



# ILO EVALUATION

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**Independent Mid-Term Evaluation of Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills, and Development Impact (SALM)**
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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 Unit.**

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## Abbreviations

<b>AAA-OESP</b>	Alliance of Asian Associations of Overseas Employment Service Providers
<b>BE&amp;OE</b>	Bureau of Emigration & Overseas Employment, Pakistan
<b>CPO</b>	Country Programme Outcome
<b>CfP</b>	Call for Proposals
<b>CTA</b>	Chief Technical Advisor
<b>CTEVT</b>	Council for Technical Education and Vocational Training, Nepal
<b>DOFE</b>	Department of Foreign Employment, Nepal
<b>DWAB</b>	Decent Work Across Borders Project
<b>DWCP</b>	Decent Work Country Programme
<b>EC</b>	European Commission
<b>EPF</b>	Employers Federation of Pakistan
<b>EU</b>	European Union
<b>FEPB</b>	Foreign Employment Promotion Board, Nepal
<b>FICCI</b>	Federation of Indian Chambers of Commerce and Industry
<b>GFMD</b>	Global Forum on Migration and Development
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit
<b>GMG</b>	Global Migration Group
<b>GMS TRIANGLE</b>	Tripartite Action to Protect and Promote the Rights of Migrant Workers within and from the Greater Mekong Subregion
<b>HLD</b>	High Level Dialogue
<b>ICMPD</b>	International Centre for Migration Policy Development
<b>ILC</b>	International Labour Conference
<b>ILO</b>	International Labour Organisation
<b>IOM</b>	International Organisation for Migration
<b>JTUCC</b>	Joint Trade Union Council, Nepal
<b>KMG</b>	Kathmandu Migration Group
<b>KNOMAD</b>	World Bank's Global Knowledge Partnership on Migration and Development
<b>MOIA</b>	Ministry of Indian Overseas Affairs
<b>MOLE</b>	Ministry of Labour and Employment, Nepal
<b>MoOP&amp;HRD</b>	Ministry of Overseas Pakistanis and Human Resource Development
<b>MRC</b>	Migrant Resource Centre
<b>NAFEA</b>	Nepal Association of Foreign Employment Agencies
<b>NAVTTTC</b>	National Vocational & Technical Training Commission
<b>NPC</b>	National Project Coordinator
<b>OEC</b>	Overseas Employment Corporation, Pakistan
<b>OECD</b>	Organization for Economic Cooperation and Development
<b>OPF</b>	Overseas Pakistanis Foundation
<b>PSC</b>	Project Steering Committee
<b>P&amp;B Outcomes</b>	Programme and Budget Outcomes
<b>POEPA</b>	Pakistan Overseas Employment Promoters Association
<b>PWF</b>	Pakistani Workers' Federation

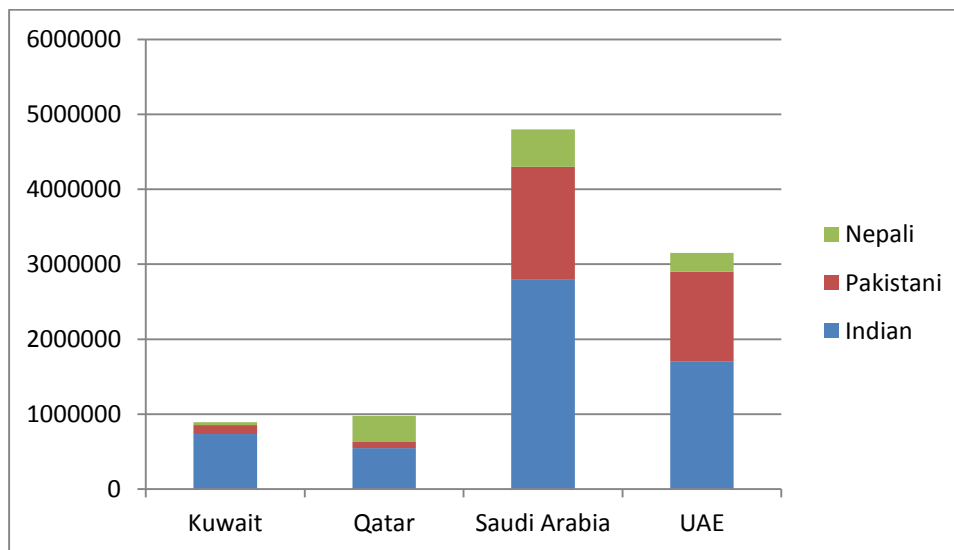
<b>ROAS</b>	Regional Office for Arab States
<b>ROAP</b>	Regional Office for Asia and the Pacific
<b>SAARC</b>	South Asian Association for Regional Cooperation
<b>SALM</b>	South Asia Labour Migration Project
<b>SARTUC</b>	South Asian Regional Trade Union Council
<b>SDC</b>	Swiss Development Cooperation
<b>SDGs</b>	Sustainable Development Goals
<b>TEVTA</b>	Technical Education and Vocational Training Authority
<b>TOR</b>	Terms of Reference
<b>ToT</b>	Training of Trainers
<b>TWG</b>	Technical Working Group
<b>UAE</b>	United Arab Emirates
<b>WiF</b>	Work in Freedom Project

NOTE: Just weeks after the implementation of the mid-term evaluation, on 25 April 2015, a devastating earthquake measuring 7.8 on the Richter scale hit Nepal causing massive damage, displacement and loss of life in Kathmandu Valley. The recommendations of the mid-term evaluation should be viewed in this light.

## 1. Background and Project Description

In 2013, it was estimated that there were approximately 232 million people residing outside of their country of birth (UN DESA, 2013). Of this number, ILO estimates that approximately 50 per cent are economically active (almost 90 per cent when their families are included). Around 30 per cent of migrant workers are in Asia (ILO, 2010). Within this context, the flow of migrant workers from South Asia to the Gulf Cooperation Council (GCC) member states is significant, accounting for approximately 96 per cent of Indian labour migrants (2012) and 94 per cent of Pakistani migrant workers (2013). For Nepal the numbers are slightly lower at 62 per cent (2013/14) as Malaysia is also key destination country for Nepali migrant workers. The GCC member states emerged as a destination for migrant workers during the 1970s and oil-boom related development has continued to create demand. In fact migrant workers represent a significant share of private sector labour forces in Qatar (94%), UAE (89%) and Kuwait (69%). For India three major destination countries are Saudi Arabia, the United Arab Emirates (UAE) and Oman, for Pakistan, UAE, Saudi Arabia and Oman, and for Nepal, Qatar, Saudi Arabia and UAE.

**Figure 1 Estimated Number of South Asian Migrant Workers Registered in Selected GCC Countries**



Source: Roth, forthcoming

Note: The data is extracted from different national sources in GCC Countries

Demand for migrant labour is expected to increase in GCC countries in the coming years due to large scale projects, such as the 2022 World Cup in Qatar and the World Expo in 2020 in UAE and general construction in Saudi Arabia (Roth, forthcoming).

Previous studies have uncovered a number of areas where migrant workers may be vulnerable to exploitation in the GCC countries (ILO, 2012; Irudaya Rajan et al. (2008) in Wickramasekara, 2011). Main challenges were identified as deception regarding the nature

of work that will be done, retention of passports and other forms of identity documents, withholding wages and charging fees for services, modification of original employment contracts to reduce benefits such as overtime pay and return travel costs. A commonly known challenge relates to the *kafala* system wherein employers legal status in the country of destination is linked to a sponsor (*kafeel*). When employers are responsible for deceptive practices which result in labour exploitation, this makes it challenging for migrant workers to access justice. Despite these challenges, a lack of employment opportunities in countries of origin make migration a compulsion for many workers (ILO, 2013).

Despite these challenges, there have been interesting developments in the GCC countries. For example in Qatar, preparations for the World Cup in 2022 have resulted in more attention being placed on the rights of migrant workers and as a result Qatar, with technical support from ILO, is developing a ‘migrant worker charter’ which will apply to all projects implemented in preparation for the world cup (Little, Verzola & Khoja, 2014). While this does represent a step in the right direction, there remain challenges in the governance of labour migration to the GCC countries, which have been taken up by the Colombo Process and the Abu Dhabi Dialogue.

It is within this context that this project was designed. The project idea was conceived in 2011 in response to a Restricted Call for Proposals issued by the European Commission under the “Thematic Programme of cooperation with third countries in the areas of Migration and Asylum”. The project is funded by the European Commission (€1,925,749) with twenty per cent co-financing from the ILO (€ 481,437).

The overall objective of the SALM project is to promote well-managed labour migration from South Asia to the Gulf Cooperation Council countries (GCC), to ensure effective protection of the rights of vulnerable migrant workers, enhance the development impact of labour migration and reduce irregular flows. The project targets low-skilled migrant workers from India, Nepal and Pakistan migrating to Kuwait, Qatar<sup>1</sup> and the United Arab Emirates (UAE).

Specifically, the project aims to:

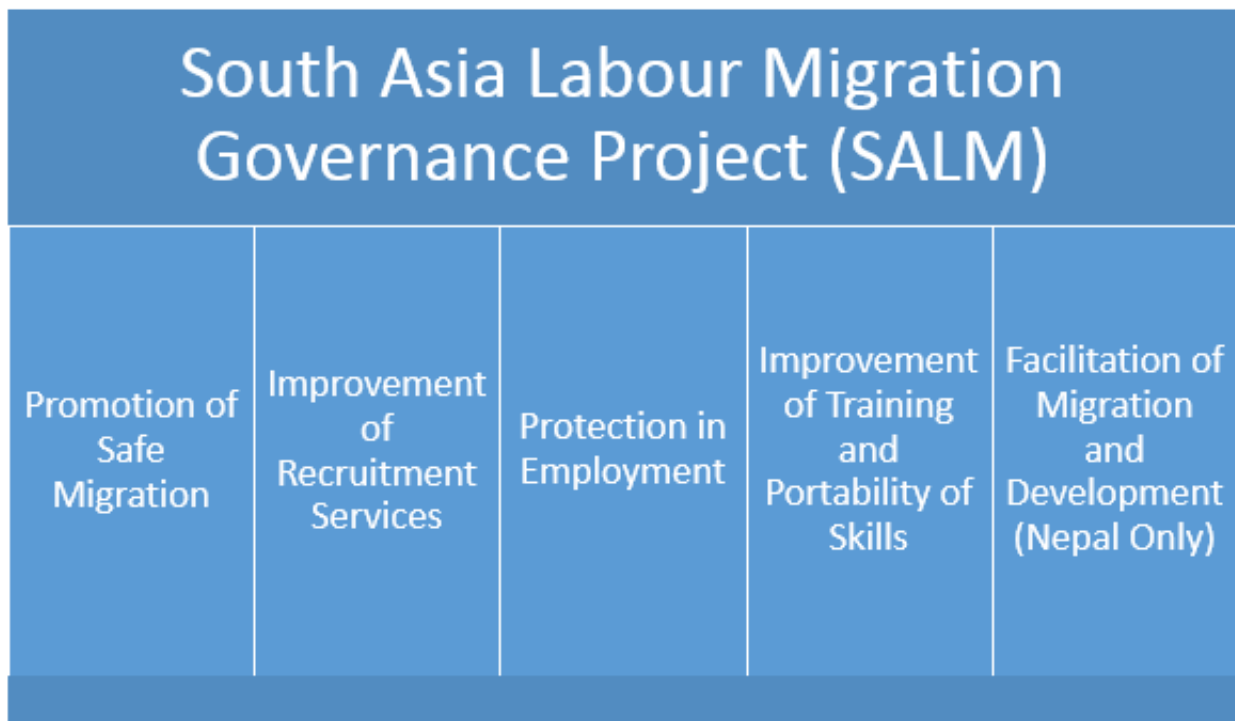
- Provide reliable information on overseas employment opportunities, and build capacity for matching qualified job seekers with the demand from foreign employers.

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<sup>1</sup> Qatar replaced Oman through a project revision approved by the European Delegation to Nepal through a letter to the ILO dated 8 July 2014.

- Reduce migration costs and recruitment abuses in countries of origin and destination by improving recruitment services, and increase protection of migrant workers during employment.
- Enhance training, portability of skills for outgoing and returning migrant workers, and to promote the development impact of migration.

The action of the project was designed around six strategic pillars including generation of labour market information; promotion of safe migration; improvement of recruitment services; protection in employment; improvement of training; portability of skills; and facilitation of migration and development (specific to Nepal). In practice, improvement of training and portability of skills which originally represented individual pillars have been merged by the CTA, and, for the purpose of this report, the evaluation team also present the project in this way.



The lead office in charge of the project implementation is the ILO Country Office for Nepal. The Chief Technical Advisor (CTA) is based in Kathmandu and oversees the project in all three countries. She is assisted by three National Project Coordinators (one each in India, Pakistan and Nepal) and three administrative assistants (one each in India<sup>2</sup>, Pakistan and Nepal).

<sup>2</sup> Although at time of writing recruitment for a replacement administrative assistant was underway in India and a replacement was hired as of 15 April.

In Nepal a project steering committee (PSC) has been formed and recently (3 June 2015) held their third meeting during which the preliminary findings of the mid-term evaluation were presented. The project is thus almost in alignment with the plan to hold PSC meetings at least twice per year. A notable absence from this meeting was NAFEA<sup>3</sup>. The steering committee consists of:

- Ministry of Labour and Employment (MOLE) (Chairperson of the Committee)
- Department of Foreign Employment (DOFE)
- Foreign Employment Promotion Board (FEPB)
- Representatives of trade unions
- Nepal Association of Foreign Employment Agencies (NAFEA)
- National Project Coordinator of the Project
- Chief Technical Adviser of the Project
- Representative from donor as invitee
- Representative of civil society as invitee
- Other relevant stakeholders as invitee

Other relevant stakeholders may include representatives from: implementing partner organisations including NGOs; the Council for Technical Education and Vocational Training (CTEVT); the Association of Pre-departure Training Institutes; the Ministry of Finance; the Ministry of Education; the National Planning Committee; and other donor organisations

The project steering committee in Pakistan consists of:

- Ministry of Overseas Pakistanis and Human Resource Development (MoOP&HRD) (Chairperson of the Committee)
- Bureau of Emigration & Overseas Employment (BE&OE)
- Overseas Pakistanis Foundation (OPF)
- Overseas Employment Corporation (OEC)
- Country Director, ILO Country Office Pakistan
- National Programme Officer (SALM), ILO Country Office Pakistan
- Chief Technical Adviser (International ILO staff), SALM project, based in Kathmandu
- Pakistan Overseas Employment Promoters Association (POEPA)
- Representative from Employers Federation of Pakistan (EFP)
- Representative Pakistan Workers' Federation (PWF)
- Representative National Vocational & Technical Training Commission (NAVTTTC)
- Representative from Ministry of Interior
- Representative from donor as invitee

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<sup>3</sup> The President of NAFEA along with some board members were in India during the time of the mid-term evaluation and the PSC meeting. Due to their internal elections preparations they could not attend the PSC meeting.



Additional concerned stakeholders as mentioned are invited to attend the steering committee or other meetings as and when required and may include:

- Representatives of the Implementing Partner Organisations including NGOs.
- Representative of the training institutes
- Representative from the Ministry of Finance
- Representative from the Ministry of Education, Trainings and Standards in Higher Education
- Representative from Pakistan Bureau of Statistics
- Ministry of Planning and Development
- Ministry of Inter Provincial Coordination
- Ministry of Law, Justice and Human Rights
- Representative of donor organisations

The PSC in Pakistan has met only once during the project (27 June 2014) although it was initially intended that meetings would be scheduled twice per year. The minutes of the first PSC meeting were only approved in November 2014 due to staff turnover. This led to a delay in the initiation of some activities meaning that the meeting scheduled for December 2014 or January 2015 was considered premature.

In India, a PSC has not been formed. The key partner for the project is the Ministry of Overseas Indian Affairs (MOIA), who usually do not support the establishment of such committees. The ILO-Delhi Office is looking into establishing a more permanent tri partite advisory group to guide implementation of India's Decent Work Country Programme (DWCP). It would consist of representatives of key stakeholders in issues of concern to the India DWCP priorities. Some would be constant members; others would be consulted when their specific expertise is needed.

The project received technical support – backstopping – from the regional ILO office in Bangkok as well as from the regional migration focal point housed within MIGRANT in Geneva.

## 2. Evaluation Background: Purpose, scope and clients of the mid-term evaluation

This report presents the results of the independent mid-term evaluation of the Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills, and Development Impact (referred to as the South Asia Labour Migration Governance Project, or, in short, SALM) project (RAS/12/07/EEC). The project has an official starting date of 1 June 2013 and is due to be completed on 31 May 2016. The project is administratively implemented from the CO-Nepal under the leadership of CTA, Anna Engblom. The independent mid-term evaluation was implemented by Elaine McGregor and Katrin Marchand.

The purpose of the mid-term evaluation is to draw lessons from the implementation of the project with a view to assessing whether the project goals and objectives are still relevant. Based on this, the evaluation will assess to what extent the project is on track to reach its objectives and targets and provide recommendations for improvements. More specifically, the evaluation will:

- Review to what extent the project is relevant and is continuing to meet the needs of its ultimate target group – migrant women and men workers;
- Review the achievements of the project to date by assessing to what extent the stated objectives and major outputs are being achieved;
- Review the extent to which the project is on target in identifying opportunities and strengthening activities in areas where these have been introduced;
- Review the efficiency and effectiveness of the project implementation framework and links to national priorities with regard to labour migration;
- Assess the extent the various elements of the project are likely to be sustained beyond the project duration;
- Assess if the project is likely to reach its objectives and targets at the end of the project lifetime;
- Draw conclusions in terms of the progress made and make recommendations for the remainder of the project.

The mid-term evaluation covers the project's implementation from the beginning<sup>4</sup> until the time of the mid-term evaluation. It will cover the project's activities in the Nepal, India and Pakistan and in three key GCC countries; Kuwait, Qatar and UAE. Key users for this mid-term evaluation are the management team of the project in Nepal, India and Pakistan, ILO

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<sup>4</sup> The project has an official starting date of 1 June 2013. However, the Chief Technical Adviser of the project was hired and started assignment on 1 September 2013,

Country Offices for Nepal, Pakistan and DWT/CO-India, the technical unit (MIGRANT), the administrative unit (ROAP), and the donor (European Union). Secondary users of the mid-term evaluation include tripartite constituents and other project partners, particularly those who are members of the project advisory committees.

### 3. Methodology

The mid-term evaluation was carried out in accordance with ILO standard policies and procedures. The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

**Table 1: Evaluation Criteria applied to Case Studies**

<b>Evaluation Criteria</b>	<b>Description</b>
<b>Relevance and strategic fit of the intervention</b>	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. The extent to which the approach is strategic and the ILO uses its comparative advantage.
<b>Validity of intervention design</b>	The extent to which the design is logical and coherent.
<b>Intervention progress and effectiveness</b>	The extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
<b>Efficiency of resource use</b>	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
<b>Effectiveness of management arrangements</b>	The extent to which management capacities and arrangements put in place support the achievement of results.
<b>Impact orientation and sustainability of the intervention</b>	The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes. The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.

*Source: EVAL (2012a)*

The methodological approach was qualitative in nature: primarily comprising of 1) desk research; and 2) qualitative interviews and focus groups.

The documents reviewed during the desk review included documents directly relevant to the project:

- The call for proposals
- The initial project document
- Progress reports (interim and flash reports)
- Minutes and presentations from the Project Steering Committee meetings
- Terms of reference
- Research produced
- Project leaflets
- Documents supplied by interview respondents (such as the Kathmandu Declaration)

Review of documents indirectly related to the project, include:

- Decent Work Country Programmes
- Multilateral Framework on Labour Migration
- Other relevant ILO documents (such as the Fair Migration Agenda)

The evaluators conducted fieldwork in India (23-26 March), Pakistan (24-27 March), Nepal (30 March-1 April). Interviews with global respondents took place between 20 March and 13 April and were conducted via Skype/telephone. In total 57 interviews took place with 74 individuals representing a variety of stakeholders as outlined in Table 4<sup>5</sup>. Respondents were selected based on their involvement in the project and all project partners were invited to participate.

**Table 2: Interview Overview**

Category	Number of Interviews (Respondents)				Total
	Nepal	India	Pakistan	Global*	
ILO Project Staff	2 (3)	1 (1)	2 (2)	-	<b>5 (6)</b>
ILO Other Staff	2 (3)	4 (4)	3 (3)	7 (7)	<b>15 (16)</b>
Government	4 (6)	2 (2)	5 (5)	-	<b>11 (13)</b>
Trade Unions	2 (8)	1 (3)	2 (2)	-	<b>5 (13)</b>
Employer/Recruitment Agencies	1 (3)	1 (1)	1 (2)	-	<b>3 (6)</b>
Funder	1 (1)	1 (1)	1 (1)	-	<b>3 (3)</b>
External Collaborators	4 (5)	2 (2)	4 (5)	4 (4)	<b>14 (16)</b>
<b>Total</b>	<b>16 (29)</b>	<b>12 (14)</b>	<b>18 (20)</b>	<b>11 (11)</b>	<b>57 (74)</b>

Overall, the sample of interview respondents ensured a broad coverage of tripartite constituents in each of the project countries. The evaluation did however coincide with the ILO Governing Body meetings in Geneva meaning that some key respondents were not in the country at the time of the evaluation. Some noteworthy omissions include:

### India

- Mr. Buhril (MOIA) was regrettably out of the country during the evaluation and yet has been the key focal point within the ministry at the policy level.
- Mr. Tewari (General Secretary of the Trade Union Coordinating Council (TUCC) was regrettably unavailable. While a meeting took place with representatives from the trade union Hind Mazdoor Sabha (HMS), Mr. Tewari was present at the capacity

<sup>5</sup> For a full list of participants see Annex 2.

building training, has been the main collaborator for outreach work and for the Safe Migration report<sup>6</sup> conducted by the Society for Labour and Development (SLD) and follow-up workshop.

- Mr. Igor Bosc (ILO Work in Freedom (WiF) Project) was unfortunately out of the country however would have been interesting to speak to regarding the collaboration between the SALM and the WiF project. It was however possible to meet with other WiF project staff in Nepal.

## **Pakistan**

- Mr Zahoor Awan, the General Secretary of the Pakistani Workers Federation (PWF) was out of the country at the time of the evaluation however expressed his appreciation through Dr Sabur GHAYUR, Senior Advisor to PWF who attended the interview on his behalf.
- Mr Saif ur Rehman (Director General Human Resource and Administration, Overseas Pakistanis Foundation) was not available to interview and yet would have been an interesting respondent as a member of the project steering committee.
- Mr Tahir Manzoor (Industrial Relation Institute) was not available. While the evaluator spoke with Mr Shahzad Bukhari regarding the implementation of a Training of Trainers (ToT) for trade unions, Mr Manzoor would have been able to provide more information regarding the sustainability of the training.
- Nobody from the Employers Federation of Pakistan (EPF) was interviewed and yet they are in the PSC.

## **Nepal**

- Mr Hansha Raj Wagle, (President of NAFEA) along with other board members of NAFEA were in India processing their travel documents to Jordan during the evaluation however three representatives of NAFEA were interviewed. They included the Mr. Gyanu Gaire (First Vice President), Mr. Dev Raj Karki (Executive Member) and Mr. Dan Bahadur Magar (Chief Officer).
- Ms. Bina Kunwar Thapa, Programme Officer, ILO CO Nepal, worked on the more or less full-time on the project since its inception but was moved to another position as of December 2013. After that, she continued to provide some support (although not full time) to the project until the NPO for Nepal was appointed.

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<sup>6</sup> "I saw my dreams dying": The plight of Indian migrant workers - Policy Recommendations for Safe Migration

## 4. Main findings

In accordance with the evaluation guidelines, the findings of the evaluation are presented in accordance with the evaluation criteria outlined in the methodology section above: 1) relevance and strategic fit; 2) validity of intervention design; 3) intervention progress and effectiveness; 4) efficiency of resource use; 5) effectiveness of management arrangements; and 6) impact orientation and sustainability of the intervention.

### 4.1 Relevance and strategic fit of the intervention

It is clear from Section 2 that the project continues to hold relevance for the project countries purely based on the scale of labour migration, and the nature of challenges faced. This was confirmed by the interview respondents who all confirmed the continued relevance of the project to their work.

The project directly responded to a European Commission (EC) restricted call for proposals (CfP) 2011-2012. The programme covered five key thematic areas:

- *“foster the links between migration and development;*
- *promote well-managed labour migration;*
- *fight irregular immigration and facilitate the readmission of irregular immigrants;*
- *promote migrants' rights, protect migrants against exploitation and exclusion, and support the fight against trafficking in human beings;*
- *promote asylum and international protection of refugees” (CfP, p4; emphasis added).*

The EC call for project proposals thus presented a timely opportunity for ILO to prepare a proposal that aligned with ILO's strategic interests and comparative advantages as well with those of the EC. The project is in direct alignment with three of the five dimensions outlined in the EC call and indirectly tackles irregular migration through its focus on promoting well-managed labour migration. However, it should be noted that migration, while identified as a relevant area of work, is not directly covered by the strategic frameworks guiding the work of the EU Delegations in Nepal, India or Pakistan.

Beyond its relevance to the EU's thematic area of interest, the project is highly relevant and fits strategically within the work of ILO at the national, regional and global level. For ILO, the SALM project represents a good strategic fit, reflecting most areas of the ILO Multilateral Framework on Labour Migration's relevant principles and guidelines particularly under areas I, II, III, IV, V, VI, VII and IX. At a global level the project feeds into ILO's Project and Budget (P&B) for 2014-15 outcome on labour migration (outcome 7), and in particular to Outcome 7a: “Number of ILO member states that, with ILO support, adopt

gender sensitive labour migration policies to protect migrant workers that reflect the multilateral framework on labour migration and the provisions of relevant international labour standards". It will also feed into the new strategic framework under P&B Outcome 9: "promoting fair and effective labour migration policies" in the period 2016-17.

In 2014, at the International Labour Conference (ILC), Guy Ryder proposed a global 'Fair Migration Agenda', which has arguably elevated the position of labour migration within ILO. One of the eight suggested future directions for ILO was the institutionalization of fair recruitment practices. In 2014, the ILO launched the 'Fair Recruitment Initiative', linking it to the work of the Global Migration Group (GMG) while holding the chair in 2014. The Fair Recruitment Initiative aims to:

- "help prevent human trafficking and forced labour;
- protect the rights of workers, including migrant workers, from abusive and fraudulent practices during the recruitment and placement process (including pre-selection, selection, transportation, placement and safe return) and;
- reduce the cost of labour migration and enhance development outcomes for migrant workers and their families, as well as for countries of origin and destination" (ILO, 2014, p3).

The Fair Recruitment aims to achieve this through four key approaches:

- "Enhancing global knowledge on national and international recruitment practices;
- Improving laws, policies and enforcement to promote fair recruitment;
- Promoting fair business practices; and
- Empowering and protecting workers" (ILO, 2014, p4-5).

The project has clear and concrete contributions to make in the realization of the fair recruitment initiative. Concrete examples, which will be discussed in further details later in the report include, collaboration with the World Bank's Global Knowledge Partnership on Migration and Development (KNOMAD) on the implementation of research seeking to measure recruitment costs for migrant workers; and work with national counterparts to develop and improve complaints mechanisms for migrant workers both of which are key components of the 2015/16 action plan of the Fair Recruitment Initiative.

In this sense it is clear that the project aligns with ILO's comparative advantages:

"As a standard setting organization, the ILO is uniquely placed to undertake work on fair recruitment. Among others, the ILO's Private Employment Agency Convention, 1997 (No. 181), and Recommendation, 1997 (No. 188) as well as the Employment Service Convention, 1948 (No. 88) provide international standards for fair and

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<sup>7</sup> Outcome statement: "Labour migration governance is strengthened to ensure decent work for migrant workers, meet labour market needs and foster inclusive economic growth and development"



decent labour recruitment practices, while ILO Declaration on Fundamental Principles and Rights at Work, lay out key pillars for the prevention of abuses, including the abolition of forced labour. In June 2014, the International Labour Conference adopted a Protocol to ILO's Forced Labour Convention, 1930 (No. 29), and a Recommendation on Supplementary Measures for the Effective Suppression of Forced Labour" (ILO, 2014, p7).

Furthermore, the project addresses issues that the Technical Working Group (TWG) have indicated as potential areas for the Sustainable Development Goals (SDGs) in the Post 2015 Development Agenda, namely:

- “protect labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment” (Indicative Goal 8.8)
- “facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies” (Indicative Goal 10.7)

At the regional level, the project has relevance for regional consultative processes such as the Colombo Process and the Abu Dhabi Dialogue<sup>8</sup> which aims to foster dialogue on the management of labour migration from Asia. ILO was very involved in the third ministerial meeting of the Abu-Dhabi dialogue in Kuwait on 26-27 November 2014. In fact the project design in itself directly builds on some of the recommendations coming out of the Colombo Process and the Abu Dhabi dialogue. The project also directly supports the process lead by the ILO Regional Office for Arab States (ROAS) and Regional Office for Asia and the Pacific (ROAP) “Realising a Fair Migration Agenda: Labour flows between Asia and the Arab States”. The process, which was launched through an experts meeting in Kathmandu in December 2014, aims to identify, and agree and develop a joint action plan on the key issues and the way forward to realise a Fair Migration Agenda. The first meeting agreed on five key areas, arising from the challenges identified in the Asia-Arab States labour flows: Recruitment; Decent employment and working conditions; recognizing the skills of potential and returning workers; increase the development impact of migration and Partnerships. The second meeting, bringing together tripartite partners from the five South Asia Countries, Indonesia and the Philippines, will be held in Bali in May 2015 where a draft agenda of action will be developed. In addition to providing financial support to participants from India, Nepal and Pakistan to attend these meetings, project knowledge products feed into the development of five thematic discussions. The project was also

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<sup>8</sup> The Colombo Process is a Regional Consultative Process on the management of overseas employment and contractual labour for countries of origin in Asia. The Ministerial Consultation, referred to as the “Abu Dhabi Dialogue,” brought together for the first time the Colombo Process countries with the Gulf Cooperation Council (GCC) states, plus Yemen and two additional Asian countries of destination, namely Malaysia and Singapore (<http://www.colomboprocess.org/>).

responsible for all administrative arrangements of the Experts Meeting in December. The project also supports regional processes for other ILO constituents such as the Alliance of Asian Associations of Overseas Employment Service Providers (AAA-OESP) in their efforts to promote ethical recruitment and the no-cost modality and the South Asian Regional Trade Union Council (SARTUC) in their development of a position paper for trade unions in South Asia on migrant workers and policy dialogue with SAARC. SALM has also provided much needed operational and administrative support to SARTUC in the context of ILO Regional Office (ROAP) and the ILO Bangladesh Country Office assistance to SARTUC for implementation of their Migrant Charter and Kathmandu Plan of Action which is part of the regional outcome on migration for 2014-15.

At the country level, Nepal has a Country Programme Outcome (CPO) which feeds into Outcome 7 while Pakistan and India do not. This does not however signal that migration is not a priority – or not relevant - for the government, but rather that, at time of development, labour migration was not among the highest priority areas for the government. In Pakistan, the DWCP is currently being revised. As it stands, the project is viewed as relevant from the perspective of social protection. In Pakistan the SALM project represents ILO's first technical cooperation project on labour migration at the country level and in India, the SALM project is the second labour migration project, following the DWAB project, which was ILO's first effort on labour migration in India. As such the project was viewed as extremely relevant by many stakeholders, particularly in India and Pakistan, due to the attention it brought to migration and the policy challenges – and potential benefits associated with it.

The project promotes collaboration between different departments and offices within ILO working on labour migration including MIGRANT and specialists in ILO Delhi (specifically the Senior Skills Specialist, the Senior Specialist on Employment Policy; and the Specialist on International Labour Standards as well as with other international organisations (ICMPD, IOM, The Asia Foundation) and funders (SDC, GIZ). It seeks synergies with other ILO projects in the region (GMS TRIANGLE, DWAB<sup>9</sup>, WiF, Bangladesh migration project<sup>10</sup>) and supports ongoing dialogue between the Regional Migration Specialists in Bangkok and Beirut. Work in India, in particular builds on the previous work of the EU supported DWAB project. Issues of skills recognition, skills passports etc. are addressed largely in partnership with the ILO Senior Skills Specialist in Delhi who is a member of the steering committee of the UAE/Kuwait skills project as well as under the ILO Asia-GCC Fair Migration Initiative. Through the Skills Specialist, ILO is also part of the MOIA inter-

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<sup>9</sup> Decent Work Across Borders

<sup>10</sup> Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh

ministerial taskforce on skills and was invited to present at an employer's meeting in Dubai organised by MOIA in 2014.

## **4.2 Validity of intervention design**

The overall objective of the project is clearly stated and the specific objectives clearly identify areas where interventions could contribute. As highlighted in Section 1 and 4.1, the project is clearly tackling relevant issues that are of national, regional and global importance. The specific objectives identify some of the challenges faced by migrant workers such as information asymmetry, migration costs, employer abuse and a lack of recognition of skills obtained, either in the country of destination or upon return; all of which can put migrant workers in vulnerable positions where they are subject to exploitation. All of these challenges can reduce the development potential of migration for the migrant workers and their families.

The use of strategic pillars helps to concretize actions and is a useful communication tool, although in practice, the six strategic pillars presented in the project document have been reduced to five in project dissemination materials. This amendment does not change anything other than to make the project more digestible for external observers. To some extent the separate pillar on migration and development, which applies only to Nepal, presents a narrow conceptualisation of the linkages between migration and development and it may have been more relevant to have considered migration and development as a cross-cutting objective to which the promotion of safe migration contributes. In general the design of the project is ambitious and tackles areas of relevance for all tripartite stakeholders.

While the design of a project often comes under scrutiny when there are any signs of project failure, it should be noted in the first instance that this project responds to a specific call for proposals, which, in itself, places restrictions on project design. For example, one could criticise the design for not including project staff in destination countries specifically given the focus on access to justice and activities in destination countries. However, this was not in line with the call which was specific to countries in South Asia. ILO is already in the process of developing concept notes for possible continuations of the SALM project which focus on project implementation in both countries of origin and countries of destination. Given the lessons of this project, it may be of interest for funders to consider refining the criteria for future calls for proposals to allow for applicants to submit requests for multi-regional projects.

However the design did receive some criticism for stretching resources too thinly across broad thematic areas, resulting in some activities being overly ambitious for the budget

allocated, or not ambitious enough to pique the interest of the partners. There is also some ambiguity with regards to the destination countries included when comparing the project document to the project activities. The project document specifies that the project will target Kuwait, Oman and United Arab Emirates (UAE). However, an official addendum revised this to Kuwait, Qatar and UAE. However, some project activities have been extended to other destinations to increase the relevance of the project to project partners. For example, in Pakistan a Travel Smart Work Smart (TSWS) booklet was produced for Saudi Arabia to reflect the significance of migrant workers flows from Pakistan to Saudi Arabia. The migrant cost study, being conducted with KNOMAD, will also look into the Pakistan-Saudi Arabia corridor. It may be appropriate for the project to highlight those activities falling outside of the target countries, along with justifications, to the funder. Particularly given that Kuwait bans migrant workers from Pakistan, this seems to be a rational and logical amendment to the original project design.

Some activities have also lost support from project partners. While included on the basis of a suggestion from the Indian Migration Center, during the design phase of the project, during implementation support for this activity had waned and has been described as unrealistic. Instead this activity is being pursued in India only, where the NPC is currently looking into options for developing a single window portal/ mobile application, which would bring together already existing job-portals, rather than creating a new one. While conducting a feasibility study for a new portal to be developed within the project, it became clear that similar portals do already exist, and thus investing in creating a new portal was considered an inefficient use of resources. It was, however, considered beneficial for potential migrants to have one access point to these different pre-existing job portals. Based on this, possibilities to develop such a platform and get the existing portals to participate in it, are currently being sought out.

There have also been some concerns expressed by some of the project partners that it lacks a 'big ticket item'. In Pakistan, for example, the desire for e-governance systems to facilitate safe migration through more efficiently managed processes was expressed as an interest of the government and something that MoOP&HRD is actively pursuing (through the development of an 'e-gate' system). It is argued that, due to the fact that the ministry was established after the project was negotiated and designed, that a lack of ownership over ideas has challenged acceptance of the project design. Instead it was expressed that the project feels 'piecemeal' and lacks coherence. This can be interpreted in two ways. The first is that the design was too ambitious, the second is that the project activities need to be better packaged to demonstrate how they seek to contribute to promoting safe migration.

There were also some ambiguities with regards to the budget leading the interpretation that some activities were without budget lines. In some cases this related to policy work which, when linked to other activities, could be supported by the project. For others, some

clearer linkages between project activities and objectives could have been drawn. For example, Activity 3.2.2<sup>11</sup> could have been more clearly linked to the assessment and road-map linked with national and inter-regional plans.

The same is true for Activity 2.4<sup>12</sup>, which could have been better linked to the rating mechanism for recruitment agencies. This activity reflects a key interest, particularly for NAFEA and SARTUC in Nepal who assign many of the problems in recruitment practices to the practices of sub-agents<sup>13</sup>. In Pakistan, sub-agents are technically illegal. In India, though sub-agents are illegal, there seems to be a general acceptance that they are an important part of the recruitment industry and as such something should be done to regulate their activities. Activity 3.5<sup>14</sup> relates more to policy change, which does not necessarily require a budget line. It is plausible that this can still be achieved depending on the response to recommendations of the study on the linkages between migration and development in Nepal being conducted at the time of the evaluation which is using the majority of the budget allocated under the Migration and Development pillar.

Some activities have been flagged to be dropped. For examples, it was initially planned that the analytical reports on labour demand, skills requirements and wages would be replicated several times throughout the life of the project (Activity 1.2.4). This activity, however, is labour intensive and access to data problematic and thus it was decided that this would only be produced once in the life of the project. Similarly, the study of migration costs in selected corridors, which is being conducted in partnership with KNOMAD (Activity 2.1.2), will only be implemented once during the course of the project.

The positive spillover effect of tight budgets has been creative approaches to project implementation which has promoted partnerships. This will be discussed further in Section 4.4.

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<sup>11</sup> Upgrade the capacity of skills training institutions identified.

<sup>12</sup> Introduce a system for the registration and regulation of sub-agents in selected locations in the three countries.

<sup>13</sup> In Nepal, the Foreign Employment Act 2007 recognizes the role of agents in facilitating the labour migration process. These agents are brought together under the umbrella of the Nepal Foreign Employment Agent Association with the main objective of organizing and formalizing the agents. The association currently has more than 1000 members. Although the agents work with recruitment agencies, the agents' association is an independent body with local chapters spread across Nepal. The Nepal Foreign Employment Agent Association has also developed a code of conduct to regulate and monitor the registered agents.

<sup>14</sup> The introduction of a programme and mechanisms put in place for the economic and social contribution of diasporas and returnees.

The regional nature of the project is represented more in terms of contributions to regional processes as opposed to direct interactions between the countries selected for the project, which at the time the proposal was written, were the only countries in the region with no technical cooperation project on labour migration, as opposed to three countries with working relationships active between them. Nevertheless, through regional processes, such as the ILO Fair Migration Agenda: Labour flows between Asia and the Arab States described above, the contribution to the realization of SARTUCs Kathmandu Action Plan and the AAA-OESP process, it has been recognised that other countries share similar experiences and there is benefit in exchanging knowledge and experience in tackling these challenges. The project is pursuing issues that require regional dialogue (skills recognition, reform of the *kafala* system, ethical recruitment etc.) under these three processes where possible. The project has, however benefited from the cross-fertilisations of materials used across the various project sites.

### **4.3 Intervention progress and effectiveness**

With three months of the receiving the first instalment of the grant from the EC (1 June 2013), the CTA was recruited and in position (1 September 2013). This allowed the project to very quickly move into implementation, however, it should be noted that the project was not fully staffed until April 2014 since it took longer to recruit the National Project Coordinators: India (November 2013), Pakistan (March 2014) and Nepal (April 2014)<sup>15</sup>. The relatively quick hiring of an NPC in India should be considered in context. The NPC for India was already working for ILO at time of appointment as an NPC for another EC funded ILO project (Decent Work Across Borders; INT.09.11.EEC). Due to this project receiving two no-cost extensions from the EC, the NPC in India was shared for a longer period of time than initially anticipated. This should be taken into consideration when reviewing project implementation in India.

The project has also faced challenges in its implementation. The project represents ILO's only technical cooperation project on labour migration in Pakistan. Although ILO has worked with the Government of Pakistan before, to support the development of the Draft Migration Policy (2012), there have been significant changes which have impacted the relationships of ILO in Pakistan. The most notable of these changes is the devolution of the Ministry of Labour to the Provinces under the 18<sup>th</sup> Amendment in 2010 and the formation of the new Ministry of Overseas Pakistanis and Human Resource Development

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<sup>15</sup> However, as noted above, the SALM project benefited from the full-time support provided to the project by Ms. Bina Thapa, Programme Officer, CO-Nepal, until December 2013, and part-time support until the appointment of the NPC in Nepal.

(MoOP&HRD) in 2013. This has meant that the project team have been required to build relationships with new counterparts working in a new framework.

In addition to this, some of the concepts, notably the Migrant Resource Centres, are new in the Pakistani context. Thus it is not surprising that it is taking the project team longer to initiate these activities in Pakistan.

In Nepal, staff turnover has also been a challenge to project implementation. Since the project started there have been five Director Generals of the Department of Foreign Employment (DOFE). During the course of the mid-term evaluation, the then appointed Director General had not taken the responsibilities of the office and was currently being represented by an Acting-Director General. The absence of the Director General limited official decisions and steps from being implemented for example, although it was discussed with the previous Director General that the jobs classification task to be supported by the SALM project would be initiated after rounds of discussion, the then Director General left office without making a formal decision on the task force from the Department. Due to the absence of the next Director General, a formal approval to be obtained from the Director General has not been received and thus the delay. Similarly, the high turnover of other government officials such as the Secretary of the Ministry of Labour and Employment, Chief of Kathmandu Office of the DOFE have increased the challenges.

In Pakistan, staff turnover has also been a challenge. For a period of time, the MoOP&HRD was without a Secretary, limiting its decision making powers. Similarly, there has been a vacancy for a Director General of BE&OE for a substantial amount of the projects life, and currently the Joint of MoOP&HRD is currently acting DG of BE&OE further limiting the capacity of the former. Staff turnover has made the process of appraising project activities and initiating dialogue on key issues more challenging. It was also advised that the current Secretary is not as supportive of furthering work on migration as previous counterparts, although is due to retire the near future.

In India, the Secretary and other officials of Ministry of Overseas Indian Affairs (MOIA), as the main government counterpart has also changed during the course of the project. This required largely starting over the discussions with the ministry, causing further delays. The new Secretary (joining the office in December 2014) has, however, signalled openness to the ILO.

In terms of whether the benefits of the project begun accruing to the ultimate target group, i.e., migrant women and men workers, it is too early to say. It is clear that enumeration of these benefits will be challenging, especially in countries of destination, where support to migrant workers is often provided via informal networks of volunteers. Additionally, at the time of the evaluation, many of the project outputs intended to reach out to migrant workers were still in progress. The most notable of these being the Migrant Resource

Centres (MRC). In Nepal, the construction of the MRC in the Labour Village was almost complete. Its location, directly at the entrance to the labour village should result in a steady flow of potential migrant workers who can benefit from the services to be provided. It will also provide a location for the dissemination of the Travel Smart Work Smart (TSWS) brochures, most of which were in their final stages of review during the evaluation. Direct support, including access to legal and social services, provided by GEFONT and MFA in the three destination countries will also contribute to the enumeration of beneficiaries. In India, the TSWS material will also be shared with FICCI who are developing a pre-departure application for mobile phones which will further the outreach of the project

While it is clearly an objective of the project to provide support to migrant workers, both men and women, many of the project achievements relate to more strategic level activities such as policy dialogues, which in theory should have more long-term and sustainable impacts on a greater number of migrants workers that those that the project will directly reach out to.

### ***Highlights and Areas for Further work***

Despite a fairly slow start, which is not uncommon for complex projects involving countries of origin and destination, the project is picking up momentum and it is anticipated that all pillars of the project will be tackled in at least one of the project countries. The remainder of this section will consider some of the projects main highlights under each of the strategic pillars as well as identifying activities that have not yet really started or are in very early stages of their inception.

The outputs of the projects can be considered under different categories of activities: knowledge generation, social dialogue, technical support, capacity building and direct support activities. While there are clearly overlaps between activities (such as the expectation that knowledge generation can provide guidance to technical support activities and build capacity), these categories prove useful in analysing where the project is making the most progress and where efforts may be best placed for the remaining duration of the project.

The majority of activities thus far are in the area of knowledge generation and capacity building, which makes a great deal of sense, particularly in contexts where some of the intended interventions represent new concepts and ideas. However, it is also clearly the intention of the project to ensure that the knowledge generated and the capacity built leads to policy development and direct services that contributes towards the promotion of safe migration for migrant workers from the project countries and directly benefit migrant workers.



The focus of the remainder of the project will inevitably fall more into the area of direct service provision, and in particular, attention should be placed on getting the MRCs operational, or, discussing alternative options for the project should the MRC be blocked by decision makers in Pakistan and/or India. Pre-departure orientation courses, and further advancing the discussion of rating mechanisms for recruitment agencies (if implementation proves politically unfeasible) should also be key foci. The access to justice study, which is currently in its inception phase, should help to inform many of these activities.

The project team need to ensure that a clear enumeration strategy is developed to ensure that the project can provide evidence of its impact on direct beneficiaries. A clear recommendation for the final evaluation would be the inclusion of a data collection component from direct beneficiaries, such as users of the MRCs and beneficiaries of the activities of MFA and GEFONT in the three GCC countries, which can be used to provide recommendations for future strategies to those carrying on these activities after the project concludes. This would contribute to increasing the sustainability of the project. This point is elaborated further in Section 5.

## **Promotion of Safe Migration**

### *Social Dialogue*

At a strategic level, the project has made contributions to regional and global processes seeking to promote safe migration. For example. The project provided logistical support and technical input to an international meeting on Fair Migration (attended by GCC and South Asian countries) in Kathmandu in December 2014. Follow up meetings are already planned and this hope is that the process<sup>16</sup>, overseen by ILO, will result in the identification and agreement on key issues in the form of a joint action plan achieving a Fair Migration Agenda (see Section 4.1 for more details).

SALM, alongside other ILO projects, have also actively contributed to building consensus among South Asian trade unions on issues relating to migrant workers. This activity, which is being implemented by SARTUC, has involved the development of national position papers which are being developed into a regional position paper. At the time of the evaluation, SARTUC were awaiting receipt of the national position papers but were hoping to synthesise these by the end of April 2015.

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<sup>16</sup> "Realising a Fair Migration Agenda: Labour flows between Asia and the Arab States".

SARTUC have been an important partner for the project and, with the support of ILO more broadly, are widely acknowledged for their role in ensuring that migration was clearly stated as a priority in SAARC's Kathmandu Declaration:

“They also agreed to collaborate and cooperate on safe, orderly and responsible management of labour migration from South Asia to ensure safety, security and wellbeing of their migrant workers in the destination countries **outside the region**”

### *Migration Resource Centres (ongoing)*

Activity Type: Direct Support

The introduction of Migration Resource Centres is a cornerstone of the project, representing a place where direct beneficiaries – migrant workers, both male and female' can be directly reached and the support materials developed through the project (such as the Travel Smart, Work Smart brochures) disseminated.

In Nepal, construction of the Migration Resource Centre in the Labour Village is almost complete (see Photo 1) and staff recruitment is in progress. While it was not initially in the project design to construct a MRC from scratch, this was made possible through cost-savings in other aspects of the project. Its location at the entrance to the labour village, which receives thousands of visitors per day, is ideal and is likely to result in a steady flow of migrant workers who are ultimately the direct beneficiaries of the project. Plans are underway for a National MRC – in partnership with the Foreign Employment Promotion Board (FEPB) to coordinate and link the many MRCs established in the country through other ILO projects (WiF) and by other donors (SDC). Currently the discussion is that the national MRC will be funded by ILO through the SALM and WiF projects. The FEPB will allocate their own budget to establish and operationalize the national MRC, with technical support from ILO, promoting the sustainability of the initiative. Given the number of existing MRCs, this was a strategic decision and addresses a concern of the government in Nepal that many development actors are operating but there is little coordination between their activities.

**Photo 1: Migrant Resource Centre under Construction in the Labour Village, Kathmandu**



*Source:* Evaluator, 1 April 2015

In Pakistan and India there is still uncertainty as to whether this part of the project will proceed. Especially in Pakistan this is a new concept that does not yet have government approval<sup>17</sup>. However there are already other organisations (IOM<sup>18</sup>, ICMPD<sup>19</sup>) also pursuing the introduction of MRCs.

In India, the initial agreement signed with MOIA on the MRC provided, among other things, for: an evaluation of the two MRCs; development of an MRC operational guideline; and outreach activities. Due to slow progress, the project team decided to sub-contract these activities to other partners to ensure that the project still moved forward. The two states initially selected for MRCs were Kerala and Andhra Pradesh. However as Kerala is the state where traditionally a large percentage of the labour migrants comes from, fairly extensive support networks, including some MRCs, already exist. Therefore, the project team are discussing whether to identify another location for the MRC or whether to invest in the existing networks to improve services and to build a model MRC which can then be replicated in other states, where labour migration is a more recent phenomenon.

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<sup>17</sup> On 21 April 2015, after the conclusion of the fieldwork for the evaluation, the CTA and the NPC for Pakistan met with MoOP&HRD where the initial ToRs for the MRC were discussed, revisions made, and agreement reached. The agreement was signed on May 11, 2015.

<sup>18</sup> IOM is currently exploring the idea but has not yet secured funding for this.

<sup>19</sup> On 22 April 2015, after the conclusion of the fieldwork for the evaluation, the CTA and the NPC for Pakistan met with ICMPD to discuss a partnership on the implementation of the first MRC in Lahore. ICMPD through the Silk Roads project have funding to establish two MRCs and, will take over its operation after the SALM project concludes. A MoU between the two agencies is being prepared.

### *Country Specific and Occupation Guides (ongoing)*

Activity Type: Direct Support

The project has built on the Travel Smart Work Smart (TSWS) developed through ILO's TRIANGLE project, to produce eight country guides: three for Nepalese workers going to Qatar, Kuwait and UAE (a guidebook for Malaysia is also being developed in partnership with GEFONT through funding from a separate project funded by the US State Department, focussed on trade union action in the Nepal-Malaysia corridor); Kuwait, Qatar and UAE for Indian migrant workers; and Saudi Arabia and UAE for Pakistani migrant workers. During the evaluation the final touches were being made and the guides were due to be printed for dissemination via the MRCs and other identified channels.

Occupation guides have not yet been developed however will be discussed in upcoming months. Potential occupations include construction and domestic work. Given the focus of the WiF project on domestic workers, there are possibilities for further collaboration on this activity. GEFONT in Nepal, highlighted some specific challenges faced by construction workers in GCC countries (in terms of provision and use of correct personal safety equipment and the health risks associated with working in high temperatures) and, in India, the work with WiF on pre-orientation courses are considering domestic workers, and thus a specific guide for construction workers seems particularly relevant, and, if this activity builds on work done in developing pre-departure orientation, should not reflect much additional effort for the project team.

### *Pre-Departure Orientation (ongoing)*

Activity Type: Direct Support

The improvement of pre-departure orientation is a priority for many project partners, particularly in Nepal however to date there has not been much progress. This area is planned to be focused on in more detail in the remaining time allotted to the project. In Nepal, the WiF project has developed a 21-day training curriculum focused on migrant domestic workers. In addition, the WiF project is working with the MOLE to review and amend the two-day pre-departure orientation manual. (The SALM team is working with WiF with an additional focus on construction workers.) However, in order to make this a sustainable activity it is important that the government makes such courses a priority (and ideally even makes them mandatory). Additionally, in Nepal upon the request from the FEPB, the WiF project developed a two-day pre-decision orientation manual to enable potential female migrant workers to make informed decisions regarding migration for foreign employment. Acknowledging the importance of worker centric pre-departure information to facilitate safe migration, the FEPB requested the SALM project to expand the

scope and develop a draft community orientation manual to help male and female potential migrant workers to make informed decisions. This is due to finalization by the end of April 2015.

*Migration Report (ongoing)*

Activity Type: Knowledge Generation, Capacity Building

In September 2014, 'Labour Migration for Employment: A Status Report for Nepal: 2013/14' was launched by the Government of Nepal under the leadership of MOLE and the DOFE. The report represents a first effort to bring together data from a range of sources to better understand the scale and nature of labour migration flows from Nepal. The report was supported by the SALM project along with other development partners (IOM and the Asia Foundation). At time of writing, work was already underway on a 2014/15 status report which is anticipated to be published in September 2015 and will become an annual statistical report. While the first report already represents quite a good statistical report, some have criticised for being somewhat descriptive, and it is hoped that future editions will present qualitative discussions of key thematic issues. The hope is that this will contribute towards future policy development and, given government ownership of the report, be sustained long after the project ends. The report received media attention in Nepal, with the hope that, by bringing data together, policy makers will be in a better position to develop systems to promote safe migration and overcome many of the challenges faced by Nepali migrant workers.

Currently a consultant is being recruited in Pakistan, who will work closely with the Policy Planning Unit and will work with core staff from this and other units and information sources to ensure that their capacity is built and that they will be able to independently produce the reports in the future. In India, a suitable partner to prepare the statistical report is being sought out but the hope is that a similar process will be implemented in India. This was not an activity foreseen in the project document however it had clear added value to partners interviewed in Nepal and Pakistan.

*Exposure Visit*

Activity Type: Capacity Building

The project plans a study trip for representatives of the Nepali and Pakistani governments to Sri Lanka as the country has a stronger system for labour migration which has been in part due to the creation of a dedicated ministry for foreign employment promotion, the Ministry for Foreign Employment Promotion and Welfare (MFEPW), in 2007. Four main areas are planned for the trip including: (1) management information systems including

complaints and dispute resolutions; (2) pre-departure training; (3) ethical recruitment and the rating of recruitment agencies; and (4) return and reintegration. Each of these areas represent areas of interest for the government partners as well as relevant areas for project intervention. Thus the result of the study visit could be very positive for the project's further development. While it was anticipated that the study visit would have already taken place by January, 2015, plans for the trip have halted due changes in government in Sri Lanka. While alternative destination countries could be considered, Sri Lanka falls closest to the Pakistani and Nepali context. This will be done in partnership with WiF for cost saving.

### **Improvement of Recruitment Services**

#### *Study on Recruitment Costs*

Activity Type: Knowledge Generation

The project has partnered with the World Bank's KNOMAD initiative who are currently implementing several migration costs surveys using the same methodological tools across selected migration corridors. The SALM project is funding surveys in the Pakistan-UAE and Pakistan-Saudi Arabia corridors. The World Bank is funding surveys in corridors from India, Nepal, Philippines and Ethiopia, while the ILO is funding another survey on the Viet Nam-Malaysia corridor. The surveys are being conducted at the same time and will allow for a comparative assessment of migration costs to be made through an analytical report. A detailed report on the Pakistani corridors will be prepared by the SALM project. As this was ongoing work, the project was able to expand to include the corridor from Pakistan, which was not included in the original research plan of KNOMAD. The project already facilitated the participation of the national consultant from Pakistan to attend a workshop on the methodology and the use of the Computer Assisted Personal Interviewing system (CAPI) in Bangkok in February 2015. The methodology is also being applied in other corridors by other GMS TRIANGLE and it is anticipated that, based on the lessons learnt through the implementation of the current corridor studies will help to inform further studies in the future. Thus this activity in particular is likely to be sustainable and contribute to longitudinal research on migration costs. It is anticipated that this work will be completed by June 2015.

#### *Work with Recruitment Agencies*

Activity Type: Capacity Building

While work on developing codes of conduct for recruitment agencies was not specified in the project document, this work is of clear relevance to the project objectives and builds on existing work in the region through the Alliance of Asian Associations of Overseas

Employment Services (AAA-OESP) (which has also been supported in the past by other ILO projects<sup>20</sup>).

In Pakistan, POEPA have made a lot of progress in terms of developing their first ever ethical code of conduct with technical support by the project, which is now at the printing stage and will be distributed to POEPA's members (800+ recruitment agencies). However, there are currently 2,500-3000 agencies currently operating in Pakistan, and, while POEPA membership is mandatory, it is not enforced. Thus, while POEPA are enthusiastic about the development of the code of conduct, particularly for introducing new agencies to the industry, they are concerned that, without it being embodied in law and enforced by the government, it will have limited impact although an action plan is under development which includes the signing of the code of conduct by POEPA members as well as the monitoring, evaluation and reporting of compliance to the standards it sets.

In India, over 90 recruitment agents received training within the framework of the DWAB project with support from the SALM project. It was also during the previous project that a partnership with the Federation of Indian Chambers of Commerce and Industry (FICCI) was started. FICCI has a migration taskforce within the organization, which acts as a strong partner for the ILO staff in the work with recruitment agents. The NPC is currently exploring the possibility of organising the overseas recruitment and staffing as an industry furthering C181 (India is currently considering ratification of C181). Rising overseas employment has produced a robust, largely unregulated, overseas recruitment industry. There is an ongoing discussion between ILO and FICCI, to determine whether and how recruitment agents can be organized as an industry in the Indian context.

In Nepal, NAFEA has an existing Code of Conduct which was adopted in 2005. Based on the Code of Conduct and the proceedings of the AAA-OESP meetings, the project collaborated with the WiF project and IOM Nepal to work with NAFEA to develop an action plan. The action plan was developed through a consultative process including all the NAFEA board members and it identifies specific steps towards the promotion and improvement of recruitment services. There has been some delay in implementing the action plan due to internal structural challenges faced by the NAFEA which includes changes in their organizational structure and board members.

Activity 2.3 specifies that a rating mechanism for recruitment agencies in India, Nepal and Pakistan will be developed. Other projects have looked into this so there is room to learn lessons from previous work (including the feasibility study implemented by ITUC under the

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<sup>20</sup> The first meeting of AAA-OESP took place in 2008 funded by an ILO project. In 2013, the second meeting took place and was a joint effort of IOM and ILO (DWAB project).

EU funded, Decent Work Across Borders project. In India, options on how to best design and implement a rating mechanism for recruitment agencies are currently being reviewed by the India Centre for Migration (ICM) under the SALM contract with MOIA. Currently the registration of RAs does not include a rating mechanism, but the draft Emigration Bill provides for MOIA to establish a rating system. The new Secretary of the MOIA also supports such a mechanism, so that it seems that the development of a blue-print within the timeframe of the SALM project is feasible. FICCI and other knowledge partners will then also be involved in developing a framework. With the exception of India, however, the political momentum for establishment of rating systems appears low. The proposed study tour to Sri Lanka is an attempt to stimulate interest and discussion among participants from Nepal and Pakistan for such models.

### **Protection in Employment**

This pillar is perhaps the most challenging area for the project to implement activities as it involves implementation in both countries of origin as well as countries of destination. Nevertheless the project has made progress in both areas.

#### *Technical Assistance*

At the policy level the project has provided technical support to legal and policy reviews, including MOUs. In Nepal technical support has been provided to the review process of the Foreign Employment Act (2007) in May 2014, as well as support to the development of bilateral MOUs between Nepal and Saudi Arabia (January 2014), Kuwait (January 2014) and Bahrain (April 2015). In Pakistan, ILO were asked to provide technical assistance in the review of existing emigration laws such as the 1979 Emigration Ordinance, and the draft Migration Policy (2012). In India, the ILO received a request from the Indian government for comments on the India 1983 Emigration Act, which is currently the only law dealing with emigration in India. A legal review of the Act was provided in cooperation with the regional office in Bangkok (March 2015). The given timeframe was very short and as such only initial and informal comments were provided. A more detailed review was offered to the MOIA. MOIA was also provided upon request, information on standard contracts and samples from other countries. One existing pre-departure module of MOIA was edited as a sample, and upon request from the Ministry, a report prepared on the possible system for pre-departure training in India. Information on social protection and inputs to drafting a study on domestic workers issues was also provided to MOIA.



## *Capacity Building*

In Nepal, the support of the project to DOFE in upgrading their software has been well-received. The development of the complaints mechanism has been particularly noteworthy. The project has worked with DOFE on a more general package of activities designed to increase the capacity of the department. The work on the complaints mechanism is the most developed of these activities. Through the provision of both hardware (computers, generator etc.), software and staff, the project has supported DOFE in moving from a paper-based system of complaints which was largely inefficient to a computer based system where reports can be generated at the click of a button. To date, over 8,000 complaints have been recorded on the system allowing the department to track complaints, monitor their outcomes, and offers the potential to also track complaints against specific recruitment agencies which holds a lot of potential for the future development of a rating system that may, or may not occur during the life of the project. The software, which will be integrated into a broader upgrade of DOFE software currently being developed by SDC through the SAMI project, has been well received by the department. It also offers a potential source of data that could be used in the development of a rating system for recruitment agencies, should this activity be taken further in Nepal. The development of the job classifications system, which was first developed in 2008, is still in progress. The challenge with the current system is that it does not adhere to international definitions making it hard to use the tool to understand overseas demand and domestic supply. A committee has been formed to take forward these activities although progress has been slow. The previous focal point within DOFE, who has now moved to MOLE, has indicated his desire to see this activity followed through. Efforts will also be put in place to better link embassies with the ministry to promote better information sharing.

In Nepal, the project also implemented training with the Institute of Foreign Affairs between 1 and 19 August 2014. Over the course of 11 days, 24 sessions on a range of topics were provided. The intended participants were six newly appointed labour attachés, as well as officials from MOLE and MOFA (Ministry of Foreign Affairs). Attendance at the training course exceeded expectations, particularly given that it was run outside of office hours. Interest in its replication has already been indicated.

In Pakistan, based on a request, the project developed a manual for Pakistani trade unionists on Decent Work for Migrant Workers. The manual was developed from the 'In Search of Decent Work – Migrant Workers' Rights: A Manual for Trade Unionists' developed by ILO's Bureau for Workers' Activities (ACTRAV) in 2006 to fit the Pakistani national context to avoid duplication of efforts and to ensure the relevance of the materials for the participants. The training was then delivered in 'Training of Trainer' (ToT) format to 31 participants (87 per cent male), representing all provinces of Pakistan (although the

majority were from Lahore) on 3-4 March 2015. The training received a lot of support from the Pakistan Workers' Federation (PWF) and it is planned that the materials will be included into the curriculum of the federally mandated Industrial Relations Institute (IRI) in Lahore. The only real criticism of the training was that it was too short to digest of the materials properly. Given that the original manual is for a 5 day training, it may be worth considering extending the training duration in future delivery of the training.

### *Direct Support Activities in Destination Countries*

The project is currently engaging the services of Migrant Forum Asia and GEFONT to extend networks in destination countries.

Through the project, GEFONT is developing their networks of support groups in key destination countries. Progress in Kuwait has proved challenging especially in regard to identifying and appointing a focal person. A previous focal person who was appointed by GEFONT to mobilize and facilitate the support groups in Kuwait had to return back to Nepal when his work visa got revoked. A suitable representative has not yet been found, however in Qatar and UAE, in particular, progress is being made. The hope is that, through the work of GEFONT, what 4-5,000 migrant workers will be reached through pre-departure efforts and that 2-3,000 will benefit from the support networks established in the countries of destination. The GMS TRIANGLE project is also working with GEFONT as their work in Malaysia is well executed, with the support group based inside the Malaysian Trade Union Confederation (MTUC) building.

While GEFONT themselves acknowledge that progress on the project activities to be implemented in Nepal is slow, they also note that they have built their own capacity through participation in areas such as report writing, and increased understanding of the migration issue. A major factor contributing towards this slow progress is also due to the delay in renewal of the MoU between GEFONT and DOFE. GEFONT previously had a MoU with DOFE which enabled their volunteers to have access to the premises of the DOFE thus making it more effective to reach potential migrant workers with pre-departure information. The project designed specific project activities based on this strategy to reach potential migrant workers. However, with the end of the timeframe of the MoU and the delay in renewal of the MoU as a result of the high turnover of the Director General of the DOFE there has been delay in the activities. Despite this setback, GEFONT has been using other avenues to reach potential migrant workers and they have also noticed an increasing number of members joining GEFONT prior to their migration, which guarantees that they have information on support services in selected destination countries. This was not the case prior to the project and GEFONT attribute this, in part, to the efforts of the project staff. GEFONT are also, however, active in providing information to workers as they enter

DOFE (as they are not officially allowed to operate within the premises). In addition to the work in Nepal, the activities in UAE have taken off more effectively and in a shorter time span than anticipated. At the start of the project, there were no support groups. At the present moment, one central and five regional support groups have been formed and mobilized in UAE. These support groups have been vital in reaching out to Nepali migrant workers and providing information as well as referral support.

The partnership with Migration Forum Asia (MFA) has been particularly strategic given their existing networks in the GCC countries. MFA are not a new partner for ILO and they work closely on matter of global policy concern such as the protection of labour migrants. Three years ago, MFA had an EU funded project in Oman. During this time they established a network of support services. Through the NPC in India, the CTA came into contact with MFA and in collaboration an implementation plan was developed to replicate some of the activities from Oman to the project countries (Qatar, Kuwait and UAE). MFA already have networks of contacts in these countries who provide, often voluntary support to migrant workers in areas such as legal support and healthcare. Through project funding, the network in UAE recently ran a medical camp during which five doctors provided free medical care to migrant workers. Although record keeping has been challenging, around 3-400 migrant workers have received support through MFA projects. While the budget for these activities has been relatively small, the interest of ILO in supporting the networks has had a spillover effect on the motivation of these groups as their efforts are being recognised and validated. While MFA did not report much interaction with GEFONT, they also specified that there is limited overlap given the scope of the services they are able to provide and GEFONT's focus on Nepali workers.

#### Access to Justice Study

##### *Activity Type: Knowledge Creation*

At the time of the evaluation, ToRs were being prepared for national studies on access to justice in India and Pakistan. The main objective of the study is to “prepare a research paper on migrant workers access to justice, including the legal and equitable remedies for any violation of rights of (Indian/Pakistani migrant workers in both countries of destination and origin” (ToR). This is to be achieved through the preparation of a report detailing (1) an overview of the situation of migrant workers which includes a review of existing data sources providing numbers of complaints filed, and resolved, by different stakeholders as well as an overview of the legislative framework governing such mechanisms; 2) a review of access to justice mechanisms in main countries of destination including the major challenges faced; 3) a review of access to justice mechanisms in countries of origin; 4) policy recommendations for how these processes can be improved

both domestically and abroad. A report<sup>21</sup> on access to justice was recently published in Nepal and thus its implementation would have been inefficient.

### **Improvement of Training and Portability of Skills**

The primary activity that can be reported under this strategic pillar has been the work conducted through a series of country specific researches in six countries of destination and four countries of origin on the development of occupation demands and specific country of origin and country of destination reports.

#### *Knowledge Products*

The “Labour Market Trends Analysis and Labour Migration from South Asia to Gulf Cooperation Council Countries, India and Malaysia” report, which was in its final stages of production at time of the evaluation, is the main set of activities reportable under this strategic pillar. The study, which was conducted in collaboration with GIZ and the ILO/SDC migration project in Bangladesh<sup>22</sup>, allowing its extension beyond the scope of the project to other relevant countries (notably India as a destination country, Malaysia and Saudi Arabia), was challenging to implement. The major challenge to its implementation was the identification of consultants, particularly in the destination countries, that could conduct the assignment.

Through this activity, country of destination studies were completed to “assess the changing demand for male and female foreign labour in Kuwait, Qatar and UAE for the period 2014-2025” (ToR). In addition, country of origin studies are underway to “gain insights into information, policies and systems in the countries of origin hampering or supporting the migration of male and female workers from Bangladesh<sup>23</sup>, India, Nepal and Pakistan”. The drafts of these studies will be discussed in national consultation workshops in the three countries during which the finalized country of destination studies will be presented. The reports will thereafter be published. The first meeting is tentatively planned for May in Kathmandu.

Based on a government request, on 26 June 2014, a National Seminar already took place in Pakistan to disseminate the country specific findings of the overarching study. Around 70 people attended the event including a range of stakeholders (government officials,

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<sup>21</sup> <http://www.opensocietyfoundations.org/publications/migrant-workers-access-justice-home-nepal>

<sup>22</sup> Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh

<sup>23</sup> The inclusion of Bangladesh is due to GIZ's involvement in the study.

technical training institutes, provincial TEVTAs, recruitment agencies, worker representatives, other development actors and funders, and NGOs).

*Information Portal (India only)*

Activity Type: Direct Service

As noted in section 4.2, Activity 1.1 on the development of a South-Asia GCC Employment Information Portal has been modified by the project. A feasibility study for this activity was conducted and this identified several pre-existing portals. Thus the project is exploring the possibilities of developing a single window portal/ smartphone application to link together existing job portals for potential migrant workers from India.

Issues of skills recognition, skills passports etc. are addressed largely in partnership with the ILO Senior Skills Specialist in Delhi who is a member of the steering committee of the UAE/Kuwait skills project as well as under the ILO Asia-GCC Fair Migration Initiative. Through the Skills Specialist, ILO is also part of the MOIA inter-ministerial taskforce on skills and was invited to present at an employer's meeting in Dubai organised by MOIA in 2014.

### **Migration and Development (Nepal Only)**

Development of project activities under this strategic pillar are in early stages of development. As noted in Section 4.2, the definition of this pillar in the project document remains rather narrow and focuses primarily on remittances and diaspora engagement. This is largely due to the high relevance of remittances in the context of Nepal where estimates of the share of GDP represented by remittances generally top 25 per cent and links have been established with poverty reduction (UNDP, 2011).

The first key activity which is currently ongoing is the preparation of a research paper on the linkages between migration and development in the Nepali context which, the project team hope, will inform further activities in this dimension. The purpose of the study is to conduct “an evidence-based study on the relationship between migration and development in Nepal with recommendations for policy changes and concrete suggestions for product development” (ToR). At the time of the evaluation fieldwork was underway for this project and 250 of the intended 400 surveys had been collected. According to the project document, the project will move forward with the results of this study to develop and pilot financial products and diaspora engagement strategies. However the budget for these activities is low.

However the project has also sought opportunities through the Kathmandu Migration Group<sup>24</sup> (KMG) to engage with the National Planning Committee of the Government of Nepal to focus on mainstreaming migration into development planning, with takes a broader conceptualization of the linkages between migration and development. Knowledge products, such as the country report on Nepal, highlight a gap in job provision and skills training that will likely result in migration being a necessity for many parts of the Nepali population in years to come. Thus focusing on how migration is affected by other areas, such as labour market development, will be crucial for maximizing the positive impacts of migration on development. At the second High Level Dialogue on Migration for Development in Kathmandu on 19 December 2014, the Government of Nepal<sup>25</sup> resolved to take several actions in partnership and with the support of the KMG to: 1) Set up an inter-ministerial mechanism (task force) with the purpose of mainstreaming migration into sectoral policies, under the leadership of the National Planning Commission; 2) prepare a migration for development strategy that will feed into national development planning; 3) strengthen the capacity of national institutions and civil society on mainstreaming migration; 4) develop an action plan; 5) recognize role of women in the debate; 6) encourage the synergy of financial instruments and support programmes to reflect the role of migration in development assistance and ensure that adequate resources are allocated to this. This represents a major step forward in the area of migration for development policy making in Nepal.

#### **4.4 Efficiency of resource use**

While it was noted in section 4.2 that the project was ambitious for the resources allocated, the achievements of the project to date demonstrate prudent and efficient resource use. In fact, it was noted by one respondent that they were surprised at the number of outputs coming out of the project given its programmable budget.

In terms of cost-efficiency, SALM has pursued synergies with past and present ILO projects (such as TRIANGLE, MAGNET, WiF, ROAP/ROAS, DWAB) to avoid the duplication of activities and to seek partnerships so as to maximise the often limited resources. For example, the SALM project developed the Travel Smart Work Smart (TSWS) brochure

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<sup>24</sup> “The goal of the KMG is to coordinate the complimentary efforts of actors in Nepal and promote joint policy positions, research an interventions of migration in Nepal” (ToR)

<sup>25</sup> Namely representatives of the National Planning Commission, the Ministry of Labour and Employment, Ministry of Foreign Affairs, Ministry of Federal Affairs and Local Development, Ministry of Women, Children and Social Welfare, Ministry of Agricultural Development and the Ministry of Science, Technology and Environment.

initially produced by the GMS TRIANGLE project. There are also plans (as specified in the TOR) to make use of the MRC Operational Guidelines developed under the same project. Much of the work of the DWAB project laid the groundwork for project work in India, most notably their work on ethical recruitment.

The collaboration with the DFID funded WiF project is particularly noteworthy. In Nepal the project staff meet on a weekly basis to ensure that they avoid duplications and identify areas for potential cooperation. In India meetings occur less often between project staff but nevertheless on a frequent basis. Concrete examples of output include working together in India on the evaluation of migrant resource centres, outreach activities and ethical recruitment and in Nepal on the development of pre-departure orientation training, ethical recruitment and collaboration with the FEPB to develop a collective migrant workers' agenda for the 18<sup>th</sup> SAARC summit and support to the national MRC.

SALM has also actively sought out opportunities for collaborations with other international organisations and donors. For example, it came to the attention of the CTA that GIZ were planning a similar study on labour market trends in selected destination countries under their INCLUDE project. While the focus of the studies were slightly different, with GIZ focused on value chains and ILO on skills developed, the two agencies combined resources and developed a TOR together. This allowed for the study to be conducted in a broader range of countries which also held relevance to the partner countries (for example the inclusion of India, Malaysia and Saudi Arabia as destination countries). While some challenges were acknowledged regarding this partnership, notably that ILO's focus slightly overshadowed that of GIZ, and that it was challenging to identify suitable consultants, there was general consensus that the end result is useful for both parties.

The project also partners with IOM in all three countries. In Nepal, collaboration has been centred around the work with NAFEA on the development of an action plan on the implementation of the NAFEA code of conduct on ethical recruitment, and in the development of the 2013/14 Labour Migration for Employment report launched by MoLE in September 2014 (also in partnership with TAF). In India, IOM was given a platform to share their International Recruitment Integrity System (IRIS) in a session conceptualised and supported by SALM for a FICCI conference<sup>26</sup> on "Mobility and the Business Case for Migration" held in December 2014 and further collaborations are being explored in relation to actions around Convention No. 181 on Private Employment Agencies. In Pakistan the project team worked together with IOM to develop a portfolio of activities to mark International Migrants Day on 18 December. These were scheduled to take place on 17 December, however, due to the terrible terrorist attack on a school in Peshawar on Dec 16,

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<sup>26</sup> <http://www.ficci.com/past-events-page.asp?evid=22229>

all public meetings were cancelled nationwide, including the media briefing and the TV interview. An ILO op-ed highlighting the significance of SAARC recognising the importance of labour migration was however published in a leading newspaper in Pakistan (as well as in Nepal) for this occasion<sup>27</sup>.

SALM is also currently supporting an SDC initiative by providing the funding for one journalist from Pakistan to cover issues relating to migrant workers. This initiative is done in partnership with Panos South Asia (a network of media and other information actors working together to enable developing countries to shape and communicate their own development agendas through informed public debate). Through funding from SDC, Panos South Asia is implementing a two year project aimed to encourage dialogue and discussion on migrant labour issue among all concerned, including labourer, trade unions, and governments of labour-sending and labour-receiving countries. This will mainly be done by supporting journalists from Bangladesh, India, Nepal, Pakistan and Sri Lanka to cover issues of migration through a Media Fellowship. As they could only afford to include one journalist from Pakistan (a country where migration is really under-reported) the project agreed to fund one additional journalist from Pakistan. The investment for SALM is small (USD 5,600) covering travel and a small stipend but allows the participant full access to all aspects of the PANOS two-year programme, including initial training programme in Kathmandu; mid-term meeting to review progress; one trip to Qatar facilitated by Panos/SDC and ongoing support to write news stories.

Cost savings in certain areas of the project have also allowed the team to pursue activities that reflect the interest of partners and are relevant to the project objectives that have not been specified in the project document. For example the ToT implemented in Pakistan for Trade Unions was based on a specific request of the Trade Union partners in Pakistan. The 2013/14 Nepal Migration for Employment Report filled a major void in terms of publicising migration related statistics and the project is now supporting the development of a similar report in Pakistan (and hopefully India). While these reports were not planned for, but clearly meets a large demand for statistics that is not easily accessed by the public, nor by policy makers; savings from other research initiatives will make these reports possible. In Nepal it was not intended that the MRC would be constructed from scratch however cost-savings in the support provided to DOFE for capacity building has allowed for this investment to be made. While the MRC could have been located in an existing space, its location in the labour village, which is currently under construction although already in

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<sup>27</sup> <http://tribune.com.pk/story/808417/saarc-commits-to-helping-migrant-workers/>.  
<http://www.ekantipur.com/2014/12/18/opinion/workers-of-saarc-unite/399170.html> and  
<http://epaper.ekantipur.com/kpost/18122014/epaperpdf/18122014-md-hr-6.pdf>



operation, represents the best placement of a new MRC in the country given the footfall of potential migrant workers going through the labour village every day.

The project has also contributed to the development of the Kathmandu Migration Group (KMG) which brings together funders and development actors working on migration issues in Nepal to better coordinate their activities. This was identified as a major challenge for government partners who often felt that there were some duplication of activities (such as the development of MRCs) by development partners. While it is clear that, at design stages there is limited interaction between donors, the KMG is being received well and has become more institutionalised over the life of the project.

#### **4.5 Effectiveness of management arrangements**

As noted in Section 4.3, the full project team was in place within 10 months of the project start date. The last to join the team was the NPC for Nepal who joined the project in April 2014, just one year before the mid-term evaluation. While the team would ideally have been in situ earlier, ILO provided other forms of support to the project, notably through the participation of Ms. Bina Thapa in the project in Nepal, and visits conducted by the Regional Migration Specialist from ROAP to project countries. Furthermore, the selection of staff for the project has been well received by partners. The majority of respondents were very positive about the project staff and their ability to take flexible and pragmatic decisions that reflected the challenges facing each of the partners. Communication was rated particularly highly with project staff described as available and responsive. The team were also considered by many of the partners to be very committed, critical and knowledgeable which, for the research partners in particular, was very much appreciated. Other ILO staff technically backstopping the project also spoke favourably about the project staff and did not identify any major challenges that could be attributed directly to project staff.

There was some criticism from the country offices in Pakistan and India that the project is somewhat micro-managed from Nepal meaning that they do not always know what is specifically allocated for activities in each country or what is going on in the other countries. For each activity a request goes in to Nepal and subsequently funding is released. In general this was not viewed as causing major delays to the project, since the CTA was responsive and quickly dealt with requests, however it was felt that having more control at the level of the country offices could be more conducive to taking ownership of the project implementation by the NPCs. It was also noted that, in Pakistan, the project would have benefited from the presence of a more senior level staff member given the nature of the

project interventions. In addition, more focus could be placed on enhancing the sharing of information and experiences between the project countries.

The project is generally supported by project partners; however, staff turnover in the counterpart organisations has been a challenge in all of the partner countries (see section 4.3).

Although it is not possible to already allocate funds from the third instalment of the project budget to activities, the strategic use of implementation agreements, which are then divided into different phases administratively, has been an effective way of planning many of the activities. For example the implementation agreements with GEFONT and MFA for developing support networks in GCC countries run until 2016. This allows the CTA to monitor ongoing progress, however also give the project partners a degree of continuity across the life of the project.

There was some discussion about the effectiveness of the PSC in Nepal and Pakistan<sup>28</sup>. In Pakistan, some respondents, particularly government officials, found the PSC to be too large however others highlighted that it brought the right people around the table. The size of the PSC may be a direct reflection of complex post-devolution governance landscape in Pakistan, where different actors, with similar mandates, do not seem to regularly coordinate with one another. In the Nepali context the PSC was considered to function well although some respondents felt that there should be more room for discussion on next steps and less time spent on ILO providing a progress update on ongoing activities. In Nepal there are some discussions about possibly combining the PSC of the WiF and SALM projects since many of the same stakeholders attend both. This will further enhance cooperation between the projects.

The project is backstopped by the EU Delegation in Nepal and, in general coordination with the donor in Nepal has been good and well appreciated by both parties. In part due to staff turnover, and in part due to migration not being a priority, the EU delegation in Pakistan had little to no awareness of the project and more perhaps could have been done, by both parties, to foster better relationships. However it is clear that efforts were made by ILO to include the delegation in their activities. During the evaluation, the visit to the EU demonstrated their interest, yet lack of awareness of the project. In India, the relationship between the EU delegation and SALM project staff is very good and functional. The EU delegation is aware of the project and its activities, even though officially there is no involvement. The representatives still meet regularly (approximately every 3 months) and exchange updates on each other's work on migration. Like ILO, the EU faces challenges

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<sup>28</sup> In India there is no PSC (see section 1 for explanation)

because migration is not high on the agenda of the Indian government and things in this area move very slowly. As such the exchange is valued on both sides. It was observed that through the contact with ILO there have also been positive effects on the work of the EU delegation, for example that they are now also working with MFA, a contact that was gained through the cooperation with ILO.

#### **4.6 Impact orientation and sustainability of the intervention**

There is no doubt that work on the protection of labour migrants from India, Nepal and Pakistan predate SALM and will continue after SALM. However, it is too early to judge how sustainable the project output will be. One reason for this is because many activities rely on the successful implementation of MRCs, to ensure that information generated through the project reaches potential migrant workers. However, at this stage, only Nepal is on track with these activities.

Nevertheless, sustainability has been written into most of the ToRs prepared during the course of the project and the project team have focused on developing activities that match the interests of project partners in a collaborative fashion to maximise ownership which will hopefully result in activities being carried on after the life of the project. However, for many of the project partners, sustainability is very much dependent on their ability to mobilise resources. For example, while the PWF are keen to further cascade the ToT for trade unions developed by the project, they lack the financial resources to do so. However, the strategic use of the Industrial Relations Institute to implement the training means that it will be included into the standard curriculum which of course is a sustainable outcome. The ownership of the national statistical reports that the project has helped to produce also fall into this category. However, it is also relevant to mention that the training in itself built the capacity of PWF, which is a member of SARTUC, increasing their ability to participate in an informed manner due to an increased understanding of the role of trade unions in promoting decent work discussed during the training.

Where project partners are already advancing on certain activities outside of the scope of the project, there is an indication that actions supporting these activities will be sustainable. For example, in India, ICM is working independently on developing a framework for a rating system and has been involved in the development of a standard contract for migrant workers. Additionally, where contributions are made by project partners, such as the provision of legal experts to the MRC in Nepal by the Non-resident Nepali Association, there is an indication of support for the future continuation of such activities.

Collaborations with other ILO projects, which have a longer duration than the SALM project (such as WiF) offers some possibilities for the continuation of specific activities. Just as the SALM project took on some of the work of the DWAB project to increase the chances of the sustainability of its outputs, the same possibility exists for SALM.

Another important element of the sustainability strategy will be to ensure that the project's knowledge products are properly disseminated and visible. It may be worth considering the preparation of short policy briefs to summarise key aspects of the project to increase the accessibility of the information to a broad audience. Particularly the lengthier knowledge products, such as the skills study, the forthcoming access to justice study and the migration and development in Nepal study would benefit from being synthesised to increase their accessibility particularly to a policy audience.

A focus on increasing sustainability and orientating the project towards long-term impact will be key for the remaining duration of the project.

## 5. Conclusions and recommendations

Just weeks after the implementation of the mid-term evaluation, on 25 April 2015, a devastating earthquake measuring 7.8 on the Richter scale hit Nepal causing massive damage, displacement and loss of life in Kathmandu Valley. The recommendations of the mid-term should be viewed in this light.

### *To the Project Team:*

- The project document should be refined and activities which are not feasible or no longer relevant should be discussed with the funder and omitted. Funds should be reallocated to actions with a higher likelihood of sustainability.
- The project is a regional project and there may be more room to highlight the contribution of the project to regional processes in the next progress report.
- A lack of awareness of project activities across project sites was reported in India and Pakistan. More efforts to share information could be promoted.
- Activities that have not yet started should be initiated (e.g. Activity 1.3.1 occupation guides).
- An admin assistant should be appointed without further delay in India to avoid further delays in India<sup>29</sup>
- The project team should develop a clear enumeration strategy to record the number of migrants that have benefited from the range of services and products implemented by the project. Where possible these numbers should be disaggregated by gender, age, education level, occupation, country of origin, country of residence, nature of support received and by whom. This will allow the project to reflect on the particular activities that have been most effective in reaching out to migrant workers, and, when subjected to a cost-benefit analysis, may highlight areas in which future interventions can be targeted. Possible inclusions are:
  - Number of migrants that have received specific services from the MRCs: Information, Legal Advice
  - Number of complaints that have been resolved through upgraded complaints mechanisms (taking the number resolved under the previous non-computer based system and looking at increases)
  - Number of migrants who have received direct assistance (legal, health etc.) in destination countries from GEFONT/MFA
  - Number of TSWM booklets disseminated

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<sup>29</sup> Between the implementation of the mid-term evaluation and the final report a new admin assistant was appointed and began work on 15 April 2015.

- Number of migrant workers using the pilot financial services to be developed under the migration and development pillar
- Discussions regarding a Phase II project should be further developed and focus on sustainability. Projects which require the implementation of activities in countries of destination should consider project staff allocated in those countries to avoid reliance on cooperation with other projects who may or may not have adequate resources to do so.
- Bearing in the mind that the Call for Proposals called for actions not exceeding 36 months while also recognising the project has faced challenges in its implementation largely due to establishing relationships of trust and mutual understanding with new partners, it would be the recommendation of the evaluation team that the project is granted a short no-cost extension. This would ensure that the remaining activities can be implemented with due attention placed on both quality and sustainability. This is of particular relevance to both Pakistan and India, where, at the time of the mid-term evaluation, agreement on the implementation of the MRCs, a core component of the project, had not yet been reached in Pakistan<sup>30</sup>, and progress had stalled in India. This should be discussed with the EC without delay and a revised work-plan demonstrating the added-value of the extension in terms of further safeguarding sustainability should be developed.
- The project team should ensure that the products are properly disseminated and visible. While none were fully complete at time of the evaluation, this will be an important aspect for ensuring that the lessons learned by the project can be taken up by others. It may be worth considering the preparation of short policy briefs to summarise key aspects of the project to increase the accessibility of the information to a broad audience. Particularly the lengthier knowledge products, such as the skills study, the forthcoming access to justice study and the migration and development in Nepal study would benefit from being synthesised to increase their accessibility particularly to a policy audience.

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<sup>30</sup> On 21 April 2015, after the conclusion of the fieldwork for the evaluation, the CTA and the NPC for Pakistan met with MoOP&HRD where the initial ToRs for the MRC were discussed, revisions made, and agreement reached. It is foreseen that this will shortly be signed and that work can commence on 1 May 2015.

*To the Funder:*

- Bearing in the mind that the Call for Proposals called for actions not exceeding 36 months while also recognising the project has faced challenges in its implementation largely due to establishing relationships of trust and mutual understanding with new partners, it would be the recommendation of the evaluation team that the project is granted a short no-cost extension. This would ensure that the remaining activities can be implemented with due attention placed on both quality and sustainability. This is of particular relevance to both Pakistan and India, where, at the time of the mid-term evaluation, agreement on the implementation of the MRCs, a core component of the project, had not yet been reached. This should be discussed with the project staff without delay and a revised work-plan demonstrating the added-value of the extension in terms of further safeguarding sustainability should be developed.
- Applicants for funding should be encouraged to an explicit inception phase in their project documents where the funder and the implementer sit together to discuss any contextual changes that may have implications for the project and refine the project design from the outset. This should include the identification of activities that would lead to duplication.
- Where a project is administratively backstopped by one EU delegation but implemented in multiple countries, increased efforts to ensure coordination with other EU delegations should be pursued.
- In tackling complex issues that involve interventions in different regions, targeted calls for interregional projects may be considered.

**Important lessons learned (see annex 4 for more details)**

It is too early to really state the lessons that can be taken from the project, however a brief note can be offered on programming. Although it is not possible to already allocate funds from the third instalment of the project budget to activities, the strategic use of implementation agreements, which are then divided into different phases administratively, has been an effective way of planning many of the activities. For example the implementation agreements with GEFONT and MFA for developing support networks in GCC countries run until 2016. This allows the CTA to monitor ongoing progress, however also give the project partners a degree of continuity across the life of the project. This could be useful for future CTAs in programming activities for their projects in other EC funded projects.

It is possible that future lessons regarding the relevance of mainstreaming migration for development, based on the work of the KMG with the National Planning Committee, could

be offered an example for other projects, especially relating to the use of project funded knowledge products to provide inputs to these processes (such as the work on skills training which may be a factor contributing to migration) however this is really too early in its development to offer proper comment at this stage.



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**Annex: 1 Data collection tools**

The Interview questions were developed based on the United Nations system’s evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The following questions are based on those listed in the TOR and were extended based on the initial document review. The exact questions used depended on the interviewee.



ILO.docx



Project Partners.docx



Research Partners.docx



EC.docx

## **Annex 2: List of interviews**

### **Project Staff**

- Nepal
  - Ms. Anna ENGBLOM (Chief Technical Advisor)
  - Niyama RAI (National Project Coordinator)
  - Hirendra Lal KARNA (Administrative Support Staff)
- Pakistan
  - Sadia HAMEED (National Project Coordinator)
  - Naima AZIZ (Administrative Support Staff)
- India
  - Ms Seeta SHARMA (National Project Coordinator)

### **Other ILO Staff**

- Global
  - Nilim BARUAH , ILO Senior Migration Specialist for the Asia and the Pacific Region (RO-Bangkok)
  - Han VAN DE GLIND, ILO Senior Migration Specialist for the Arab States (RO-Beirut)
  - Ms Maria GALLOTTI (Specialist in Migration Policies, MIGRANT, Geneva)
  - Ms Anne-Laure HENRY-GERARD (Development Partners Relations Officer, Department of Partnerships and Field Support)
  - Mr. Max TUNON (Senior Programme Officer / Coordinator of the GMS TRIANGLE project)
  - Andrea SALVANI (CTA for the ILO MAGNET project)
  - Olivier CHAILLET (Financial Officer, BUD/CT department, Geneva)
- Nepal
  - Mr Jose ASSALINO, Country Director, ILO Country Office for Nepal
  - Ms. Bharati Sharma POKHAREL, National Project Coordinator, WiF
  - Mr Narayan BHATTARAI, National Project Coordination, ACTRAV
- Pakistan
  - Mr Franceso D’OVIDIO, Country Director, ILO Country Office for Pakistan
  - Mr Syed Saad Hussain GILANI , Senior Programme Officer, , ILO Country Office for Pakistan
  - Ms Belinda CHANDA, Program Analyst, ILO Country Office for Pakistan
- India
  - Ms Boonpala PANUDDA (Deputy Director & Officer-in-Charge)

- Mr Paul COMYN (Specialist on Vocational Training & Skills Development, Decent Work Technical Team – South Asia)
- Mr Coen KOMPIER (Specialist on International Labour Standards, Decent Work Technical Team – South Asia)
- Mr Sher SINGH VERICK (Senior Specialist on Employment Policy, Decent Work Technical Team – South Asia)

## **Funder**

- Nepal
  - Ms. Diana GARCIA ALCUBILLA (Attaché, Governance Programme Manager, Delegation of the European Union to Nepal)
- Pakistan
  - Miss Roshan ARA BEGUM, (Development Advisor, European Union Delegation to Pakistan)
- India
  - Ms Renuka SRINIVASAN (Project Manager, European Union Delegation to India)

## **Government**

- Nepal
  - Mr. Bhesh BAHADUR KARKI, Under Secretary, Ministry of Labour and Employment (Currently stationed at the Department of Foreign Employment)
  - Mr. Bijaya KHATRI, Computer Engineer, Department of Foreign Employment
  - Mr. Raghuraj KAFLE, Executive Director, Foreign Employment Promotion Board
  - Mr. Tika BHANDARI, Director, Foreign Employment Promotion Board
  - Ms. Nirmala THAPA, Director, Foreign Employment Promotion Board
  - Mr. Bishwanath DHAKAL, Joint Secretary (Former Director General of the Department of Foreign Employment), Ministry of Labour and Employment
- Pakistan
  - Mr Ishaque MAHAR, Joint Secretary (Emig/OP), Ministry of Overseas Pakistani and Human Resource Development
  - Mr Habib-ur-REHMAN Khan, Managing Director, Overseas Pakistanis Foundation
  - Mr Rana MATLOOB, Director Training, Bureau of Emigration & Overseas Employment

- Mr Javed ZAFAR, Managing Director, Overseas Employment Corporation, Ministry of Overseas Pakistanis and H R Development
- Mr Fiaz MALIK, Chief, Policy and Planning Unit, Ministry of Overseas Pakistanis & Human Resource Development
- India
  - Mr Shri G. H. RATRA (Protectorate of Emigrants Delhi, Ministry of Overseas Indian Affairs)
  - Mr T.L.S. BHASKAR (Chief Administrative Officer, India Centre for Migration – Ministry of Overseas Affairs)

### **Trade Unions**

- Nepal
  - Mr. Bishnu LAMSAL, Secretary General, General Federation of Nepalese Trade Unions
  - Mr. Jitendra JONCHE, Deputy Secretary General, General Federation of Nepalese Trade Unions
  - Mr. Gopal GHIMIRE, Programme Officer, General Federation of Nepalese Trade Unions
  - Mr Dha SINGH MAGAR, Member, GEFONT Support Group
  - Mr. Laxman BASNET, General Secretary, South Asian Regional Trade Union Council
  - Mr Indra DEV YADAV, South Asian Regional Trade Union Council
  - Mr Ganesh PRASAD NIROULA, South Asian Regional Trade Union Council
  - Mr Amish Karki, South Asian Regional Trade Union Council
- Pakistan
  - Dr Sabur GHAYUR, Senior Advisor to the Pakistani Workers Federation (PWF)
  - Ms. Zahida PARVEEN, Chairperson, Pakistani Workers Federations, Women Wing
- India
  - Mr Harbhajan SINGH SIDHU (Hind Mazdoor Sabha)
  - Mr Anand SWAROOP (Hind Mazdoor Sabha)
  - Mr Cde A D Nagpal (Hind Mazdoor Sabha)

### **Employer/ Recruitment Agencies**

- Nepal
  - Dev Raj KARKI, Managing Director Al Sama International Overseas PVT.LTD.
  - Mr. Gyanu GAIRE, First Vice President, NAFEA
  - Mr. Dan BAHADUR Magar, Chief Officer, NAFEA
- Pakistan

- Mr Habib ur REHMAN, POEPA
- Mr Aqueel AWAN, POEPA
- India
  - Ms Natasha CHHABRA (Federation of Indian Chambers of Commerce)

## **External Collaborators**

- Global
  - Dr Piyasiri WICKRAMASEKARA, Global Migration Policy Associates. Geneva, Switzerland
  - Manolo ABELLA, KNOMAD Chair
  - Sabine ROTH, Independent Consultant
  - William GOIS, Migrant Forum Asia
- Nepal
  - Mr. Ram KHADKA, Senior Economist/Research Team Leader, Institute for Integrated Development Studies
  - Mr. Victor LINDEN, Programme Officer, INCLUDE Programme, GIZ
  - Dr. Meena POUDEL, IOM
  - Ms. Pravina GURUNG, IOM
  - Dr. Bandita SIJAPATI, Research Director, Centre for the Study of Labour and Mobility
- Pakistan
  - Mr Junaid KHAN, IOM
  - Ms. Veera JANSA, IOM
  - Ms Hina MASOOQ, Project Liaison Officer, ICMDP
  - Mr Nasir IQBAL, Pakistan Institute of Development (Advisor to PWF)
  - Mr Shahzad BUKHARI, Four Corners Group (Pvt) Ltd
- India
  - Mr Aqueel KHAN (Association for Stimulating Know How)
  - Mr. S.K. SASIKUMAR (V.V. Giri National Labour Institute )

## **Annex 3: Terms of Reference: Independent Mid-term Project Evaluation**



International  
Labour  
Organization

### **Project**

Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills, and Development Impact

EC contract number: DCI-MIGR/2013/282-607

ILO TC symbol: RAS/12/07/EEC

### **Budget**

€2,407,186 (of which EC is contributing €1,925,749 and ILO € 481,437)

### **Project duration**

1 June 2013 – 31 May 2016

### **Donor**

The European Commission

### **Implementing Agency**

International Labour Organization (ILO)

### **Geographical coverage**

India, Nepal and Pakistan with a focus on low-skilled migration to the GCC Countries (Kuwait, Qatar and UAE)

### **Evaluation date & duration**

February-March 2015 (5 weeks, preparation, field work, report)

### **ToR preparation date**

January 2015

# 1. Background

The world's foreign migrant population in 2013 was an estimated 232 million (persons residing outside their country of birth), according to the United Nations Population Division. The International Labour Organization estimated (in 2010) the population of foreign migrant workers at more than 105 million – with more than 30 million (almost 30 per cent) in Asia. Latest government data place the total annual outflow from five countries in South Asia at 2.5 million migrant workers per year. India is the largest sending country, followed by Pakistan, Nepal, Bangladesh and Sri Lanka. There is an increasing trend of female workers going abroad, although starting from a very low level and with variation among countries: women account for 50 per cent of all migrants from Sri Lanka, but only 6 per cent of all migrants from Nepal and only 1 per cent from Pakistan.<sup>31</sup>

The main flow of workers from South Asia is to Gulf Cooperation Council (GCC) member states. The GCC region emerged as the primary destination for South Asian workers in the 1970s and has remained because of the demand connected with the massive oil boom-related development. Of all migrant workers from India and Pakistan, 96 per cent and 94 per cent, respectively, take jobs in a GCC country, as does some 62 per cent of all migrant workers from Nepal.<sup>32</sup> The vast majority of South Asian migrant workers are low- or semi-skilled and they typically work with a fixed-term contract (including all who go to the GCC countries). The private sector manages most of the recruitment, with state agencies taking a minor role.

Despite the substantial benefits – remittances in origin countries and human capital in destination countries – the official channels for migration are failing to distribute the benefits equitably among employers, intermediaries and workers. Too many migrant workers pay high recruitment fees, receive low wages and are denied their fundamental rights to freedom of movement and freedom of association when abroad. Abuses during recruitment and employment are common. Yet, sadly, the lack of decent work options at home makes the challenging conditions abroad a compelling choice.

Responding to some of these challenges, the International Labour Organization (ILO) is implementing a project entitled “Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills, and Development Impact (hereafter referred to as the **SALM project** or alternatively **the project**). The project is implemented with funding from the European Commission (EC). It has a life span of 36 months (1 June 2013 – 31 May 2016) and a total budget of €2,407,186 (of which EC is contributing €1,925,749 and ILO € 481,437).

The overall objective of the SALM project is to promote well-managed labour migration from South Asia to the GCC, to ensure effective protection of the rights of vulnerable migrant workers, enhance the development impact of labour migration and reduce irregular flows. The project targets low-skilled migrant workers from India, Nepal and Pakistan migrating to Kuwait, Qatar and UAE.

Specifically, the project aims to:

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<sup>31</sup> Bangladesh Bureau of Manpower, Employment and Training (2013), Ministry of Overseas Indian Affairs (2012), Nepal Department of Labour and Employment (2014), Pakistan Bureau of Emigration and Overseas Employment (2013) and the Sri Lanka Bureau of Foreign Employment (2012).

<sup>32</sup> Ibid.



- Provide reliable information on overseas employment opportunities, and build capacity for matching qualified job seekers with the demand from foreign employers.
- Reduce migration costs and recruitment abuses in countries of origin and destination by improving recruitment services; and increase protection of migrant workers during employment.
- Enhance training, portability of skills for outgoing and returning migrant workers, and to promote the development impact of migration.

The action of the project is centred on six strategic pillars including generation of labour market information; promotion of safe migration; improvement of recruitment services; protection in employment; improvement of training and portability of skills, and facilitation of migration and development (specific to Nepal).

## 2. Purpose and scope of the mid-term evaluation

The purposes of the Mid-term evaluation of the First Phase are to draw lessons learned from the implementation of the Project with a view to also assess whether the Project goals and objectives are still relevant. Based on that assessment, the evaluation will assess to what extent the project is on track to reach its objectives and targets, provide recommendations for improvements. The evaluation will:

- Review to what extent the project is relevant and is continuing to meet the needs of its ultimate target group – migrant women and men workers;
- Review the achievements of the project to date by assessing to what extent the stated objectives and major outputs are being achieved;
- Review the extent to which the project is on target in identifying opportunities and strengthening activities in areas where these have been introduced;
- Review the efficiency and effectiveness of the project implementation framework and links to national priorities with regard to labour migration;
- Assess the extent the various elements of the project are likely to be sustained beyond the project duration;
- Assess if the project is likely to reach its objectives and targets at the end of the project lifetime;
- Draw conclusions in terms of the progress made and make recommendations for the remainder of the project.

The evaluation will be carried out in accordance with ILO standard policies and procedures<sup>33</sup>. It is defined as an internal evaluation and will be conducted by an independent evaluator. The final methodology and evaluation questions will be determined by the independent evaluator in consultation with the project Chief Technical Advisor. However, in line with the Guidance Note 9 on internal

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<sup>33</sup> The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

evaluations<sup>34</sup> and with suggestions from the Guidance Note 2 on (independent) mid-term evaluations<sup>35</sup> developed by the ILO's Evaluation Unit, it is proposed that the evaluation will focus on the following<sup>36</sup>:

**Relevance:** Questions to highlight the relevance could include:

- To what extent to which the project approach is strategic and is based on ILO comparative advantages?
- Do the project interventions align (and how) with and support relevant national development plans (including Decent Work Country Programs) and, national policies and action plans on relevant issues as well as programmes and priorities of the workers' and employers' organizations and civil society organizations?
- Does the project align (and how) with and promote the ILO's Regional and Global Outcomes on Labour Migration and the ILO Multilateral Framework on labour migration?
- Does the project support and to what extent does it contribute to and complement with relevant ILO projects and programmes in the region?
- To what extent does the project support and contribute to EU strategic areas, priorities and Partnership with the ILO?
- Do the problems/needs that gave rise to the project still exist, have they changed or are there new needs that should be addressed?
- Was the project an appropriate response to the problems/needs that existed when it started?
- Is it still appropriate to the problems/needs?
- Are the objectives still valid or should they be reformulated?

**Validity of design:** This aspect relates to the logical framework:

- Are the objectives clearly stated, describing the solutions to the identified problems and needs?
- Are the indicators of achievement clearly defined, describing the changes to be brought about?
- Have the external factors affecting Project implementation been identified and assumptions proven valid?
- Is the Project document logical and coherent linking the inputs, activities and outputs to each immediate objective?
- Are the roles and commitments of the various partners clearly identified?
- What recommendations may be given for continuing or further improvement?

**Effectiveness:** The mid-term evaluation will determine how effective the project has been, so far in achieving the project's objectives, impact on potential synergies with national initiatives, synergies with other ILO and donor supported projects and activities, project visibility.

- To what extent is the project on track to achieve outcomes *vis-a-vis* the project logical framework? E.g. is the project making sufficient progress in meeting its objectives? And is the project making sufficient progress in conducting activities and producing outputs?
- Do the target groups (i.e., social partners, recruitment agents etc.) participate in formulation and implementation of the project activities?
- To what extent have beneficiaries benefited from the project?

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<sup>34</sup> ILO. 2013. I-eval Resource Kit. Guidance Note 9: "Internal Evaluations for Projects". Accessed 22 January 2015  
[http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_167056.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_167056.pdf)

<sup>35</sup> ILO. 2013. I-eval Resource Kit. Guidance Note 2: "Mid-tem evaluations". Accessed 22 January 2015  
[http://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_165976.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165976.pdf)

<sup>36</sup> A more detailed list of evaluation questions will be prepared by the external evaluator based on the document review prior to field research.

- Have the benefits of the project begun accruing to the ultimate target group, i.e., migrant women and men workers?
- What are the lessons learned and identified good practices?

**Efficiency:** This aspect will relate to the project outputs and activities, including cost efficiency, sound management, flexibility of the project in adapting to external factors, etc.:

- Do the expected Project results continue to justify the costs incurred?
- Are the resources being spent as economically as possible?
- Were the actions of the various implementation partners complementary?
- Are there more efficient ways and means of delivering more and better outputs with the available inputs?

**Effectiveness of management arrangements:** This aspect refers to the effectiveness of the managerial arrangements and can include the following questions:

- Are management capacities and arrangements adequate and do they facilitate good results and efficient delivery? Is there a clear understanding of the roles and responsibilities by all parties involved?
- Does the project receive adequate political, technical and administrative support from its national partners, especially local governments? Do implementing partners provide for effective project implementation? Has cooperation with project partners been efficient?
- How effective has internal management, including strategic and annual planning, staff arrangements, governance and oversight of the project been?
- Is relevant information and data systematically being collected and collated? Is reporting satisfactory?
- How effective has the strategic use of coordination and collaboration with other ILO projects and with other donor's projects in project countries been?
- Has there been any change to the risks identified at the project outset (Risk Matrix), what have been the adverse impacts faced, and has the risk mitigation strategy been adequate?

**Sustainability:** This aspect refers to the extent to which adequate capacity building of social partners is taking place to ensure mechanisms are in place to sustain activities and whether the existing activities are likely to be maintained beyond project completion. It can include the following questions:

- What is the level of policy support provided and the responsiveness of the recipients?
- How is the project contributing to institutional capacity building?
- Do conditions exist to ensure that the project's results will have lasting effects?

### 3. Suggested methodology

The mid-term evaluation will employ a number of different methodologies, including an initial desk review of key documents related to the project and interviews with key stakeholders as follows:

**Desk review:** The evaluator will undertake a desk-review of two sets of key documents:

- Documents directly related to the project such as the project document, progress reports, minutes from the Project Advisory Committee meetings, terms of references for various project activities, mission reports, research produced under the project, project leaflets etc.
- Documents indirectly related to the project such as Decent Work Country Programmes and other strategic ILO and EC documents.

**Interviews:** The evaluator will conduct interviews with a large number of key project stakeholders and project partners in India, Nepal and Pakistan including but not limited to Ministries/department of migration, academia, trade unions, recruitment agencies etc.; beneficiaries; EU Delegation in India, Nepal and Pakistan; national and international agencies working on migration; ILO Senior Migration Specialist in Bangkok and other technical specialists, MIGRANT Asia focal person in Geneva, ILO country directors in India, Nepal and Pakistan and project staff.

These interviews will be conducted during in-country visits to India, Nepal and Pakistan and over Skype where face-to-face interviews are not possible.

**Note that two separate evaluators will be involved in this assignment: lead evaluator Ms Elaine McGregor who will have the overall responsibility for the evaluation, including the field visits to Pakistan and Nepal; and a second evaluator who will conduct the visit to and all interviews in India. The second evaluator will work under the supervision of the lead evaluator and report directly to her.**

#### 4. Main deliverables

The Evaluator will be responsible for the following deliverables:

**Evaluation Methodology / Inception report:** The evaluator will draft a short inception report upon the review of the available documents and an initial discussion with the project management. This inception report should set out the clear evaluation methodology (which includes the key questions and data gathering tools and analysis methods; the choice of site visits based on discussion with project management) and any changes proposed in the methodology or any other issues of importance in the implementation of the evaluation.

**Presentation at a stakeholder workshop:** At the end of the evaluation mission (in Nepal), the evaluator will present the preliminary findings at a stakeholder workshop. The presentation should highlight the strengths, areas for improvement and recommendations for sustainability. The evaluator will be required to prepare a PowerPoint presentation and a brief document highlighting the main findings.

**Draft and final reports:** The main output of the mid-term evaluation will be a final report, the first draft of which will be circulated for comment by the ILO and other stakeholders. The report should not be longer than 40 pages, excluding annexes. It will contain an executive summary (of no more than 4 pages and appropriate for publication on the ILO website, including prioritized recommendations with timeline suggestions, and a summary of lessons learned and good practices), a section with project achievements to date, findings and recommendations for short- and medium-term action. The final report is subject to final approval by the ILO.

#### 5. Selection criteria for the evaluator

The external evaluator shall have experience in the evaluation of development or social interventions, expertise in the subject matter, an understanding of the ILO's tripartite culture, and knowledge of the region. The evaluator should have experience in dealing with migration related topics. The evaluation

team will be guided by her/his high professional standards and principles of integrity in accordance with the guiding principles of the International Program Evaluation Network (IPEN)<sup>37</sup> The evaluator will abide to the UN Evaluation Group (UNEG) Code of Conduct for Evaluation in the UN System.<sup>38</sup>

The evaluator shall have an advanced degree in international development or social sciences, training on evaluation methods, knowledge about migration issues and ILO approach. Full command of English will be required.

## 6. Roles and responsibilities

This section outlines the roles and responsibilities of the key facilitators of this evaluation, e.g. the External Evaluator, the project Chief Technical Advisor and the three National Project Coordinators:

### External Evaluator

The external evaluator will be responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary
- Review project background materials (project document, progress reports, concept notes etc.)
- Conduct preparatory consultations with the ILO prior to the country visits via Skype.
- Develop and implement the assessment methodology (for example prepare an interview guide, including a detailed list of evaluation questions, conduct interviews, review documents) to answer the assessment questions.
- Conduct field visits to Pakistan and Nepal and conduct interviews with key stakeholders and project partners
- Supervise the second evaluator who will do the interviews in India.
- Prepare an initial draft of the assessment report.
- Present the results of the field mission to a group of stakeholders in Nepal
- Prepare the draft and final report with due consideration of the feedback and comments on the initial draft report.

### Chief Technical Advisor

The Chief Technical Advisor will be responsible for:

- Identify the independent evaluator (based on the profile outlined above) and facilitate contractual aspects
- Draft and finalize the ToR with inputs from stakeholders including the evaluator
- Collect and submit all relevant project materials, including studies, TORs, technical and financial reports, tools, publications produced etc.
- Participate in preparatory briefing via Skype prior to the assessment mission and help to set-up other Skype calls as relevant
- Participate in debriefing on findings, conclusions, and recommendations
- Review and provide comments on the initial draft report

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<sup>37</sup> <http://www.eval-net.org/index.php?id=3>

<sup>38</sup> <http://www.unevaluation.org/uneqcodeofconduct>

- Ensure that appropriate follow-up action is taken (e.g. respond and implement recommendations)

### National Project Coordinators in India, Nepal and Pakistan

The National project coordinators in India, Nepal and Pakistan will be responsible for:

- Participate in preparatory consultations via Skype prior to the country visit
- Scheduling all meetings and interviews for the field research
- Ensure necessary logistical arrangements for the country visits (hotel reservations, in-country travel, workshops)
- Review the initial draft report, circulating it for comments and provide feedback
- Review the final draft of the report
- Disseminating the final report to stakeholders as relevant
- Coordinate follow-ups as necessary

## 7. Timeframe and number of workdays

The mid-term evaluation will be conducted between 9 March – 30 April 2015 (seven weeks) with the following time frame:

Activity	Time frame
Desk review:	9 – 20 March 2015 (five working days in total)
Field work: <ul style="list-style-type: none"> <li>• Pakistan: Week of 23 March 2015</li> <li>• India: Week of 23 March 2015</li> <li>• Nepal: Week of 30 March 2015</li> </ul>	23 March – 3 April 2015 (ten working days in total)
Submission of first draft report:	15 April 2015 (five working days in total)
Deadline for comments from stakeholders	23 April 2015
Submission of final report based on comments from stakeholders	30 April 2015 (five working days in total)

The following is a tentative estimation of the number of days necessary to complete this mid-term evaluation:

Tasks	Work Days	Daily Allowance
Preparatory research & consultations	7	
Field research (3 days in Pakistan, 3 days in India, 5 days in Nepal per country)	11	11
Travel days (TBC depending on ticketing)		7
Presentation of preliminary results	1	1
Initial draft report	6	
Finalization of the report	5	
<b>Total</b>	<b>30</b>	<b>19 (TBD)</b>

## 8. Budget for Mid-Term Evaluation

The total budget for the evaluation equals **US\$21,988.00**. Please refer to the detailed budget in excel for calculations.

Cost for consultant:

- 30 working days x USD 500/day
- Travel costs, including air tickets and daily subsistence allowance (DSA)<sup>39</sup> will be reimbursed based on actual costs.

## 9. Terms of payment

- A first payment equivalent to 25% of the total contract (USD 5,497.00) will be made to the evaluator to cover the costs for travel and DSA.
- A final payment, equivalent to 75% of the total contract (USD 16,491.00) and 100% of the travel costs (based on actual costs) will be paid upon delivery of the final report of the mid-term evaluation to the full satisfaction of the ILO.

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<sup>39</sup> Will be paid based on UN rules and regulations for consultants.

## Annex 4: Lessons Learnt

### ILO Lesson Learned Template

**Evaluation Title: Independent Mid-Term Evaluation of Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills, and Development Impact (SALM)**

**Project TC/SYMBOL: RAS/12/07/EEC**

**Name of Evaluator: Elaine McGregor and Katrin Marchand**

**Date: 15<sup>th</sup> April 2015**

**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.**

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	Although it is not possible to already allocate funds from the third instalment of the project budget to activities, the strategic use of implementation agreements, which are then divided into different phases administratively, has been an effective way of planning many of the activities. For example the implementation agreements with GEFONT and MFA for developing support networks in GCC countries run until 2016. This allows the CTA to monitor ongoing progress, however also give the project partners a degree of continuity across the life of the project.
<b>Context and any related preconditions</b>	EC financed projects.
<b>Targeted users / Beneficiaries</b>	Future CTAs
<b>Challenges /negative lessons - Causal factors</b>	The financial administration of EU projects can be challenging since funding is delivered in instalments and at least 70% much be committed before the next instalment is released. For most projects with a focus on influencing policy, activities at the start of the project may require less financial commitments but lead to requests for support in implementation. More flexibility in budget allocation would be preferable but the use of implementation agreements offers on potential workaround.
<b>Success / Positive Issues - Causal factors</b>	The use of implementation agreements allows for more strategic long term planning and ownership over project implementation by partners.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	This related more to funder requirements.



