october-2021>

¹⁵ See Expert Committee, 2019, para 1.6.

¹⁶ See *Wages and working conditions in the tea sector: the case of India, Indonesia and Viet Nam*. ILO 2020. The studies of the banana and coffee sectors also found large gender pay gaps.

TRIPARTITE ISSUES AND INTERNATIONAL LABOUR STANDARDS

The implementation of the project was closely linked to international labour standards including, in particular, the Minimum Wage Fixing Convention, 1970 (No. 131) which provides that in determining and periodically adjusting minimum wage rates, the elements to be taken into consideration include on the one hand, the needs of workers and their families and, on the other hand, economic factors. The project was designed precisely to take these factors into account. The project is also relevant to Minimum Wage Fixing Recommendation, 1970 (No. 135) which goes beyond Convention 131 in terms of outlining criteria and the importance of evidence in determining and adjusting minimum wages. The project is about fixing ‘adequate’ minimum wages and responds to the ILO Centenary declaration which calls for “strengthening the institutions of work to ensure an adequate minimum wage, statutory or negotiated”. As noted above, the project encouraged a tripartite approach in the setting of minimum wages e.g. in Costa Rica, India and Viet Nam. The social partners were closely involved in the implementation of the project at global and national level although their specific involvement in planned workshops was necessarily reduced due to the COVID pandemic.

4. Conclusions

This chapter summarises the conclusions of the assessment set out in chapter 3.

The project was very *relevant* to the work of the ILO, the donor and, in general, the countries which participated in the project. The project addressed and contributed to key relevant components of the ILO results framework. In terms of *project design*, the intervention strategies, outcomes and assumption were, in general appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic and political environment. With the benefit of hindsight, the project was perhaps somewhat ambitious and it might have been difficult fully to implement all aspects in the time available.

In terms of *coherence*, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels.

Turning to *effectiveness*, the project had two objectives: (1) to strengthen the evidence base for better-taking workers' needs into account in wage-fixing and to disseminate this the project countries; and (2) that stakeholders and ILO member states would have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context. One can say that these two objectives have certainly been achieved. The project has developed detailed and published a detailed guidance document on how to estimate the needs of workers and their families. The project has also applied this methodology in the five pilot countries and has published detailed reports on this approach. Stakeholders and ILO member states thus have access to better indicators and methods of wage fixing.

The project was very important from a *gender* perspective in that, in most countries, women make up a significant proportion of those on minimum wages. In addition, in some countries (such as India) there is a significant gender wage gap at low levels of earnings. Therefore, the outputs of the project can assist in raising the wages of women and narrowing the gender wage gap. The implementation of the project was closely linked to *international labour standards* including, in particular, the Minimum wage Fixing Convention, 1970 (No. 131). The project encouraged a *tripartite* approach in the setting of minimum wages in all countries but particularly in Costa Rica India and Viet Nam. The social partners were closely involved in the implementation of the project at global and national level although their specific involvement in planned workshops was necessarily reduced due to the COVID pandemic.

The project resources (time, expertise, funds, knowledge and know-how) have been used *efficiently* to produce outputs and results. There was no indication of any misuse or wastage of funds. Resources were allocated strategically to achieve the project objectives and, when COVID arose, resources were reallocated.

Overall, the *impact* of the project has been positive in terms of providing access for stakeholders and ILO member states to improved indicators and tools to assess an adequate minimum wage. All those interviewed in relation to the project were positive in relation to the impact it had already had and about its potential for future impact. Given the relatively small-scale nature of the project and, more importantly, the medium to long-term timescale involved in making changes in minimum wage setting (either introducing a MW or altering how it is calculated), the results of the project should be seen as a tool to advance sustainable development objectives.

The extent to which the achieved progress is likely to be *sustainable* in terms of longer-term effects will depend of the extent to which ILO supports the sustainability of the project outputs, in particular the use of the guidance document. There is a real potential to make this an important tool in the work which ILO does in relation to wage setting and to maximise the impact which the project will have. Conversely, there is a risk that the guidance document become simply another report on the shelf and are not used to their full potential.

Recommendations to enhance sustainability are set out in chapter 5.

5. Recommendations

This chapter sets out a number of recommendations which follow logically from the conclusions set out in the previous chapter. As discussed in chapter 4, these focus on how ILO can maximise the use of the guidance document (and methodology) in its work on setting minimum wages. These are summarised below in tabular form.

- 4) **Capacity building for INWORK staff.** The development of the methodology required considerable technical expertise which was supported by the project. Although the methodology is designed to be as easy to use as possible, inevitably the use of complex methodology and linking it to national data sources requires a degree of expertise. However, with the end of the project, the technical expertise is no longer available and it is recommended that INWORK should develop capacity of its existing staff and ensure that the person selected can be available to support the use of the guidance document.
- 5) **Ongoing capacity building at global and national levels.** As discussed in previous chapters, due to COVID it was not possible to implement training and capacity building to the full extent originally planned. INWORK and regional offices should ensure that capacity building on the use of the methodology is included in ongoing work at global and national levels. This would include (a) specific capacity building at national level for tripartite constituents, in particular, key policy makers, statistical agencies and universities; and (b) ensuring that the methodology is integrated into general ILO training. For example, if it is not already, this should be included in the ITC Course on Designing and Implementing Effective Wage Policies.¹⁷ The work of the staff member identified under recommendation 1 might include inputs in this area.
- 6) **Possible future project.** ILO and the Netherlands MFA should discuss the possibility of further collaborative work to build on the achievements of the project to date. Such a future project might look at how economic factors could be integrated into the needs of workers and their families in wage fixing. It might also include funding to support capacity building to follow up this project at both global level and also some capacity building in some countries (some covered by the current project and some ‘new’ countries) depending on national priorities, added value and availability of other (local/regional) resources. In designing a future project, consideration should be given to having more gender sensitive indicators/activities directly targeting women workers in particular.

Recommendation	Responsible	Priority	Timeframe	Resource implications
1. Capacity building for INWORK staff	INWORK	High	Immediate and ongoing	To be determined
2. Ongoing capacity building	INWORK/Regional Offices	High	Ongoing	Within existing resources

¹⁷ Other examples would include explicitly integrating the guidelines into the existing online Minimum Wage Policy Guide see https://www.ilo.org/global/topics/wages/minimum-wages/setting-adjusting/WCMS_439251/lang--en/index.htm

3. Further project on integrating economic factors/capacity building	INWORK and Netherlands MFA	Medium	Immediate	No immediate costs

6. Lessons Learned and Emerging Good Practices

This chapter describes the key lessons learned from the project and the emerging good practice. These are also summarised in Annexes 1 and 2.

Lessons learned

One of the purposes of evaluation in the ILO is to improve project performance and promote organizational learning. Evaluations are required to generate lessons that can be applied elsewhere to improve project performance, outcome, or impact. In the case of this project, a key lesson learned is that using project funding to support the core work of ILO and to expand ILO capacity by providing additional knowledge and tools can have significant ongoing benefits for the organisation and constituents.

In this case, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels. This project – especially the methodology aspect – supported its core work by providing ILO with an additional tool.

Emerging good practices

ILO evaluation sees an emerging good practice as a successful practice which is worthy of replication. A key emerging good practice identified in this project is the use of technical expertise to develop a methodology/framework (in this case set out in the guidance document on estimating the needs of workers and their families) which can be used in the future at national level and adapted to specific country needs.

The methodology allowed the estimation of the needs of workers and their families at national level in the five pilot countries and was targeted at the tripartite constituents involved in minimum wage setting so that these needs could better be taken into account in fixing the minimum wage.

Annex 1: Lessons learned

<p>Project Title: Indicators and methodologies for wage setting project Project TC/SYMBOL: GLO/18/23/NLD</p> <p>Name of Evaluator: Mel Cousins Date: 29 March 2022</p> <p>The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
LL Element	Text
<p>Brief description of lesson learned (link to specific action or task)</p>	<p>Using project funding to support the core work of ILO and to expand ILO capacity by providing additional knowledge and tools can have significant ongoing benefits for the organisation and constituents.</p> <p>In this case, the project was very closely related to and integrated into the core work of INWORK and of the wage experts in the field. It followed on from their ongoing activities and supported their future work. Thus, the project did fit well and work closely with other relevant ILO interventions at the global and country levels. This project – especially the methodology aspect – supported its core work by providing ILO with an additional tool.</p>
<p>Context and any related preconditions</p>	<p>In this case, one of the activities of ILO was to support national stakeholders in setting a minimum wage. However, ILO did not have any specific tools to support taking into account the needs of workers and their families in assessing minimum wage at a national level. The project allowed ILO to develop such a methodology or framework which was piloted in five countries and which can be replicated in many other countries. No specific preconditions.</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO INWORK, regional wage experts and Cos, member states and tripartite constituents.</p>

Challenges /negative lessons – Causal factors	The technical challenges in this case were specific to developing estimates of workers’ needs. The broader challenge would be to identify an area where a similar methodology or framework would be so relevant to the work of the ILO unit and to member countries and which could be replicated.
Success / Positive Issues - Causal factors	The factors involved in the successful implementation of this aspect included the ILO’s existing expertise and strong relationship with national governments, high level of technical input and commitment across the project team (including field specialists),
ILO Administrative Issues (staff, resources, design, implementation)	No significant resource implications for project implementation but there may be additional implications to support the sustainability of the project outcomes.

Annex 2: Emerging good practice

<p>Project Title: Indicators and methodologies for wage setting project</p> <p>Project TC/SYMBOL: GLO/18/23/NLD</p> <p>Name of Evaluator: Mel Cousins Date: 29 March 2022</p> <p>The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</p>	
GP Element	Text
<p>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</p>	<p>The use of technical expertise to develop a methodology/framework (in this case set out in the guidance document on estimating the needs of workers and their families) which can be used in the future at national level and adapted to specific country needs</p>
<p>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</p>	<p>This good practice is applicable where there is a need to develop a tool/methodology which can support the work of ILO on an ongoing basis, e.g. in calculating an appropriate indicator which will vary at national level. Necessary inputs include technical expertise.</p>
<p>Establish a clear cause-effect relationship</p>	<p>The development of a methodology at central level allowed national studies to be carried out in the pilot countries.</p>
<p>Indicate measurable impact and targeted beneficiaries</p>	<p>The methodology allowed the estimation of the needs of workers and their families at national level and was targeted at the tripartite constituents involved in minimum wage setting so that these needs could better be taken into account in fixing the minimum wage.</p>
<p>Potential for replication and by whom</p>	<p>This approach could be used in other areas by ILO HQ or regional units to develop tools which can be used by regional/national ILO experts and tripartite constituents.</p>

<p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)</p>	<p>In this case, the tool is linked to several DWCPs, and ILO’s Strategic Programme Framework P&B Outcome 7 (Adequate and effective protection at work for all), with a specific link to Output 7.3 (Increased capacity of member states to set adequate wages and promote decent working time).</p>
<p>Other documents or relevant comments</p>	<p>See ILO, <i>A methodology to estimate the needs of workers and their families</i>, 2021 and national studies at https://www.ilo.org/global/topics/wages/projects/WCMS_826265/lang--en/index.htm</p>

Annex 3: Terms of reference



**DRAFT
TERMS OF REFERENCE**

Final Independent Evaluation of “Indicator and methodologies for wage setting” Project

Overview	
ILO Project Code	GLO/18/23/NLD
Project Title	Indicator and methodologies for wage setting
Contracting Organization	International Labour Organization (ILO)
ILO Responsible Chief	Philippe MARCADENT, Chief of INWORK
Administrative Unit in charge of the project	INWORK
Technical Unit	INWORK
Funding source/donor	Ministry of Foreign Affairs of the Netherlands
Project Budget	1,125,000 USD
Project Location	Global with operations in India, Indonesia, Vietnam, Costa Rica and Ethiopia
Project Duration	October 2018 – December 2021
Outcome(s) and CPO	Outcome 7, CPOs for India, Indonesia, Vietnam, Costa Rica and Ethiopia
Evaluation Manager	Özge Berber Agtaş, ILO Office for Turkey
Type of Evaluation	Final Independent Evaluation
Expected Starting and End Date of Evaluation	September-December 2021

I. INTRODUCTION AND RATIONALE

As per ILO evaluation policy, this project is subject to a final independent evaluation. In that regard, the final independent evaluation, as projected in the work plan of the project, will be undertaken by an external consultant(s) and/or service providers.

ILO Evaluation Policy adopted by the Governing Body in October 2017 provides for systematic evaluation of programmes and projects in order to improve quality, accountability, learning, transparency of the ILO's work, strengthen the decision-making process and support constituents in promoting decent work and social justice. It is planned that the final independent evaluation will be carried out under the overall supervision of the ILO Evaluation Manager, with the support of the Departmental Evaluation Focal Point for the WORKQUALITY Department and ILO Evaluation Office.

a. Project description

The project Indicator and methodologies for wage setting is a DC project with a total budget of 1,125,000 USD funded by the Ministry of Foreign Affairs of the Netherlands, implemented by a technical team in INWORK based in Geneva and pilot-tested in 5 countries, namely, India, Indonesia, Vietnam, Costa Rica and Ethiopia. The project implementation period is 39 months (October 2018 to December 2021).

The overall objective of the project is to develop indicators and methodologies that strengthen the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors. In particular, the project seeks to fill a knowledge gap and focuses on indicators and methodologies to estimate the needs of workers and their families. The methodologies and tools developed at the global level under this project will be tested in selected pilot countries that have requested technical assistance from the ILO on wage policies. The indicators developed and tested in this project will subsequently be incorporated into the ILO toolkit (the minimum wage policy guide) for future ILO wage-setting support to member States.

The project has two immediate objectives:

Objective 1:

By the end of the project, the evidence base for better-taking workers' needs alongside economic factors into account in wage-fixing in the formal and informal economy, as well as in global supply chains, will have been strengthened and disseminated in the project countries.

Objective 2:

By the end of the project, stakeholders and ILO member states will have access to better indicators and methods for adequate wage fixing, enabling them to negotiate and/or set wages adapted to the national context.

The project is aligned with the ILO Strategic Plan (2019-21) and primarily fits into the ILO P&B (2020-21). The project outcomes also contribute to Outcome 7 (Adequate and effective protection at work for all), with a specific link to Output 7.3 (Increased capacity of member states to set adequate wages and promote decent working time. In addition, its results are linked to Sustainable Development Goals – SDG 8 (promote inclusive and sustainable economic growth,

employment and decent work for all) with particular reference to 8 and 8.5, and SDG 10 (reduce inequality within and among countries) with particular reference to 10.4.

b. Management Arrangements

The ILO Senior Economist based in Geneva leads the implementation of ILO activities and outputs under the programme in collaboration with the Technical Officer assigned to this project and the ILO regional wage specialists covering the piloting countries in New Delhi, Bangkok, Cairo and Santiago de Chile. In addition, administrative assistance for the project was provided by INWORK.

The ILO Coordination team in Geneva, led by the Senior Economist at the ILO INWORK (Inclusive Labour Markets, Labour Relations and Working Conditions Branch) and the Technical Specialist in the same unit acted as the management team of the project. The project team in Geneva provides consistent and timely support and coordination to the project activities. The ILO regional wage specialists covering the pilot countries and based in New Delhi, Bangkok, Cairo and Santiago de Chile also plays a key role in liaising with ILO Constituents and key counterparts in concerned countries.

II. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

Independent final project evaluations assess DC projects and programmes as a means to deliver services to constituents with a view to contributing to the achievement of results at both the national and global levels, in line with ILO outcomes as outlined in the P&B and DWCPs. They assess the projects in terms of relevance, efficiency, effectiveness, coherence, impact and sustainability of outcomes and test underlying assumptions about contributions to broader developmental impacts. Project evaluations have the potential to:

- improve future project performance and contribute towards organizational learning;
- help those responsible for managing the resources and activities of a project to enhance development results from the short term to a sustainable long term;
- assess the effectiveness of planning and management for future impacts;
- support accountability aims by incorporating lessons learned in the decision-making process of project stakeholders, including donors and partners;
- support conceptualization of the next phases, steps, strategies and approaches. The evaluation results would contribute to further project development and help define what and how the ILO contributed to strengthening the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors.

The scope of the evaluation will encompass all activities and components of the project under the direct responsibility of the ILO throughout the lifetime of the project. The main recipients of the evaluation are:

- ILO Project Management Unit

- ILO Offices and/or focal points in India, Indonesia, Vietnam, Costa Rica and Ethiopia
- Relevant ILO departments and technical units
- ILO ACTRAV and ACT/EMP (as also being the member of Project Steering Committee)
- ILO Constituents (at the global and national levels in the pilot countries)
- Ministry of Foreign Affairs of the Netherlands
- Project partners and stakeholders

In line with ILO evaluation policy, the evaluation will address gender equality and non-discrimination as a crosscutting concern throughout its methodology and deliverables. Furthermore, tripartism and social dialogue and international labour standards will be placed at the heart of the evaluation. It will also give specific attention to how the project is relevant to the ILO's programming framework, including the P&B for 2018-19 and 2020-21 and DWCPs, where available, of India, Indonesia and Viet Nam, contribution of the project to SDGs and UN country frameworks, and COVID-19 response. To that end, the evaluation is expected to follow the guidance documents included in Annex 1.

III. CRITERIA AND QUESTIONS

The evaluation will apply the key criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential and apply international approaches for international development assistance established by OECD/DAC Evaluation Quality Standard and in line with the United Nations Evaluation Group (UNEG). In particular,

- The evaluation should address the evaluation criteria related to relevance, coherence, project progress/ achievements and effectiveness, efficiency in the use of resources, impact and sustainability of the project interventions as defined in the [4th edition of the ILO Policy Guidelines](#) for results-based evaluation (2020).
- The evaluation adheres to confidentiality and other ethical considerations throughout, following the [United Nations Evaluation Group \(UNEG\) Ethical Guidelines and Norms and Standards in the UN System](#). The evaluation process will observe confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure maximum freedom of expression of the implementing partners, beneficiaries and other stakeholders, project staff will not be present during interviews.
- The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartism and social dialogue, and constituents' capacity development, will be considered in this evaluation. In particular and in line with ILO evaluation policy, the gender dimension will be considered throughout the methodology, deliverables and final report of the evaluation.
- The evaluation will also focus on the effects of the COVID-19 pandemic on the project, assessing whether, how and to what extent unexpected factors have affected project implementation and whether the project has effectively addressed these unexpected factors, including those linked to the Covid-19 pandemic.

- It is expected that the evaluation will address all of the questions detailed below to the extent possible. The evaluator may adapt and propose reformulations of the suggested questions, but any changes should be agreed upon between the ILO evaluation manager and the evaluator. Upon completion of the desk review and initial interviews conducted as part of the inception phase, the inception report to be prepared by the evaluator will indicate and/or modify (in consultation with the evaluation manager) the selected specific aspects to be addressed in this evaluation.

The suggested evaluation criteria and indicative questions are given below:

Relevance

- Project's fit with the context:
 - To what extent is the project addressing key relevant components of and is contributing to:
 - ILO results framework (including P&B for 2018-19 and 2020-21), the ILO mandate and relevant policies, including gender equality and non-discrimination, international labour standards, social dialogue and disability inclusion?
 - DWCPs, where they exist, in the countries targeted by the project
 - National development strategies and UN Country programme frameworks (UNDAFs/UNSDCFs) in piloting countries
 - Constituents' organization's mission, mandate, strategic/organizational plans?
 - The achievement of the relevant Sustainable Development Goals – especially SDG 1, SDG 8 and SDG 10, with particular focus on 8, 8.5 and 10.4 in piloting countries?
 - To what extent has the project been repurposed to provide a timely and relevant response to constituents' needs and priorities in the Covid-19 context?
 - Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)?
 - To what extent is the project aligned to international resolutions (e.g. ILO Declaration on Social Justice for a Fair Globalization, ILC 2015 resolution on labour protection, ILC 2016 resolution on decent work in global supply chains) and relevant labour standards (e.g. Convention No. 26, Convention No. 131, Convention No. 154)?
- Appropriateness of the project design:
 - To what extent was the project designed based on ILO constituents' needs at the global and national levels and grounded on consultation with target beneficiaries?
 - To what extent does the project embed institutional capacity development of social partner organizations into the implementation?
- Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?

Coherence

- How well did the project fit and work with other relevant ILO interventions at the global and country levels? What synergies have been created with other partners?

- Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?
- To what extent have country-based interventions informed global outputs and vice versa?
- What has been the added value of the ILO work in terms of comparative advantage?
- To which extent other activities of the ILO support or undermine the project activities, and vice versa?
- To which extent other interventions of the partners (particularly policy-related interventions) support or undermine the project activities?

Effectiveness

- To what extent have the project objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations? What are the major factors influencing the achievement or non-achievement of the objectives?
- What have been the implications of the COVID-19 pandemic on the nature and degree of achievement of the project?
- Has the project fostered ILO constituents' active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?
- Has the project yielded desired results through its contributions to the ILO's core principles (gender equality, ILS, tripartism and social dialogue)?
- To what extent have the project activities, products and tools benefited from the participation of constituents and have been disseminated to them for utilization, policy advocacy or service delivery?
- How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and direct beneficiaries, donors and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?

Efficiency

- How efficiently have the project resources (time, expertise, funds, knowledge and know-how) been used to produce outputs and results?
- Given the size of the project, its complexity and challenges under the Covid-19 environment, has the existing management structure and technical capacity been sufficient and adequate?
- Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How could that be improved?
- Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?

Sustainability and impact potential

- To what extent is the achieved progress likely to be long lasting in terms of longer-term effects? If not, what action might be needed to form a basis for longer-term effects?

- How likely will the ILO project lead to results that will be sustained or integrated in other postpandemic responses over time?
- To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?
- To what extent has the project contributed to advance the ILO's core principles (ILS, tripartism and social dialogue, gender equality)?
- How much has the project facilitated and enhanced partnership with the Government of Netherlands and the joint promotion in the respective countries of wage setting?
- How is the sustainability of the project affected by the Covid19 situation and in the context of the national and global response?

Lessons learned and good practices for future

- What are the to-date lessons learned, and how these lessons could be made use of for the formulation of a new project?
- Are there good practices to be replicated both nationally and globally?
- Is the project successful in terms of advocating and promoting good practices through innovative communication tools?
- What lessons and good practices from the project are relevant for the COVID-19 response?

Gender equality and non-discrimination issues

- Does the project align with ILO's mainstreaming strategy on gender equality?
- To what extent did the project mainstream gender in its approach and activities?
- To what extent did the project use gender-responsive/women specific tools and products?

The list of questions can be adjusted by the evaluator in consultation with the ILO evaluation manager during the inception phase. The evaluator may adapt the evaluation criteria and questions, but any changes should be agreed upon between the evaluation manager and the evaluator and reflected in the inception report. Based on the analysis of the findings, the evaluation will provide practical recommendations that could be incorporated into the design of potential future initiatives.

IV. METHODOLOGY

The evaluation will comply with UNEG evaluation norms, standards and follow ethical safeguards, as specified in the ILO's evaluation guidelines and procedures. The evaluation will apply multiple methods; both qualitative and quantitative evaluation approaches should be considered for this evaluation.

The evaluation will be conducted in a participatory manner by engaging the stakeholders at different levels and ensuring that they have a say about the implementation of the project, can

share their views and contribute to the evaluation and participate in dissemination processes. The methodology will include examining the project's **Theory of Change** in the light of logical connect between the levels of results, their alignment with the ILO's strategic objectives. Particular attention will be given to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology for the collection of evidence should be implemented in three phases (1) an inception phase based on a review of existing documents to produce an inception report; (2) a fieldwork phase to collect and analyse primary data; and (3) a data analysis and reporting phase to produce the final evaluation report.

The evaluation will be carried out in the middle of a pandemic caused by the COVID-19 virus. The pandemic is likely to have serious implications for data collection for this independent final evaluation. In principle, domestic travel by the evaluator may not be possible due to COVID-19 related travel restrictions. Therefore, alternative methodologies for the data collection will be considered. This could include extensive use of videoconferencing technology, and other forms of online and virtual approaches building on EVAL's guidance notes "[COVID-19: Conducting evaluations under challenging conditions](#)" and [Implications of COVID-19 on evaluations in the ILO \(Practical tips on adapting to the situation\)](#). Should country-based field work be necessary, a team of national consultants could make part of the evaluation team.

Multiple data collection techniques are expected to be used by the evaluation. First of all, the evaluator will conduct a **desk review** of appropriate materials, including the project document, Logical Framework, progress reports, mission reports, news on activities and other outputs of the project and relevant materials from secondary sources (e.g., national research and publications). Secondly, the evaluator is also expected to use **interviews (telephone or computer-based)** as a means to collect relevant data for the evaluation. Finally, individual or group interviews will be conducted with the main clients defined on page 7.

The evaluator would be given a list of recommended/potential persons/institutions to interview that will be prepared by the Project Team in consultation with the evaluation manager. Thirdly, the evaluator may use **surveys** to collect data for the evaluation from the target groups, if applicable.

Opinions revealed by the stakeholders will improve and clarify the quantitative data obtained from project documents. In addition, 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 Progress Reports.

Sound and appropriate data analysis methods should be developed for each evaluation question. Different evaluation questions may be combined in one tool/method for specific targeted groups as appropriate. Attempts should be made to collect data from different sources by different methods for each evaluation question, and findings be triangulated to draw valid and reliable conclusions.

The evaluator will be expected to follow EVAL’s Guidance material on appropriate methodologies to measure key cross-cutting issues, namely the ILO EVAL [Guidance Note 3.1 on integrating gender equality and nondiscrimination](#); and the ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#).

More specifically, in accordance with ILO Guidance note 3.1: “Considering gender in the monitoring and evaluation of projects”, the gender dimension should be considered throughout the methodology, deliverables and final report of the evaluation. The evaluator should assess the relevance and effectiveness of gender-related strategies and outcomes to improve the lives of women and men. Data shall be disaggregated by sex where possible and appropriate during the collection, presentation and analysis of data. To the extent possible, data should be responsive to and include issues relating to diversity and non-discrimination.

All this information should be accurately reflected in the inception report and final evaluation report.

The methodology and techniques to be used in the evaluation should be described in detail in the **inception report. The final evaluation report should contain, at minimum, information on the instruments used for data collection and analysis, whether these be documents, interviews, or interviews surveys.** The limitations of the chosen evaluation methods should also be clearly stated.

Planning Consultations: The evaluator will have a consultation meeting (via skype/zoom/teams or telephone) with the Evaluation Manager and project team in ILO HQ, Geneva. The objective of the meeting is to reach a common understanding regarding the status of the project, the priority assessment questions, the available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project background and materials, key evaluation questions and priorities, data sources and data collection methods, roles and responsibilities of the assessment team, the outline of the final report.

Debriefing/Presentation: Upon completing the report, the evaluator will provide a debriefing to the ILO Team on the evaluation findings, conclusions and recommendations. The final draft of the report will be shared by the evaluator with the Evaluation Manager, who will circulate it to the stakeholders and the project team for their comments and inputs, and the evaluator will be responsible for considering the feedback provided and reflecting relevant inputs to the final report.

1. Main Outputs (Deliverables)

- A. Inception report** in English, including an outline of the report (to be submitted electronically to the evaluation manager within **five days of the submission of all program documentation** to the evaluator).

This report will be up to 20 pages in length and will propose the methods, sources, and procedures to be used for data collection. It will also include a proposed timeline of activities and submission of deliverables. The evaluator will share the initial draft inception report with the

Evaluation Manager to seek her/his comments and suggestions. The inception report should be in line with [ILO EVAL Office Checklist](#).

B. Draft Final Report in English that should include (initial draft to be submitted electronically to the evaluation manager within **15 days of completion of the interviews**):

- ✓ Executive Summary with key findings, conclusions and recommendations¹⁸
- ✓ Project background¹⁹
- ✓ Evaluation background (purpose, scope, clients, methodology)
- ✓ Findings
- ✓ Conclusions and recommendations (identifying which stakeholders are responsible)
- ✓ Lessons learnt & good practices, using separate templates provided by ILO EVAL
- ✓ Appendices including the TORs, inception report, a list of those consulted

The evaluation consultant shall submit to the evaluation manager the initial draft of the final report. This draft will be app. 40-50 pages plus executive summary and appendices. It shall also contain an executive summary of max. five pages, the body of the draft report shall include a brief description of the project, its context and current situation, the purpose of the evaluation, its methodology and its major findings, conclusions and recommendations. The draft final report will be disseminated to all key project stakeholders as well as concerned ILO officials by the Evaluation Manager for inputs and comments. **C. Debriefing/Presentation of preliminary findings:**

The evaluator will take part in a debriefing meeting to present the preliminary findings of the evaluation report.

D. Final Report in English incorporating feedback from stakeholders on the draft and a table of the comments and how the evaluator has responded to each of the comments or why not.

Final Evaluation Report (to be submitted electronically to the evaluation manager within ten days of receipt of the draft final report with comments). The ILO Evaluation Office will approve the final report. Upon approval, it will be disseminated to all key project stakeholders as well as concerned ILO officials by ILO EVAL. **E. An evaluation summary** using the ILO Summary template.

2. Suggested Report Format

The final version of the report shall follow the below format in accordance with the ILO Evaluation Office guidelines (see Checklist 6 on Rating the quality of evaluation reports):

¹⁸ The executive summary should address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, recommendations, important lessons learned, and good practices. It will need to use EVAL's template, as per Annex 2.

¹⁹ The project background should address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

1. Title page
2. Table of Contents
3. Acronyms
4. Executive Summary
5. Project Background
6. Evaluation Background
7. Evaluation Methodology
8. Main Findings
9. Conclusions
10. Lessons learned and Emerging Good Practices
11. Recommendations
12. Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

The process of the finalization of the Evaluation reports:

- The evaluation manager will provide inputs/comments to the draft final report,
- After reflection of the inputs/comments of the evaluation manager into the draft report, the draft report will be shared with the ILO project team and stakeholders to receive their comments.
- After consideration of comments of stakeholders to the report, the draft final report will be subject to approval by the ILO Evaluation Department Focal Point for consequent submission to the ILO Evaluation Office for final clearance. The final report shall be delivered not later than **two weeks** after receiving the comments to the draft report.

3. Management Arrangements

The evaluation team will be comprised of an independent consultant (s) working under the supervision of the ILO Evaluation Manager. The evaluation will be managed by Özge Berber-Agtaş, Senior Programme Officer of the ILO Office for Turkey, under the coordination of Ms Rasha Tabbara, Evaluation Focal Point for the WORKQUALITY Department and Ms Naomi Asukai from ILO Evaluation Office.

4. Qualifications of the Evaluator(s)

- Advanced degree in social sciences, preferably economics, evaluation, and any related field
- A minimum of 5 years of experience in complex, outcome-level evaluations
- Previous experience in conducting programme evaluations as well as multi-stakeholder evaluations
- Knowledge of wage policies and experience in collaboration with the constituents and the private sector
- Excellent analytical, facilitation, writing and communications skills; ability to understand and engage with a wide range of stakeholders

- Expertise on the ILO’s mandate, Decent Work agenda and international labour standards
- Adherence to high professional standards and principles of integrity in accordance with the guiding principles of evaluation professionals associations
- Qualitative and quantitative research skills
- Full command of English is required
- *(Desirable):* Certificate indicating completion of the ILO EVAL’s online *Self-induction programme*. The programme takes one hour, and a certificate is provided upon completion

Responsible Person	Tasks	Proposed Timeline	Number of Days
Evaluator	Desk review of project-related documents; Skype briefing with evaluation manager, project manager and UN Women project staff. Prepare inception report including interview questions and questionnaires for project stakeholders		10
Evaluator	Interviews and surveys with relevant project staff, stakeholders, and beneficiaries		10
Evaluator	Draft report based on desk review, interviews /questionnaires with stakeholders Debriefing/Presentation of preliminary findings		10
Evaluation Manager	Circulate draft report to key stakeholders and project team Stakeholders and project team provide comments Consolidate comments of stakeholders and project team and send them to the evaluator		10
Evaluator	Finalize the report, including explanations on why comments were not included		5
Evaluation Manager	Review the revised report and submit it to Evaluation Department Focal Point for WORKQUALITY and EVAL for final approval		5
	Total number of working days for the evaluator		35

of the programme. The programme is available at [http://training.itcilo.org/delta/ILO-EVAL/ILO Selfinduction Module for Evaluation Consultants-Part-I/story_html5.html](http://training.itcilo.org/delta/ILO-EVAL/ILO%20Selfinduction%20Module%20for%20Evaluation%20Consultants-Part-I/story_html5.html).

For this assignment, a pool of CVs from Consultants who demonstrated satisfactory performance in delivering similar assignments with the ILO and other UN agencies will be considered. The final selection of the evaluator will be done by the ILO selection panel based on a short list of candidates with an approval from the Evaluation Focal Point for the WORKQUALITY Department and a final approval by EVAL.

V. TIME FRAME

The following is a tentative schedule of tasks and the anticipated duration of each:

VI. LEGAL AND AETHICAL MATTERS, NORMS AND STANDARDS

The evaluation will be carried out in adherence with the ILO evaluation policy guidelines, UN Evaluation Group (UNEG) Norms and Standards and OECD/DAC criteria for evaluating development assistance.

Ethical considerations will be taken into account in the evaluation process. As requested by the UNEG Norms and Standards, the evaluator will be sensitive to beliefs, manners and customs, act with integrity and honesty in the relationships with all stakeholders.

The evaluator shall respect people’s right to provide information in confidence and make participants aware of the scope and limits of confidentiality while ensuring that sensitive information cannot be traced to its source.

Deliverables:

All deliverables and outputs will be in English.

Deliverable	Deadline for Deliverable Submission
Submission of Inception Report	5 days following the signature of the Contract
Conducting interviews with relevant project staff, stakeholders and beneficiaries	15-25 October 2021
Submission of a Draft Final Report	15 November 2021
Submission of a Final Report and evaluation summary	1 December 2021

Annex-I: All relevant ILO evaluation guidelines and standard templates

- ILO Policy Guidelines for results-based evaluation, 4th Edition, 2020
https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang-en/index.htm
- Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_744068.pdf Protocol to collect evidence on ILO response to COVID-19
https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_757541.pdf
- Code of conduct form (To be signed by the evaluator)
http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang-en/index.htm
- Checklist No. 3 Writing the inception report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang-en/index.htm
- Checklist 5 preparing the evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang-en/index.htm
- Checklist 6 rating the quality of evaluation report
http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang-en/index.htm
- Template for lessons learnt and Emerging Good Practices
http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang-en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang-en/index.htm
- Guidance note 7 Stakeholders participation in the ILO evaluation
http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang-en/index.htm
- ILO EVAL [Guidance Note 3.1 on integrating gender equality and nondiscrimination](#)
- ILO EVAL [Guidance Note 3.2 on Integrating social dialogue and ILS in monitoring and evaluation of projects](#)
- Template for evaluation title page
http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang-en/index.htm

- Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

Annex 4: Inception report

Inception Report Final Independent Evaluation

Project Title	Indicator and methodologies for wage setting
Technical Cooperation code	GLO/18/23/NLD
Administrative Unit	INWORK
Technical Unit	INWORK
Donor agency	Ministry of Foreign Affairs of the Netherlands
Project duration	October 2018 – December 2021
Budget	US\$ 1,125,000
Period covered by the evaluation	October 2018 – December 2021
Date of Evaluation	December 2021 – February 2022

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1. ADHERENCE TO THE TERMS OF REFERENCE

The Terms of Reference (ToRs) for the Final Evaluation provide that the first output (Deliverable A) is an Inception report. The Inception Report is to include among other elements the evaluation purpose, scope, evaluation criteria and key evaluation questions, evaluation methodology (including method, sources, and procedures for data collection). It will also include workplan setting out a proposed timeline of activities and submission of deliverables. The Inception Report is structured in line with ILO EVAL Office Checklist.

The overall objective of the *Indicator and methodologies for wage setting* project is to develop indicators and methodologies that strengthen the capacity of governments and social partners to negotiate and set appropriate wage levels, taking into account both the needs of workers and their families and economic factors. The background to the project and the key outcomes and outputs are set out in the ToRs and will not be repeated here.

The main recipients of the evaluation are:

- ILO Project Management Unit
- ILO Offices and/or focal points in India, Indonesia, Vietnam, Costa Rica and Ethiopia
- Relevant ILO departments and technical units
- ILO ACTRAV and ACT/EMP
- ILO Constituents (at the global and national levels in the pilot countries)
- Ministry of Foreign Affairs of the Netherlands
- Project partners and stakeholders

The evaluation will be carried out under the overall supervision of the ILO Evaluation Manager, with the support of the Departmental Evaluation Focal Point for the WORKQUALITY Department and ILO Evaluation Office.

The purpose of the evaluation is to assure the accountability and learning to the ILO constituents and key stakeholders. The evaluation will do this by assessing the achievement of the project against its plan and identifying challenges and any external factors that may have affected the project and its implementation. In relation to scope, the evaluation will examine the period of project implementation since project inception (October 2018) until 31 December 2021 both globally and in the countries covered in the project's work (i.e. India, Indonesia, Vietnam, Costa Rica and Ethiopia). The evaluation will integrate the gender dimension²⁰ and other non-discrimination issues as well as disability, social dialogue and International Labour Standards as cross-cutting concerns throughout the methodology, deliverables, and final report.

²⁰ It should be noted that the project documents states that this project does not include gender equality as an outcome, but some outputs and/or activities specifically address gender issues.

The evaluation will apply a gender-sensitive approach within the evaluation process, including the integration of “*gender-inclusive*” terms such as men, women and other key groups into evaluation criteria and questions.²¹ Gender issues will be incorporated within the evaluation methodology, analysis and methods. During the interview process, the evaluator will adhere to principle of gender equality that everyone has equal rights, responsibilities and opportunities, regardless of sex or gender. The evaluator will also consider and recognize different interests, needs and priorities of women, men and other key groups participated during interview process.

With regard to data analysis, the evaluator will ensure that (insofar as possible) information related to gender equality issues are addressed, sex-disaggregated data and information analysed as well as ensuring that key persons interviewed represent concerns of women and men. Further, the evaluator will report gender-related findings in the cross-cutting section.

Evaluation criteria and questions

The conceptual framework used in this evaluation is one that is consistent with Results-based Management (RBM) and addresses the following criteria proposed by OECD: relevance, validity, coherence, efficiency, effectiveness, impact and sustainability in addition to cross-cutting issues (as specified in the ToRs).

The proposed questions to be addressed in this evaluation are (**proposed additional questions in red**):

Criteria	Questions
RELEVANCE	<p><i>Project's fit with the context:</i></p> <p>To what extent is the project addressing key relevant components of and is contributing to:</p> <ul style="list-style-type: none"> - ILO results framework (including P&B for 2018-19 and 2020-21), the ILO mandate and relevant policies, including gender equality and non-discrimination, international labour standards, social dialogue and disability inclusion? - DWCPs, where they exist, in the countries targeted by the project - National development strategies and UN Country programme frameworks (UNDAFs/UNSDCFs) in pilot countries - Constituents' organization's mission, mandate, strategic/organizational plans?

²¹ Based on UNEG Guidance Integrating Human Rights and Gender Equality in Evaluation (p76-88) & UNEG Handbook on Integrating Human Rights and Gender Equality in Evaluation (pp25-32).

	<p>- The achievement of the relevant Sustainable Development Goals – especially SDG 1, SDG 8 and SDG 10, with particular focus on 8, 8.5 and 10.4 in piloting countries?</p> <p>To what extent has the project been repurposed to provide a timely and relevant response to constituents’ needs and priorities in the Covid-19 context?</p> <p>Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting the achievement of the set project objectives (strategies)?</p> <p>To what extent is the project aligned to international resolutions (e.g. ILO Declaration on Social Justice for a Fair Globalization, ILC 2015 resolution on labour protection, ILC 2016 resolution on decent work in global supply chains) and relevant labour standards (e.g. Convention No. 26, Convention No. 131, Convention No. 154)?</p> <p><i>Appropriateness of the project design:</i></p> <p>Are the intervention strategies, outcomes and assumption appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic and political environment?</p> <p>To what extent was the project designed based on ILO constituents’ needs at the global and national levels and grounded on consultation with target beneficiaries?</p> <p>To what extent does the project embed institutional capacity development of social partner organizations into the implementation?</p> <p>Were the risks and assumptions to achieve project objectives properly identified, assessed and managed?</p> <p>Did the project design consider the gender dimension of the planned interventions through objectives, outcomes, outputs and activities that aim to promote gender equality?</p>
<p>COHERENCE</p>	<p>How well did the project fit and work with other relevant ILO interventions at the global and country levels? What synergies have been created with other partners?</p> <p>Has the project established partnerships with relevant organizations/institutions at the global and country-level throughout its implementation? What were their roles? And what were their expectations? To what extent have these partnerships been useful in the achievement of the intended results?</p> <p>To what extent have country-based interventions informed global outputs and vice versa?</p>

	<p>What has been the added value of the ILO work in terms of comparative advantage?</p> <p>To which extent other activities of the ILO support or undermine the project activities, and vice versa?</p> <p>To which extent other interventions of the partners (particularly policy-related interventions) support or undermine the project activities?</p> <p>To what extent are the project design (priorities, outcomes, outputs and activities) and its underlying theory of change logical and coherent?²²</p>
<p>EFFECTIVENESS</p>	<p>To what extent have the project objectives been achieved? What are the results noted, particularly in terms of notable successes or innovations?</p> <p>What are the major factors influencing the achievement or non-achievement of the objectives?</p> <p>What have been the implications of the COVID-19 pandemic on the nature and degree of achievement of the project?</p> <p>Has the project fostered ILO constituents' active involvement through social dialogue through this project in articulating a response to the immediate effects of the pandemic?</p> <p>Has the project yielded desired results through its contributions to the ILO's core principles (gender equality, ILS, tripartism and social dialogue)?</p> <p>To what extent have the project activities, products and tools benefited from the participation of constituents and have been disseminated to them for utilization, policy advocacy or service delivery?</p> <p>How effective is the monitoring mechanism set up, including the regular/periodic meetings among project staff and direct beneficiaries, donors and key partners? Was a monitoring and evaluation system developed at the outset of the project and updated regularly?</p>
<p>EFFICIENCY</p>	<p>How efficiently have the project resources (time, expertise, funds, knowledge and know-how) been used to produce outputs and results?</p> <p>Given the size of the project, its complexity and challenges under</p>

²² See below re ToC.

	<p>the Covid-19 environment, has the existing management structure and technical capacity been sufficient and adequate?</p> <p>Has the project been receiving adequate political, technical and administrative support from the ILO and its partners? If not, why? How could that be improved?</p> <p>Were resources (funds, human resources, time, expertise etc.) allocated strategically to achieve the project objectives? Did the project benefit from complementary resources at the global and country levels that supported the achievement of its intended objectives?</p> <p>To what extent has the project leveraged resources with other projects globally or within the country programmes internally or possible partnerships with other organizations to enhance the project impact and efficiency?</p>
<p>SUSTAINABILITY AND IMPACT</p>	<p>To what extent have results contributed to advance sustainable development objectives (as per UNSDCFs, similar UN programming frameworks, national sustainable development plans, and SDGs)?</p> <p>To what extent has the project contributed to advance the ILO’s core principles (ILS, tripartism and social dialogue, gender equality)?</p> <p>How much has the project facilitated and enhanced partnership with the Government of Netherlands and the joint promotion in the respective countries of wage setting?</p> <p>To what extent is the achieved progress likely to be long lasting in terms of longer-term effects? If not, what action might be needed to form a basis for longer-term effects?</p> <p>How likely will the ILO project lead to results that will be sustained or integrated in other post-pandemic responses over time?</p> <p>How is the sustainability of the project affected by the COVID-19 situation and in the context of the national and global response?</p>
<p>GENDER EQUALITY AND NON-DISCRIMINATION ISSUES</p>	<p>Does the project align with ILO’s mainstreaming strategy on gender equality?</p> <p>To what extent did the project mainstream gender in its approach and activities?</p> <p>To what extent did the project use gender-responsive/women specific tools and products?</p>

The indicators, data sources and the data collection instruments; key stakeholders or informants to engage with to gather the information needed; and a brief explanation of how the analysis of the data will be carried out is set out at Annex I below.

As the project has not finalised an explicit theory of change, the Evaluator will work with the project team to clarify the implicit ToC, drawing on existing work. This will be done as a first step following approval of the Inception Report.

Risks and limitations

In terms of the impact assessment, it is difficult, in many cases, to measure the impact which ILO work (and indeed much development work) has at a macro level. While it is easy to measure the *outputs* of ILO work (in terms of reports, training, actuarial studies, etc.) it is much more difficult to measure *outcomes*. Given the ex-post nature of the evaluation, it will be necessary to rely on available data and interviews to assess the impact and it is not possible to adopt more sophisticated methodology. The evaluation will assess the contribution to DWCP outcomes, ILO results framework and to the SDGs.

In general, it is also difficult to measure efficiency in a concrete manner as ILO does not have any specific measure of efficiency, i.e. a detailed method to measure the efficiency of project work, so as to say that a project which achieves X with Y resources is very efficient, one which achieves X-1 with the same resource input is efficient, etc. Even if there was such a measure, there is often a lack of comprehensive data in relation to inputs and outputs. In practice, it is very difficult to say in any scientific way that a project has or has not been efficient unless there are clear examples of inefficient use of resources (which is very rare). However, this is a general constraint and an assessment will be made on the basis of the available data.

Given that a wide range of stakeholders will be interviewed, there does not appear to be any real risk of bias.

2. EVALUATION METHODOLOGY

The evaluation adopts the ILO's Evaluation Guidelines as the basic evaluation framework. It will be carried out in accordance with ILO standard policies and procedures, and complies with evaluation norms and follows ethical safeguards.

The evaluation methodology will include:

- Desk review and analysis of documents related to the project, e.g. project document, progress reports, etc.
- Desk review of other relevant documents such as the ILO Strategic Plan and P&B for 2018-19 and 2020-21, Decent Work Country Programmes, national documents on employment and wages, etc.
- Online interviews with project team and key ILO Specialists at central and regional/country level (details provided by project team) [Data collection I]
- Online semi-structured interviews²³ (Zoom, Teams) with key informants in 3-4 countries [Data collection II]
- A debriefing to the ILO Team on the evaluation findings, conclusions and recommendations

Given the structure of the project (and as discussed in our initial Zoom meeting), it is proposed that the interviews will be structured in two waves. Based on the results of the initial interviews with the project team and ILO specialists, it is proposed that the evaluator will conduct further interviews at national level in 3-4 countries. It would appear that the current context in Ethiopia would have made it very difficult, if not impossible, to advance the project's work and it is not proposed to carry out detailed country interviews here.²⁴

The project documents and project outputs have been provided by the project team and reviewed by the evaluator. National level documents will be established with the relevant stakeholders during interviews.

The data collection worksheet is attached as Annex I. The evaluation approach in relation to issues such as effectiveness, impact and sustainability is primarily qualitative drawing on key stakeholders' informed opinions (in response to the listed questions). The evaluation will adopt a purposeful sampling approach, in which, in consultation with the project team, informants are selected who can answer the key questions thoroughly and accurately. On the basis of the information currently available, it would appear that, due to COVID restrictions, the evaluation will be carried out entirely online.

The main data to be analysed will be the outcomes of interviews which will be noted by the evaluator. These notes will be summarised and analysed in relation to their responses

²³ A semi-structured interview is a qualitative data collection strategy in which the evaluator asks informants a series of predetermined but open-ended questions.

²⁴ A similar position may arise in Indonesia. However, other ILO projects in the employment field have been successfully implemented in the period, so this issue requires further investigation.

to the evaluation questions and also to support the identification of Lessons learned and Emerging good practices.

In addition to the interviews, the evaluation will rely on existing available data (data collected by the project or available from the key stakeholders) and it is not planned to collect original survey data.

3. WORK PLAN

The detailed work plan is set out below:

1. Inception report and data collection and validation			
i.	Kick off meeting. Provide documents to the evaluator. Pre evaluation session between project team and evaluator.	Completed	Project team and evaluator
ii.	Desk review of project documentation and preparation of inception report	December 21 – completed	Evaluator
iii.	Submission of inception report	3 January	Evaluator
iv.	Finalize the inception report (after addressing any feedback from the Evaluation Manager)	10 January	Evaluation Manager & Evaluator
v.	Data and information collection I (online) including consultation with key ILO respondents	10-21 January	Evaluator
vi.	Data and information collection II (online) including consultation with national stakeholders in 3-4 countries	17-28 January	Evaluator
vii.	Debriefing (online)	TBD	Evaluator
2. Evaluation report			
i.	Submission of the first draft evaluation report	10 February	Evaluator
ii.	Submission of the feedback to the report by the project team and evaluation manager	18 February	Evaluation Manager
iii.	Submit the final evaluation report after incorporating feedback	28 February	Evaluator
iv.	Submission of the evaluation report to the ILO eval unit	TBD	Evaluation Manager

4. FINAL REPORT OUTLINE

The evaluation report (c.40 pages plus annexes) will be drafted in accordance with the Terms of Reference and ILO Checklist 5. A proposed outline for the final report is as follows.

- Title page with key project data.
- Tables of contents, figures and list of acronyms
- Executive Summary²⁵
- Project background²⁶ and its intervention logic
- Evaluation Background
- Evaluation Methodology
- Main Findings & Review of project results
- Conclusions
- Recommendations (including to whom they are addressed, resources required, priority and timing)
- Lessons learned and Emerging Good Practices
- Annexes (TOR, inception report, lessons learned template, list of interviews, meeting notes, relevant country information and documents)

This may be revised somewhat in the course of the evaluation. A Stand-alone evaluation summary in standard ILO format (max 4 pages) will also be prepared.

²⁵ The executive summary will address the project purpose, project logic, project management structure, present situation/status of project, evaluation purpose, evaluation scope, evaluation clients/users, evaluation methodology, main findings, conclusions, recommendations, important lessons learned, and good practices. It will use EVAL's template.

²⁶ The project background will address the project context, project purpose, project objectives, project logic, funding arrangements, organizational arrangements for implementation, and project major events and milestones.

5. ADHERENCE TO ILO GUIDANCE AND FORMATTING REQUIREMENTS

The evaluator acknowledges the ILO evaluation guidance and formatting requirements, especially with regard to:

- Formulating and presenting recommendations;
- Identifying and presenting lessons learned, and filling in the lesson learned templates; and
- Identifying and presenting emerging good practices, and filling in the relevant template.

Checklist Documents for the evaluator finalized and signed by the evaluator is attached below confirming that all necessary documentation has been received.

The evaluator confirms acceptance of the terms of Checklist Preparing the evaluation report.

Checklist - DOCUMENTS FOR THE EVALUATOR

This checklist is for the evaluation manager to ensure that all documents are presented to the evaluator when presenting the contract for signature.

KEY CONTRACT DOCUMENTS

- Evaluation Contract; which includes the payment schedule.
- Terms of Reference; which includes the WBS, Calendar and Evaluation Budget
- List of individuals pertinent to the evaluation with contact details
- Code of Conduct for Evaluation in the ILO (attached)
- Project Documents
 - Project Document
 - Project progress reports
 - Project materials at https://www.ilo.org/global/topics/wages/projects/WCMS_826265/lang-en/index.htm
- ILO, UN and National documentation
 - ILO Strategic Plan
- EVAL Guidance documents for the evaluator
 - Guidance note 3.2 Adapting evaluation methods to the ILO's normative and tripartite mandate
 - Guidance note 3.3 Strategic clustered evaluations to gather evaluative information more effectively
 - Guidance Note 3.1 Integrating gender equality in monitoring and evaluation of projects
 - Guidance Note 4.3. Data collection methods
 - Guidance Note 4.5. Stakeholder engagement
 - Guidance Note 5.5 Dissemination of lessons learned and good practices
 - Checklist 4.8 Writing the inception report
 - Checklist 4.2 Preparing the evaluation report [including the templates for completing lessons learned and emerging good practices, as well as the templates for the title page and executive summary]
 - Checklist 4.3 Filling in the title page
 - Checklist 4.4 Writing the evaluation report Summary
 - Checklist 4.9 Rating the quality of evaluation reports

Mel Cousins

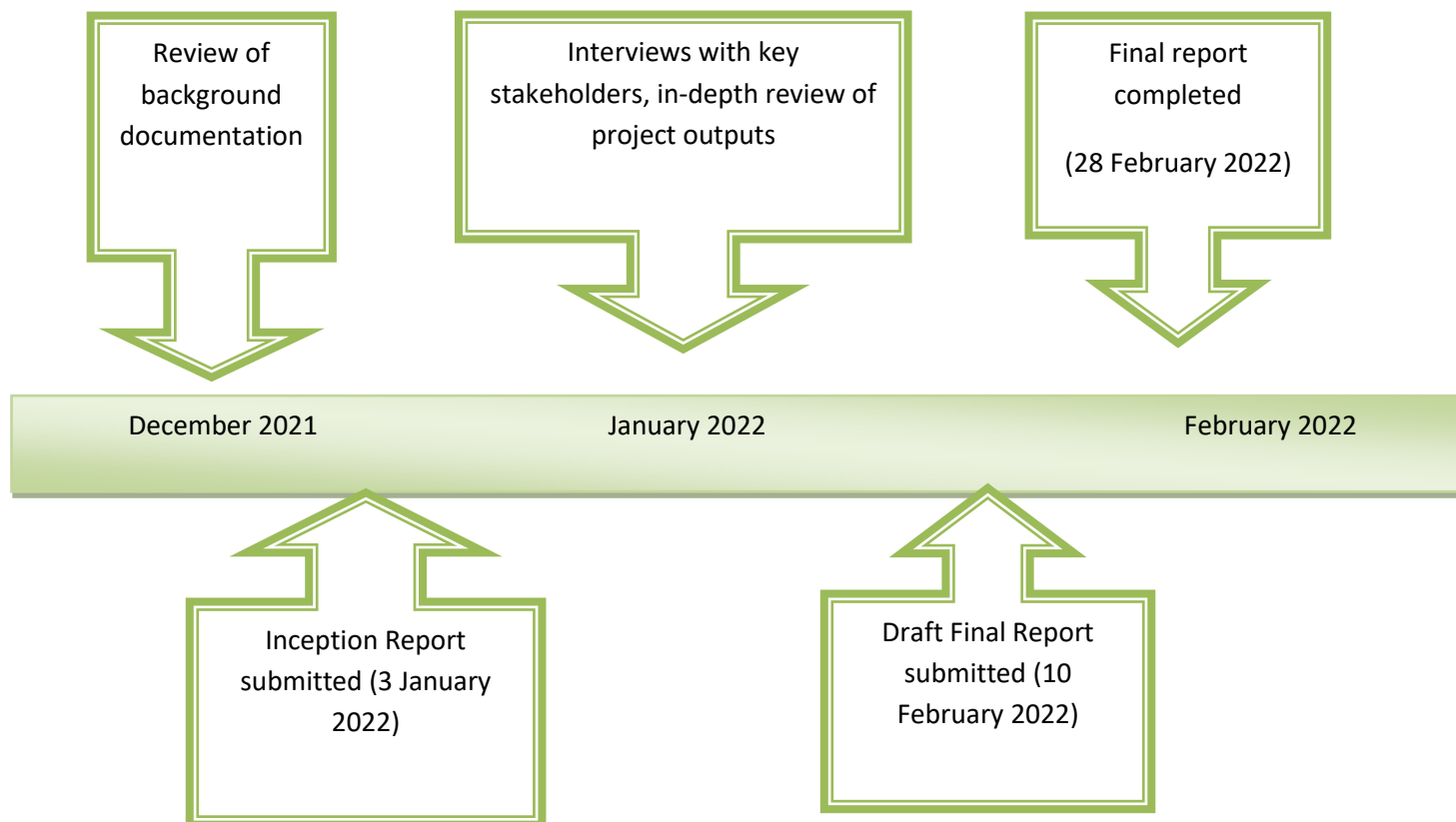
Consultant Acknowledges receipt

Annex I - DATA COLLECTION PLAN WORKSHEET for the inception report

Evaluation Questions	Indicator	Sources of Data?	Method?	Who Will Collect?	How Often?	Who will analyse?
1 RELEVANCE	Views of key stakeholders, evaluator's assessment of PRODOC against policies	Interviews with ILO, national agencies, social partners, donor Review of national policies	Virtual Interview & document review (ILO P&B, DWCP, national strategies)	Evaluator	Once off	Evaluator
2. COHERENCE	Views of key stakeholders, assessment of project plan against context	Interviews with ILO, national agencies, social partners, donor	Virtual Interview & document review (PRODOC)	Evaluator	Once off	Evaluator
3. EFFECTIVENESS	Implementation of project plan measured against output & outcome matrix	Review of documentation/interviews with ILO, national agencies, social partners, donor	Document review (project reports, outputs, etc.)/interviews/review of data	Evaluator (based on data collected by project team)	Once off	Evaluator
4. EFFICIENCY of resource use	Expenditure data	ILO financial data & interviews with ILO, national agencies, social partners, donor	Virtual Interviews & document review (expenditure data)	Project data	Once off	Evaluator
5. SUSTAINABILITY & IMPACT	Views of key stakeholders	Interviews with ILO, social partners, and national agencies Review of available data	Interview & document review	Evaluator (based on data collected by project team)	Once off	Evaluator

6. Cross-cutting	Views of key stakeholders, evaluators' assessment	Interviews with ILO, national agencies, social partners, donor	Interview	Evaluator	Once off	Evaluator
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Annex II - Timeline



Annex 5: List of persons interviewed

Name	Position	Office/organization
Wage Project team		
Patrick Belser	Project Coordinator	ILO Geneva
Nicolas Maitre	Project Administrator/technical officer	ILO Geneva
ILO Field Specialists		
Daniel Kostzer	Wage specialist	ILO Bangkok (now retired)
Xavier Estupinan	Wage specialist	ILO New Delhi (now BKK)
Kidist Chala Fulas	Apparel and Textile specialist	ILO Addis Ababa
Andres Marinakis	Wage specialist	ILO Santiago
Sévane Ananian	Wage specialist	ILO Cairo (now Geneva)
Gerson Martinez	Wage specialist	ILO San Jose (now Mexico)
Donor		
Iona Ebben	Donor	Ministry of Foreign Affairs
Jos Huber	Donor (now left the Ministry)	Ministry of Foreign Affairs
Partners		
Anny Stoivoka	Worker Livelihoods Lead	Rainforest Alliance
National contacts		
Anup Karan	National expert and member of Wage Committee	Public Health Foundation of India
Anoop Satpathy	Chair of National Wage Committee	V.V. Giri National Labour Institute (India)
Nguyen Huyen Le	Senior official, Department of Industrial Relations and Wages	MOLISA (Viet Nam)
Isela Hernandez Rodriguez	Secretariat of National Wage Council and Director of Nacional Office of Minimum Wages	Ministry of Labour (Costa Rica)

Dennis Cabezas Badilla	Trade union representative	National Wage Council (Costa Rica)
Frank Cerdas	Economic advisor	Unión Costarricense de Cámaras y Asociaciones del Sector Empresarial Privado (Costa Rica)

Annex 6: Data Collection

Data collection tools applied for this project ranged from desk reviews (ILO project and program documents, progress reports, research reports, etc.) to individual stakeholder interviews. To avoid biased and subjective approach, the evaluator applied triangulation of sources, methods, data, and theories. The methodology for collection of data and evidences was implemented in four phases as follows:

1. The First Phase: Preparatory and Inception Report Production

Within this first phase, all project data and other relevant information were reviewed and collected through a desk review, including:

- Project documents such as the project design document, yearly project reports, project briefs, activities and research studies, publications, etc.
- Relevant ILO documents like the Decent Work Country Programs; ILO Strategic Policy Framework, etc.
- National and international published reports and studies.

During this first phase, the evaluator also developed data analysis methods for each evaluation question. In addition, different evaluation questions were combined in one tool/method for specific targeted groups as appropriate. Attempts have been made to collect data from different sources by different methods for each evaluation question and findings were triangulated to draw valid and reliable conclusions. Further, data were disaggregated by sex where possible and appropriate.

2. Second Phase: Stakeholder Interviews

During this stage, the evaluator applied qualitative and participatory approach where data and information were obtained through varied qualitative research methods like semi structured interviews with project stakeholders. Through this process, INWORK, the ILO field experts, the donor, and tripartite constituents involved in the project had the opportunity to be consulted. Further, it was anticipated that opinions stated by relevant stakeholders would improve and clarify the data and information obtained from project documents. The interviewed project stakeholders are set out in Annex 5. Semi-structured interviews were held with the stakeholders.²⁷

3. Third Phase: Data Analysis and Reporting

Following interviews, the evaluator formulated a draft final evaluation report to be submitted to the evaluation manager Ms. Özge Berber Agtas for internal ILO's project staff's feedback and dissemination.

²⁷ A semi-structured interview is a qualitative data collection strategy in which the evaluator asks informants a series of predetermined but open-ended questions.

4. Fourth Phase: Feedback and dissemination of the draft evaluation results

This has been carried out by ILO, as part of its evaluation follow-up. Once ILO agreed on the draft report, the evaluator will finalise the report for submission.

Annex 7: Bibliography

Project outputs

A methodology to estimate the needs of workers and their families, 2021

Driving improvements in wages and working conditions in the banana sector, 2021

Driving improvements in wages and working conditions in the coffee sector, 2021

Driving improvements in wages and working conditions in the tea sector, 2021

Estimating the needs of workers and their families in Costa Rica, 2021

Estimating the needs of workers and their families in Ethiopia, 2021

Estimating the needs of workers and their families in India, 2021

Estimating the needs of workers and their families in Indonesia, 2021

Estimating the needs of workers and their families in Viet Nam, 2021

Theory of Change workshop report, 2021

Wages and working conditions in the banana sector: the case of Costa Rica, Ethiopia, India, Indonesia, and Viet Nam, 2020

Wages and working conditions in the coffee sector: the case of Costa Rica, Ethiopia, India, Indonesia and Viet Nam, 2020

Wages and working conditions in the tea sector: the case of India, Indonesia and Viet Nam, 2020

National documents

Report of the Expert Committee on Determining the Methodology for Fixing the National Minimum Wage, Government of India, 2019