

**Final Evaluation of  
Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Workers' Rights  
Programme**

**Final Report**

***Submitted to:***

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***Submitted by:***

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## LIST OF ACRONYMS AND ABBREVIATIONS

AFEON	Association of Foreign Employment Orientation Nepal
AWP	Annual Work Plan
BCC	Behavioral Change Campaign
BPFA	Beijing Platform for Action
CAG	Community Alert Group
CBO	Community Based Organization
CDO	Chief District Officer
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
GR 26	General Recommendation No. 26
GoN	Government of Nepal
GoSA	Government of Saudi Arabia
CoC	Code of Conduct
CSO	Civil Society Organization
DAO	District Administrative Office
DDC	District Development Committee
DoFE	Department of Foreign Employment
DRF	Development Results Framework
DW	Domestic Worker
DWCO	District Women and Children Office
EC	European Commission
ER	Expected Result
EWMWA	Empowering Women Migrant Workers of Asia
FEPB	Foreign Employment Promotion Board
FGD	Focus Group Discussion
FM	Frequency Modulation
G2G	Government to Government
GBV	Gender Based Violence
GFMD	Global Forum on Migration and Development
GFONT	General Federation of Nepalese Trade Unions
GESI	Gender Equality and Social Inclusion
IEC	Information Education and Communication
ILO	International Labour Organization
INGO	International Non-Governmental Organizations
IOM	International Organization of Migration
KIIs	Key Informant Interviews
LGCPD	Local Government and Community Development Programme
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals

MITRA	Management Innovation, Research and Training Academy
MoFALD	Ministry of Federal Affairs and Local Development
MoLE	Ministry of Labour and Employment
MoU	Memorandum of Understanding
MWCSW	Ministry of Women Children and Social Welfare
MRF	Management Results Framework
NAFEA	Nepal Association of Foreign Employment Agencies
NAP	National Action Plan
NGOs	Non-Governmental Organizations
NHRC	National Human Rights Commission
NIDS	Nepal Institute of Development Studies
NNSM	National Network on Safe Migration
NRN	Non Resident Nepali
NRNA	Non Resident Nepali Association
NTV	Nepal Television
NWC	National Women Commission
PAB	Project Advisory Board
PNCC	Pravasi Nepal Coordination Committee
Pourakhi	Organization of Women Migrant Workers
PSA	Public Service Announcement
ROM	Result Oriented Monitoring
SDC	Swiss Agency for Development and Cooperation
SLBFE	Sri Lanka Bureau of Foreign Employment
SDO	Social Development Officer
ToR	Terms of Reference
TYP	Three Years Plan
UAE	United Arab Emirates
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNEG	United Nation Evaluation Group
UN Women	UN Entity for Gender Equality and the Empowerment of Women
VDC	Village Development Committee
WCD	Department of Women and Children
WDO	Women Development Officer
WMW	Women Migrant Worker

## EXECUTIVE SUMMARY

### INTRODUCTION

Despite the sluggish economic growth and instable political and social context, Nepal has seen a stellar progress in reducing its poverty to 25% from 42%.<sup>1</sup> Nepal's multidimensional poverty has also dropped rapidly to 44.2% from 64.7% in 2010.<sup>2</sup> Foreign employment absorbs approximately 4,25,000 Nepali youth who enter the labour market every year.<sup>3</sup> Further, it is estimated that this sector is able to generate jobs for about 0.34 million people all over the country which is almost equal to the number of migrant workers leaving the country in a year.<sup>4</sup> Each family is receiving an average of NRs. 80,436 as remittances which cover more than 30% of the total family expenses.<sup>5</sup> The remittances flow has increased by 15 times reaching NRs. 9,245 in year 2010-11 per person from only NRs. 625 in year 1995-96.<sup>6</sup> The impact of such transformation cuts across all geographic regions taking this benefit of migration across the country. The gains have also benefited women directly, with some reports stating women comprise 30% of the migrant population<sup>7</sup> and contribute 11% of the total remittances.<sup>8</sup>

Despite such significant contributions of remittances to the national and household economies and their important role in poverty reduction, women migrant workers (WMWs) in Nepal have long faced human rights violations and abuses as a result of their general disenfranchisement and lack of collective voice to advocate for themselves. They are subject to exploitation and vulnerable to mistreatment in the countries where they seek work, in the country of transit and upon return to Nepal. Direct and indirect forms of restrictions are forcing women to use illegal routes to travel for foreign employment as they depend on informal recruitment processes and agents. Such unregulated recruitment and placement processes as well as a lack of education, information and skills fuels the problems of human trafficking and human smuggling, more distinctly among women and girls. Lack of assets and land ownership and subsequent debt burden exposes women to a cycle of abuse and exploitation throughout the migration cycle. There are issues of stigmatisation, marital discord, problems with children and inadequate reintegration schemes if no attention is given to the particular needs and situation of women. Unregulated migration processes and forced labour migration are impeding the success of this sector.

In Nepal, national, bilateral and international policy instruments govern foreign labour migration. It is regulated directly by the Foreign Employment Act 2007, the Foreign Employment Regulations 2008, and the Foreign Employment Policy 2012 and indirectly by a

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<sup>1</sup>Nepal Living Standard Survey 2010

<sup>2</sup> Human Development Report 2013

<sup>3</sup> Foreign Employment, Remittance and Its Contribution to Economy of Nepal, IOM and MoLTM,, 2010.

<sup>4</sup> Ibid

<sup>5</sup> Economic Survey 2011-2012 (Unofficial translation)

<sup>6</sup> Foreign Employment, Remittance and Its Contribution to Economy of Nepal, IOM and MoLTM,, 2010.

<sup>7</sup> False promises, Exploitation and Forced Labour of Nepalese Migrant workers , Amnesty International,2011

<sup>8</sup> Nepal Living Standard Survey 2003/04

number of other national laws, bilateral labour agreements, Memoranda of Understanding (MoU), treaties and international conventions. Nepali labour migrants also come within the framework of specific national laws of the countries to which they migrate for work.

To support national priorities in promoting the protection of migrant workers' rights, a 32 months project<sup>9</sup> "Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Worker's Rights," supported by the European Commission and UN Women, was launched in 2011 in 15 districts covering all five development regions, namely, Jhapa, Morang, Sunsari, Sarlahi, Chitwan, Makawanpur, Dhading, Kathmandu, Sindhupalchok, Kaski, Rupandehi, Nawalparasi, Gulmi, Bardiya and Kanchanpur.<sup>10</sup> The goals and objectives of the programme were focused on protecting the rights of women and men migrant workers and the members of their families by strengthening the capacity of duty bearers and rights holders. This is also in line with the UN Women's Development Result Framework (DRF) Outputs 2.1.1<sup>11</sup> and 2.1.3.<sup>12</sup> It is apparent that this programme was built on the existing UN Women' programme on Empowering Women Migrant Workers (EWMWs).

The objectives of the final evaluation were to assess the results of the programme at different levels (*output, outcome* and *impact*), analyse lessons learnt, document good practices, and provide recommendations for future course of actions to enhance a conducive environment for women and men migrant workers to enjoy their rights to benefit from safe migration opportunities, acquire information for learning and decision making with regard to future programming and support accountability.

Furthermore, the scope of the evaluation comprised the assessment of two specific objectives and four expected key results that were developed to achieve the main goal of the programme, which eventually addresses the Outcome 2 of UN Women Nepal's Annual Work Plan (AWP): *improvement of economic opportunities and adequate social protection for vulnerable groups.*

The findings and recommendations of the evaluation can be used by, and be of interest to several stakeholders such as UN Women and other UN agencies, development partners, government agencies, diaspora communities, recruiting agencies, political parties, research institutions, academicians, civil society organizations across all levels, media, and agencies working to protect the rights of women and men migrant workers and their family members.

## METHODOLOGY

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<sup>9</sup>The project was designed for a specific duration but the project activities were implemented in a Programmatic manner as UN Women is continuing the work since 2001 and also have plan to work on the issue at least till 2017 thus referred programme hereafter.

<sup>10</sup> TOR is available as Annex 1 to this report.

<sup>11</sup>DRF Output 2.1.1 Government stakeholders have enhanced capacities to develop and implement gender responsive National Action Plan (NAP) on Safe Migration, and to implement CEDAW Concluding Comments on WMWs and employment

<sup>12</sup>DRF Output 2.1.3 Community groups have strengthened capacities for evidence-based advocacy for safe migration of women.



The evaluation employed purposive sampling techniques and mixed methods of data collection. It aimed to ensure high quality findings to enhance the knowledge management system and learning framework of UN Women. The evaluation team consisted of four members with expertise in Project Evaluation, Gender, Migration and Social and Community Development. The team collected data from six sample districts (Jhapa, Morang, Sunsari, Kathmandu, Sindhupalchok, and Bardiya) and from 85 respondents/stakeholders (32 male, 53 female) employing various methods such as Focus Group Discussions (FGDs), Key Informants' Interview (KIIs), consultations and stakeholder workshops, telephone enquiries, short case studies and desk reviews. The qualitative data were derived from the evaluation objectives and analysed thematically.

## **MAJOR FINDINGS**

**Relevance:** The programme was relevant in terms of both the objectives and approaches to protect the rights of women and men migrant workers and their family members by strengthening the capacity of duty bearers (government line agencies), rights holders (WMWs and their family), and non-government service providers and the media. It also appeared to have largely responded to the national priority to eradicate poverty by generating employment and inclusive economic growth as highlighted in the Three-Year Plan (TYP); the Foreign Employment Act, Regulation and Policy, the Strategic Plan of Foreign Employment Promotion Board (FEPB); United Nations Development Assistance Framework (UNDAF) commitment in line with various Millennium Development (MDGs); and UN Women's Strategic Plan.

**Results Achievement:** The key findings highlight the successes of the programme in strengthening the capacity of government and non-government service providers and the media to promote safe migration, and in decentralizing services related to foreign employment and safe migration.

With the relentless efforts of Pourakhi, and Community Alert Groups (CAGs), migrant workers of the programme districts have increased access to information related to foreign employment. They have played a significant role in centre-staging women migrant workers' concerns in the mainstream development discourse and processes and given voice and agency to the women migrant workers. Similarly, roles played by the media have been instrumental in exposing illegal recruiting agencies/agents, expediting rescue and compensation processes, highlighting the concerns of migrant workers and creating awareness on issues of safe migration.

Understanding of the issues related to foreign employment among the representatives from the government, non-government organizations, private sector, media, and the rights holders themselves i.e. migrant workers, have significantly increased. This is evident by various steps taken by these actors in this programme period to address the issue of safe migration which is detailed in chapters below. References during discussions with these stakeholders as part of this evaluation to provisions within the Foreign Employment Act and Regulations, and to relevant international conventions like the International Migration Convention (IMC) and Convention on the Elimination of Discrimination against Women, and specifically General

Recommendation No. 26 (CEDAW GR 26) on WMWs, and how these are being incorporated in the design of responses, indicate a good understanding of the existing laws and policies that facilitate safe migration.

The programme has helped to raise awareness and enhance the commitment among the Nepal Association of Foreign Employment Agencies (NAFEA) to implement the Code of Conduct (CoC) to ensure transparent and regulative recruitment processes including provisions to protect the rights and welfare of the migrant workers. Informal/formal mechanisms like Pourakhi and CAGs, have helped community people receive information about foreign employment i.e., pre-employment, pre-departure information, recruitment processes and also information on access to legal remedies, rescue and reintegration processes; and how to access the local government bodies, such as Village Development Committees (VDCs), District Development Committees (DDCs), District Administration Offices (DAOs), Women and Child Development Offices (W&CDOs) and seek their support.

**Effectiveness:** Effectiveness of the programme is evident by several examples, which include (a) with minimum resources substantial changes (such as ownership taken by the Government at both the national and local levels) have been experienced in the 15 district covering 5 development region, (b) referral system from community to district and national level has been established, (c) programme modality and approaches are found appropriate and effective, (d) the programme has brought some changes at the policy level and helped create linkages with national, district and community levels, and (e) Pourakhi and Community Alert Groups (CAGs), have been playing exemplary roles (such as providing information, facilitating referral cases for access to justice and rescue in various places and collating local level data on those leaving and having returned from foreign employment). The programme has been notable effective given the context whereby the mandated government agencies are located only in Kathmandu, resulting in centralised processes for all foreign employment activities.

**Efficiency:** Managerial and technical support for the implementation of the programme appeared to be satisfactory. Bringing rights holder centre-stage of all the programme planning and implementing processes through Pourakhi was efficiently done throughout the programme. The programme coordinated well with the key stakeholders at all levels: national, district and local, and formed a Steering Committee, Programme Advisory Board and Programme Monitoring Committee to guide and support the implementation of the programme.

However, the evaluation team could not do the cost efficiency analysis of the programme. Regarding the cost efficiency analysis, there is always a difficulty to compute cost efficiency of such programme, considering the wide range of partners covering in 15 districts of the five development regions, establishing 30 Community Alert Groups in the villages and Diaspora communities that have chapters in 65 countries. The programme had involved 3 large networks working on migration i.e., National Network on Safe Migration (NNSM), Nepal Association of Foreign Employment Agencies (NAFEA) and Association of Foreign Employment Orientation Nepal (AFEON), and mobilising 2 migrant workers' networks i.e. Pourakhi (Network of women migrant workers) and Prawasi Nepali samanwaya Samitee (PNCC). It also mobilized print and

electronic media including street dramas in all programme districts; initiated peer learning's from two labour sending countries: Philippines and Sri Lanka; and initiated Government to Government (G2G) dialogue with two countries of employment: The Kingdom of Saudi Arabia and Israel. The programme covered all these initiatives with less than USD 1 million for entire program period which was minutely thought through. The evaluation team is of the opinion that financially, it would not have been possible if it had not been designed so smartly. The ROM Mission had provided some recommendations on the visibility and sustainability of the programme, which were carefully adjusted by amending the contract with EU within the budget frame without compromising any outputs, which were very efficiently done. The evaluation team concludes that UN Women's long engagement and comprehensive understanding of the issue, lessons learnt from the past experience, and building new programme on the basis of the past foundations have largely reflected cost efficiency in the programme.

**Impact and Sustainability:** The evaluation team found many impressive examples of impacts brought about by the programme. By bringing the relevant concerned stakeholders i.e. state and non-state actors (representatives from government, rights holders organisation, NGOs, the media and the Non Resident Nepalese' Association (NRNA), the programme design is seen as highly inclusive. This has facilitated cooperation and synergy among diverse stakeholders working on the issue of safe migration and in promoting the rights of the labour migrant workers. The programme has seen the ownership of the government from the designing to implementation phase to the development of the exit strategy.

The informal/formal mechanisms like the Community Alert Groups (CAGs) and Pourakhi have been established at the local and district levels to deal with the cases and advocate for the needs and rights of migrant workers and their families and to disseminate information on safe migration processes. The media have been instrumental in disseminating information on foreign employment and also in enhancing accountability among the government agencies to develop mechanisms on safe migration. For example Sunsari district, in collaboration with the District Administration Offices (DAOs) and the police, vigilance were increased through Pourakhi and local organizations to monitor recruitment agencies suspected of fraudulent practices, which have resulted in the closure of two such agencies.<sup>13</sup> The District Administration Offices (DAOs) and the police now work in coordination and continue to monitor the agencies that are operated illegally. Many media houses at the national and district levels have initiated a separate "beat" and allocated focal correspondents for regular reporting on foreign employment issues. Furthermore, some District Development Committees and Village Development Committees have allocated funds for safe migration awareness-raising initiatives and to support returnee women migrant workers to initiate alternative livelihoods activities.

The number of complaints/request being received by the Department of Foreign Employment (DoFE) and the Department of Foreign Employment Promotion Board (FEPB) has increased. The rate of migration through formal government channels, especially by women, has increased

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<sup>13</sup> Based on the interaction with the Pourakhi members during the field level consultation

from 2 to 6%<sup>14</sup> since 2011. Furthermore, there is an encouraging and supporting environment to continue the program.

## **MAJOR CONSTRAINTS, CHALLENGES AND OPPORTUNITIES**

**Constraints and Challenges:** The programme experienced some constraints and challenges that include: (a) due to the exemplary work done by Pourakhi and the Community Alert Groups (CAGs), more and more migrants and their families are approaching them for support in all the 15 districts, including for reintegration programmes, but they are under-resourced, which can also present a challenge for sustainability, (b) furthermore, the Community Alert Groups (CAGs), are not registered and hence are not a legal entity, (c) most of the Community Alert Groups (CAG) (except a few, including Pourakhi) are not in the position to develop proposals and submit them to the government line agencies such as Village Development Committees (VDCs) and the District Development Committees (DDCs) due to their legal status, (d) potential and returnee women migrant workers (WMWs) are still reluctant to expose themselves as domestic workers since their status is still degraded and looked down upon, (e) most of the CAG members are also facing obstacles from their families, as they are involved as volunteers, (f) frequent changes of the government officials during the programme operational phase considerably affected the smooth and timely implementation and execution of the programme, (g) the reintegration of migrant workers, particularly women migrant workers, is still a problem in some communities, and (h) the meaningful application of the CoC by recruiting agencies is yet another challenge as they are profit-making private agencies.

**Opportunities:** The evaluation team also identified some opportunities that future programmes can be built on. The Government of Nepal has reiterated its commitment to promote the socio-economic and political empowerment of women from all groups, classes and regions, ensuring strong gender perspective in the Three Year Plan Approach Paper 2013-2016.<sup>15</sup> The Foreign Employment Policy has specific chapter to address the concerns of the women migrant workers (WMWs) and to ensure their rights throughout the migration cycle. Further, the CEDAW Concluding Observations 2011 have recommended the Government enhance policies and ensure provisions to promote and protect the rights of women migrant workers. Similarly, Outcome 2 of Nepal's UNDAF 2013-2017 is focused to support vulnerable groups, which include women migrant workers, with programmes to improve their access to economic opportunities and adequate social protection, while Outcome 3 is focused to support vulnerable groups to experience greater self-confidence, respect and dignity.

The UNDAF is in line with and supports national commitments. The UN Women Nepal Country Office strategic plan for 2014-2017 will support the Government of Nepal to develop and implement policies to advance women's economic empowerment and sustainable development. Interventions within this area are geared to support the Ministry of Labour and Employment to draft a National Plan of Action and National Guidelines for the Reintegration Programme. There are further opportunities for linkages with the joint UN programme for the

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<sup>14</sup> Department Of Foreign Employment, 2012

<sup>15</sup> Three Year Plan Approach Paper 2013-2016, Government of Nepal National Planning Commission, 2010

Rural Women's Economic Empowerment (RWEE) to support national priorities and commitments, including the government's Agricultural Development Strategy (ADS). UN Women is the lead UN agency for initiating this joint programme, in partnership with Food and Agricultural Organization (FAO), World Food Program (WFP) and International Fund for Agriculture and Development (IFAD). UN Women in partnership with International Organization on Migration (IOM) also developed a concept note focusing on the reintegration programme. There are also ongoing collaboration and partnerships with International Labour Organization (ILO) on safe migration and anti-trafficking.

## **CONCLUSIONS:**

The programme was relevant in sustaining the gains of foreign labour migration through the protection of migrant workers' rights by enhancing their livelihoods opportunities and increased participation at various levels (socio-economic and political). The program helped to create broad base partnerships with governmental and nongovernmental organizations, civil society, media working across all levels including partnership with the Association of Foreign Employment Orientation Nepal (AFEON) and Nepal Association of Foreign Employment Agencies (NAFEA) that contributed to promote safe migration, and to decentralize services leading to increased access by migrant workers and their families to information related to foreign employment and safe migration.

The programme largely appeared to be effective and efficient in terms of (a) developing capacity of government and non-government service providers including the media regarding opportunities and risk of foreign labour migration and its impact on sustainable development, (b) strongly advocating the Nepal Association of Foreign Employment Agencies (NAFEA) for implementation of the CoC, (c) raising awareness and imparting knowledge about various processes and procedures of safe foreign labour migration, (d) contributing to establish, strengthen, and mobilize the Community Alert Groups (CAGs), and Pourakhi, (e) developing mechanisms to address the needs of migrant workers and advocate for their rights at the local level, (f) focusing on the managerial and technical support through the Steering Committee, Programme Advisory Board and Programme Management Committee.

The programme also appeared to be successful to have brought some impacts, for instance, (a) state actors (representatives from government, non-government organizations) I/NGOs and the media have increased capacity and started to work for the promotion of safe migration, (b) potential and returnee migrant workers have been receiving information on foreign employment and safe migration including the referral and other support through Community Alert Groups (CAGs) and Pourakhi, (c) the rate of using the formal route (government channel) especially by women has substantially increased from 2 to 6%<sup>16</sup>, (d) there are increased reporting of complaints related to foreign employment received by the Department of Foreign Employment (-DoFE) and the Foreign Employment Promotion Board (EPB) and victims/survivors are getting compensations due the usages of the formal route (government channel) for foreign employment, and (e) with the involvement of the media, and many media houses at the

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<sup>16</sup> DoFE, 2012

national and district levels has initiated a separate “beat” and appointed focal reporters for regular reporting on foreign employment issues, (f) non-programme districts have also demanded such programmes, and (g) some District Development Committees and Village Development Committees have allocated budget for safe migration awareness and to support the returnee women migrant workers to initiate alternative livelihood.

Overall, there is an encouraging and supporting environment to continue the program. Nonetheless, the program sustainability depends upon the role of various stakeholders involved and allocation of budget to continue the activities implemented by the program. Moreover, for programmes such as this one which are largely designed to raise awareness at the community level, it is essential to integrate and involve the government line agencies that have their own service delivery systems, especially to incorporate income-generating activities and to provide alternative economic empowerment opportunities. Thus, the programme can foster the ownership and sustainability if local level key government stakeholders such as VDCs, DDCs, and W&CDOs are involved in all aspects of the programme areas, such as advisory bodies to oversee the programme. Strengthening local-level organizations (e.g., the CAGs and Pourakhi) that can advocate for migrant workers’ rights ensures that these issues will be raised continuously at the local level.

## **RECOMMENDATIONS**

The following recommendations were made based on the analysis of the findings of the evaluation process and the inputs and feedback provided by the project stakeholders.

### **For sustaining the gains of the programme, including the follow-up phase, the evaluation recommends to:**

- a. Formalise the development partners’ coordination mechanism on migration to enhance coherence, and coordination on safe migration responses, facilitate synergy with the on-going anti trafficking initiatives and share good practices.
- b. Support the Ministry of Labour and Employment (MoLE) to expand the scope of the existing Steering Committee to further enhance coordination between government agencies, including FEPB, Ministry of Federal Affairs and Local Development (MoFALD), Ministry of Women Children and Social Welfare (MWCSW), and to include as members key development partners and civil society members.
- c. Facilitate linkages and networking between CAGs and Pourakhi with mandated government bodies like the FEPB, Department of Women and Children (DWC), Local Development Offices (LDO) to generate/disseminate local level information, and provide services especially to migrant workers and their families to facilitate safe migration.
- d. Continue to strengthen advocacy on safe migration using mechanisms like the Local Governance and Community Development Programme (LGCDP) so as to enhance outreach.

- e. Support the replication and up scaling of the safe migration orientation workshops for local level stakeholders in collaboration with FEPB, using the handbook on foreign employment and gender and social inclusion, developed in collaboration with MoFALD.
- f. Develop partnerships with the Ministry of Foreign Affairs (MoFA), Nepal Rastra Bank, Federation of Nepal Chambers of Commerce and Industry (FNCCI) and the private sector to advocate for the implementation of financial schemes for women migrant workers, drawing on the experience of the Philippines and Sri Lanka.
- g. Strengthen the network of women migrant workers (WMWs) to enhance their voice and agency (including the entrepreneurs' groups among returnee women migrant workers) and prioritise the reintegration programme<sup>17</sup> to generate income and livelihoods for sustainable development.
- h. Include migration as a cross cutting issue in future programming related to the economic empowerment of rural women.
- i. Support the development of a comprehensive media package on safe migration that can be taken forward by different stakeholders in an effort to expand outreach across the country.

**For designing and implementing similar programmes in the future, the evaluation recommends the following:**

- j. Develop a joint programme with the International Labour Organisation (ILO), International Organisation for Migration (IOM)<sup>18</sup>, MWCSW and MoLE to address the entire migration cycle including the nexus between migration and trafficking.
- k. Develop a comprehensive capacity development framework with clear baselines and targets to track changes and strengthen the documentation of the capacity development.

**For identifying areas for further study, the evaluation recommends the following:**

- l. Conduct research studies to assess the impact of remittances on skill development of women migrant workers (WMWs) and use of remittances in sectors such as agriculture, tourism and industry to promote income generation and entrepreneurship development.
- m. Study the socio-economic impact of foreign employment on women and their families.
- n. Support efforts to generate national level sex disaggregated data on foreign employment in collaboration with Central Bureau of Statistics (CBS).

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<sup>17</sup> Although this was another programme supported by the UN Women, IFAD and MOLE, it was strongly raised by the community members that the UN Women should keep it in the priority and continue it.

<sup>18</sup> Since both the ILO and IOM have the ongoing programme in trafficking and/or migration.

## 1. INTRODUCTION

### Socio-political Background of the Programme

Foreign labour migration from Nepal has a long history. The formal migration of Nepalese out of the country is generally associated with the induction of young Nepalese males into the British army. The May 1815 treaty between Amar Singh Thapa and General David Ochterlony in Malaun (now in India) during the Anglo-Gorkha War paved the way for a tradition that has lasted almost 200 years.<sup>19</sup>

The census of 1991 showed that the largest group of Nepalese emigrated to European countries followed by North America. By the time of the census of 2001, Saudi Arabia had emerged in second place with a significant number of Nepalese having emigrated to other Gulf countries like Qatar, the United Arab Emirates (UAE), Kuwait and Bahrain, and East and Southeast Asian countries such as Hong Kong, Japan, Korea, China and Malaysia.<sup>20</sup> Although a large number of Nepalese have also migrated to developed countries around the world for various purposes, emigration of late has been characterized by an unprecedented outflow of Nepalese as labour migrants. The change in migration patterns to destinations beyond India clearly coincides with the formulation of the first Foreign Employment Act in 1985. It is apparent that the Act made possible the mobility of Nepalese for employment to destinations beyond India by, among other things, setting out procedures to go to foreign employment. The People's Movement in 1990 and the onset of democracy in Nepal also facilitated migration through the establishment of liberal Governments, better means of communication, and liberalization of the travel regime such as issuance of passports in district headquarters. Concurrently, new avenues for labour migration to destinations like the Gulf region and East and Southeast Asia emerged during this period owing to the booming economies there.<sup>21</sup>

Taking advantage of the Government's foreign employment policy that legally permitted employment overseas, Nepalese began migrating to these new destinations. With the opening up of new destinations, there was a steady rise in the volume of labour migrants overseas (excluding India) throughout the 1990s – 3605 in 1993/94; and then 2159, 2134, 3259, 7745, 27,796 and 35,543 respectively in the subsequent years until 1999/2000.<sup>22</sup> The period of the Maoist insurgency – 1996 to 2006 – also saw a sudden and unanticipated outflow of a large number of Nepalese for foreign employment to destinations overseas, mainly to the Gulf countries and Malaysia. While just over 3000 individuals had taken labour permits in 1996/97, the beginning of the insurgency, this figure had risen to 165,103, by the time the insurgency

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<sup>19</sup>Khanduri, C.B. 1997a. 'The Gorkhas of the Indian Army: An Enduring Relationship.' in Nepal in Transition, edited by M. D. Dharamdasani. Varanasi: Rajdhani Publications.

<sup>20</sup>National Population Census 1952/54.

<sup>21</sup>Governing Labour Migration in Nepal: An Analysis of Existing Policies and Institutional Mechanisms, Centre for the Study of Labour and Mobility, 2012/2012.

<sup>22</sup>Department of Foreign Employment, Nepal [www.dofe.gov.np](http://www.dofe.gov.np). These figures represent the number of labour permits issued.



ended in 2005/06.<sup>23</sup> Given the historical trend of migration to India for employment and the open border between the two countries, out-migration to India during those volatile years is believed to have been equally high.

However, despite the end of the insurgency, the upward trend in foreign labour migration has not seen any decline. The current scale of foreign labour migration from Nepal is unprecedented, providing an alternative to hundreds of thousands of youth who are unable to find satisfactory, or even any, employment within the country. With the political instability continued and the economic growth seeing lower growth, foreign labour migration is now an intrinsic part of everyday life for a majority of Nepalese. More so with passing time, the network of Nepali people is being established and entrenched in the countries of employment, the trend of foreign employment can no longer be seen in isolation as only a phenomenon specific to the situation of Nepal. However, the impact of widespread trend of foreign employment is clearly becoming visible in every sphere of the society – social, economic, cultural and even political.

The number of women seeking foreign employment has also been rising. Female labour migration has been in demand due to the changing household structures in some countries where women have been increasingly abandoning household chores to find employment outside. This has led to increased demand for domestic workers from countries such as Nepal. In Nepal, foreign employment is increasingly becoming popular among women as it gives them an opportunity to become independent, make a living, and contribute to household finances, among others. Foreign labour migration today is thus characterized by the migration of both men and women even though the former outnumber the latter by far. The data from the DoFE shows that the total number of migrant workers in the year 2011/012 appeared to be 384,665 (men – 361,707; women – 22,958) and in 2012/013 it was 453,543 (men – 425,830; women – 27,713.<sup>24</sup>)

Foreign labour migration, hence, has multi-dimensional implications and is of significance to all concerned, including, but not limited to, migrant workers and their families; foreign employment recruitment agencies; Government agencies; and agents/agencies in the employment countries. Nepal's foreign labour migration is part of the transnational movement of people that has become a prominent feature of today's modern world. International migration has been made possible by increased globalization, which has brought about greater flexibility in state policies, and facilitated by better communication and transportation. More importantly, globalisation has created conditions for the emergence of a global labour market, and allowed for easier mobility, including that of labour. Because of its transnational dynamics, labour migration is beyond the control of one state alone, and there is growing recognition of the need for cooperation between Governments at the bilateral, regional and global levels to

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<sup>23</sup>Governing Labour Migration in Nepal: An Analysis of Existing Policies and Institutional Mechanisms, Centre for the Study of Labour and Mobility, 2012.

<sup>24</sup>[http://www.dofe.gov.np/uploads/document/FY%20Wise%20Monthly%20DaTA\\_20120725095323.pdf](http://www.dofe.gov.np/uploads/document/FY%20Wise%20Monthly%20DaTA_20120725095323.pdf);

deal with it. Labour migration has thus emerged as an important issue for policy makers worldwide as well as a matter of concern for international human rights bodies.<sup>25</sup>

In Nepal, national, bilateral and international policy instruments govern foreign labour migration. It is regulated directly by the Foreign Employment Act 2007 and the Foreign Employment Regulation 2008, and indirectly by a number of other national laws, bilateral labour agreements, MoU, treaties and international conventions.

Nepali labour migrants also come within the framework of specific national laws of the countries to which they migrate for work. Despite these provisions, policies concerning foreign labour migration continue to be a matter of debate and discussion in Nepal, especially in terms of securing acceptable labour standards for Nepalese abroad, and addressing problems associated with foreign employment. Developing effective policy measures aimed at safeguarding the rights and interests of its citizens who migrate for employment is undoubtedly a high priority for the Government. However, as labour migration has a very broad impact, it has been a challenge for the Government to come up with policy measures that address labour migration in a holistic manner.

Initially, the State lacked to recognize the potential of foreign labour migration. The State enacted the first Foreign Employment Act only in 1985, and took nearly a decade and a half to introduce the first Foreign Employment Rules in 1999. Prior to the 1985 Act, the Government did not have any policies on foreign employment, and had only provisions for sending individuals abroad to gain technical skills, mainly in the fields of agriculture and engineering.

In the fiscal year 2010/11 alone, more than 300,000 Nepalese migrated for employment to destinations beyond India but their origin is traceable to each of the 75 districts of Nepal.<sup>26</sup> Today, about 29 per cent of the total households in Nepal have at least one member living abroad.<sup>27</sup> The large number of Nepalese working in foreign countries indicates that there is a high demand for the Nepali labour force among employers in the destination countries, particularly in the Gulf, and East and Southeast Asia. At home, apart from helping address issues of unemployment, foreign labour migration has also contributed to poverty alleviation as evidenced by the significant contribution of remittances to individual households and the national economy.<sup>28</sup> The Nepal Living Standards Survey (2010) shows that the percentage of household receiving remittances has almost doubled from 23.4 per cent 15 years ago to 55.8 per cent in 2010.

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<sup>25</sup>Governing Labour Migration in Nepal: An Analysis of Existing Policies and Institutional Mechanisms, Centre for the Study of Labour and Mobility, 2012.

<sup>26</sup>World Bank. 2011a. 'Large-Scale Migration and Remittance in Nepal: Issues, Challenges and Opportunities'. Kathmandu: Poverty Reduction and Economic Management Sector Unit, South Asia Region, World Bank.

<sup>27</sup> Nepal Labour Force Survey 2008 (NLFS II), CBS - 2008

<sup>28</sup>World Bank. 2011a. 'Large-Scale Migration and Remittance in Nepal: Issues, Challenges and Opportunities'. Kathmandu: Poverty Reduction and Economic Management Sector Unit, South Asia Region, World Bank.

Recognizing the need for the Act to be in consonance with the changing dynamics brought about by the growth of foreign employment, particularly in terms of making the process of labour migration more systematic and to discourage and prevent irregularities associated with foreign employment, the Foreign Employment Act was amended twice, before being replaced by a comprehensive Act in 2007. While the Foreign Employment Act 1985 and its amendments focused on regulating and controlling foreign employment, the Foreign Employment Act 2007 acknowledges the reality of the increasing outflow of Nepalese for employment abroad. In addition to this, the later Act also prioritizes the welfare of migrants. The objectives of these changes over the years have been to facilitate the migration process and to make foreign labour migration dignified and safe while ensuring the protection of the rights of the migrants, for which the UN Women played a crucial role.

It is equally important to mention that the patriarchal mindset of the policy makers have influenced the policy of foreign employment as well. Despite the progressive Foreign Employment Act that abides to principle of non-discrimination by ending all forms of discriminatory provisions based on sex, the welfare approach in the name of the protection of Nepali women are advanced through various directives. Nepal now has stipulated age bar on women going as domestic help especially in the gulf countries. They also have to show the approval of Nepali missions in those countries approving their demand letter. Experience shows that obstacles in the formal recruitment process pushes women to take informal routes making them more vulnerable to abuse and exploitations. There are yet no specific bilateral agreements between Nepal and the countries of employment, which could ensure minimum standards and decent working conditions for the migrant workers including those working as domestic helps.

### **Brief Description of the Programme**

The unprecedented increase in foreign labour migration from Nepal has had an impact on various aspects of the economy and society. The national economy is becoming increasingly dependent on remittances, and while the inflow of money is helping reduce poverty and becoming a means of sustenance for hundreds and thousands of families, it has brought with it central questions for policy makers regarding its long-term impacts. Following the observation of the Committee on the Elimination of all forms of Discrimination against Women (CEDAW) for Nepal's obligations to protect the rights of women migrant workers, the Government identified foreign employment and safe migration as one of the key priority areas in its three-year interim development plan (2010 – 2013)<sup>29</sup> aiming to link foreign employment with sustainable development. The Chitwan Mission Report<sup>30</sup> acknowledges that UN Women had played a crucial role to collect WMWs voice and lobbying with the CEDAW Committee to bring CEDAW General Recommendation (GR) 26.

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<sup>29</sup> Extracted from the project brochure, produced by UN Women.

<sup>30</sup> Empowering Women Migrant Workers Through Effective Policy Response/Ministry of Labour and Employment, 0082045,DR232,71600,NPL,92130,W0001,00032 (February 7-8, 2013.)

To comply with national priorities in promoting the protection of migrant workers' rights, a 32 months project,<sup>31</sup> 'Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Worker's Rights,' supported by the European Commission and UN Women was launched in 2011 in 15 districts covering all five-development regions. The districts are namely Jhapa, Morang, Sunsari, Kathmandu, Sindhupalchowk, Dhading, Chitwan, Sarlahi, Makawanpur, Kaski, Gulmi, Rupandehi, Nawalparasi, Bardiya and Kanchanpur.<sup>32</sup> Figure 1 presents these districts in the pictorial form.

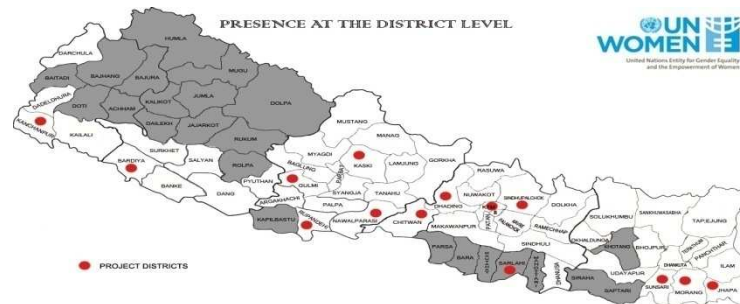


Figure 1: Programme Districts

UN Women Nepal has been working in the area of empowering WMWs for almost a decade. Following the changed mandate of UN Women as a lead agency on gender equality and women's empowerment, UN Women will have further opportunity to influence the United Nations Country Team's (UNCT) priority and respond to protect the rights of WMWs. Similarly, UNDAF has identified migrant workers and their families as one of the client groups, which is yet another entry point to strengthen the UN's joint response and accountability to address the issues of migrant workers. Further, UN Women will continue to play a catalytic role in influencing the regional and bilateral processes like the Colombo process and the Global Forum on Migration and Development (GFMD) to highlight the concern of WMWs. It will also continue to facilitate the ratification process of the International Migration and the ILO Domestic Worker's Convention in collaboration with all major stakeholders namely the ILO, IOM and Swiss Agency for Development and Cooperation (SDC). It will continue supporting the Government to strengthen their accountability to the commitments of ratified ILO Conventions including the CEDAW especially the CEDAW GR 26.<sup>33</sup>

The programme built on to UN Woman's past programme on empowering WMWs. It synergizes and complements its ongoing programme on migration in protecting the rights of WMWs and their family members by strengthening the capacity of the duty bearers and the rights holders. The overall goal of the programme was to create a conducive environment for women and men migrant workers to enjoy their rights to benefit from safe migration opportunities. Furthermore, it aims to limit the harmful practices that negatively affect foreign labour migration by strengthening the capacity of Government and non-Government service providers

<sup>31</sup> The project was designed for a specific period but the project activities were implemented in a programme mode, thus referred programme hereafter.

<sup>32</sup> TOR is available as Annex 1 to this report.

<sup>33</sup> EC ROM Report: from Summary of conclusions Ongoing monitoring report, Monitoring visit date: from: 24/09/2012 To: 28/09/2012

and media to promote safe migration and improve the access to relevant information and services for migrant workers.<sup>34</sup>

The programme was implemented under the guidance of Steering Committee within the MoLE and it takes a multipronged approach by working with major stakeholders involved in migration, namely National Network on Safe Migration (NNSM), private sectors like Nepal NAFAEA, Federation of Pre-departure Orientation Centers of Nepal (FEONA), Non Resident Nepali Association (NRNA), Rights-holders’ Organization Pourakhi <sup>35</sup>and the media. The activities of the programme were implemented by People Forum (PF) and Nepal Institute of Development Studies (NIDS).

The start of the programme was delayed by about nine months due to changes in the institutional structure from United Nations Development Fund for Women (UNIFEM) to UN Women that affected the approval of contracts in all UN Women country offices and contracts with PF and NIDS were signed on September 2011. However, when the programme proposal was cleared by the UN Women headquarters, the contracts with implementing partners and the inputs for the programme were swiftly put into place and a no-cost extension was granted for eight months till September 2013.

**Scope of the programme:** Table 1 presents the summary of programme details such as timelines, scope, donors, implementers, funding agency, main goal, specific objectives and expected results that the programme aimed to achieve.

**Table 1: Summary of Programme Details**

<b>Programme Title:</b> Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Workers’ Right
Programme <b>Number:</b> 2010/228-848 Programme <b>Duration:</b> 32 months (January 2011- September 2013)
<b>Target groups:</b> The estimated numbers of primary target groups were approximately 26,160 people through trainings, workshops and consultations. The programme had also targeted approximately 300,000 people from more than 59,400 households of migrant workers in the programme districts. <b>Primary target group</b> <ul style="list-style-type: none"> <li>• Migrant workers and their family members</li> <li>• Organization of migrant workers and their networks, network of civil society organizations working on foreign employment</li> <li>• Policy makers and policy Influencers: Government partners, NGOs partners, Media , research organization, NRNA, NAFAEA, AFEON</li> </ul> <b>Secondary target group</b> <ul style="list-style-type: none"> <li>• Development partners</li> <li>• General public</li> </ul>
<b>Donor:</b> European Commission and UN Women

<sup>34</sup> Extracted and narrated from the programme brochure, produced by UN Women

<sup>35</sup> Pourakhi is the only organization and network of women migrant workers

<b>Donor Funds:</b> 719,215 Euro, with 575,780 Euro provided by the European Commission (EC) and 143,945 Euro from UN Women	
<b>The Steering Committee (SC)</b> at MoLE provided policy guidance and facilitated for the linkage development and coordination at the national level	
<b>The implementing partners:</b> PF, NIDs in collaboration with Pourakhi - organizations of WMWs, Prawasi Nepali Coordination Committee (PNCC), National Network on Safe Migration	
<b>Location:</b> Jhapa, Morang, Sunsari, Kathmandu, Sindhupalchowk, Dhading, Chitwan, Sarlahi, Makawanpur, Kaski, Gulmi, Rupandehi, Nawalparasi, Bardiya and Kanchanpur	
<b>UN Women goal:</b> The programme mainly contributes to <i>enhancing women’s economic security and rights</i> , which is one of the key thematic areas of the UN Women Strategic Plan 2011-2013.	
<b>CEDAW: Concluding observation 2011</b> , General Recommendation 26 of CEDAW on the rights of WMWs	
<b>Main Development Objective:</b> Improvement of economic opportunities and adequate social protection for vulnerable groups, especially migrant women workers and their families	<b>Overall Objective</b> is to “protect the rights of women and men migrant workers and their family members by strengthening the capacity of duty bearers and rights holders”, which is in line with the Outcome 2 of UN Women Nepal’s Annual Work Plan(AWP), improvement of economic opportunities and adequate social protection for vulnerable groups
<b>Specific Objectives.</b> <sup>36</sup>	<b>Key Indicators</b>
1. Strengthen the capacity of government and non-government service providers and media to promote safe migration	<ul style="list-style-type: none"> <li>• At least one MOU/agreement signed with countries of employment</li> <li>• Extent to which foreign employment Acts and Regulations are implemented</li> <li>• Cases of complaints addressed by recruiting agencies increased by at least 25%</li> <li>• At least two financial schemes introduced by the government</li> </ul>
2. Improve access of migrant workers to relevant information and services on foreign employment	<ul style="list-style-type: none"> <li>• Access of migrant workers to relevant information on foreign employment increased</li> </ul>
<b>Expected Results</b>	<b>Key Indicators</b>
1. Increased capacity of Government and non-Government service providers and media to implement and monitor, the foreign employment Acts and Regulation	<ul style="list-style-type: none"> <li>• Number of policy/schemes/directives introduced to implement Foreign Employment Act/Regulations</li> <li>• Increased understanding of government and non-government organizations on international migration convention and CEDAWGR 26</li> </ul>

<sup>36</sup> These programme objectives and expected results were changed from project outcomes and outputs respectively based on the recommendations of ROM study and minor changes on the log frame (i.e., OVIs) were agreed.

2. Increased capacity of foreign employment recruiting agencies and their networks to effectively implement Code of Conduct	<ul style="list-style-type: none"> <li>• At least 30% of foreign employment recruiting agencies implement CoC</li> <li>• Number of gender responsive provisions of foreign employment act implemented by recruiting agencies.</li> </ul>
3. Increased knowledge of migrant workers about various processes and procedures of safe foreign labour migration	<ul style="list-style-type: none"> <li>• Increased percentage of migrant workers with easy access to relevant information on foreign employment</li> <li>• Formal and informal information dissemination mechanism functional in 15 districts</li> </ul>
4. Local service mechanisms established and functional to cater needs of migrant workers and their communities	<ul style="list-style-type: none"> <li>• Network of WMWs functional in 15 districts</li> <li>• 30 local level alert groups formed and operational</li> </ul>

**Major activities implemented by the programme<sup>37</sup>:** The major activities implemented for the programme were:

- Train key stakeholders (Government and Civil Society) on International Migration Convention, CEDAW GR26 and the ILO Convention.
- Support the MoLE to develop and implement policy and directives on welfare schemes (financial scheme).
- Facilitate Government-to-Government dialogue and agreements.
- Support NNSM to advocate and monitor cases of exploitation and violence against migrant workers.
- Facilitate NAFEA on effective implementation of Code of Conduct.
- Support NRNs to conduct study on status of Nepali migrants in selected countries (Saudi Arabia, UAE, Kuwait, Lebanon).
- Support AFEON to develop country-specific pre-departure information packages/manuals and IEC materials.
- Form media network among Nepalese media in Nepal and link the Nepalese Media news coverage from countries of employment through a database, for effective media mobilization.
- Mobilize local Government and non-Government service providers and the media to disseminate information on safe migration.
- Promote community-based alert groups on safe migration.
- Expand the existing networks of WMWs at the district level.

<sup>37</sup> TOR is available as Annex 1 to this report.

- Strengthen legal-aid services to improve access to justice

### Evaluation Purpose

The main purpose of this assignment was to conduct the final evaluation and assess the extent to which the programme intervention's objectives were achieved. Other purposes of the final evaluation were to assess the results of the programme at different levels, analyse lessons learnt and document good practices.

### Objectives

The key objectives of this final evaluation were as follows:

- Appraise the appropriateness of the programme design, approaches and strategies of the programme in the light of given country context.
- Assess the achievements of outputs and outcomes.
- Assess the impact of the programme in terms of sustained achievements (sustainability of institutional processes and mechanisms).
- Assess the effectiveness of linkage of this programme with other relevant programmes/projects of UN Women.
- Identify the constraints, challenges and opportunities in programme design and implementation.
- Analyze lessons learnt and good practices that can be up-scaled for enhancing women's socio-economic and political participation in Nepal.
- Provide recommendations, to UN Women and partners, regarding specific strategies and approaches for:
  - i) Sustaining the gains of the programme including follow-up phase as needed.
  - ii) Designing and implementing similar programmes in the future.
  - iii) Identifying areas for further research to enhance the knowledge management system, decision making, accountability and learning framework of the UN Women.<sup>38</sup>

Furthermore, the scope of the evaluation comprised the assessment of two specific objectives and four expected key results that were developed to achieve the main goal of the programme, which eventually addresses the Outcome 2 of UN Women Nepal's AWP: *Improvement of economic opportunities and adequate social protection for vulnerable groups*.

Similarly, the findings and recommendations of this evaluation can be used by, and of interest to several stakeholders such as UN Women, other UN agencies, development partners, concerned ministries like MWCSW, MoLE, MoFALD, National Women Commission (NWC) and

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<sup>38</sup> TOR is available as Annex 1 to this report.



national machineries like NAFEA, political parties, research agencies, academic institutions, women's rights and gender equality advocates, Civil Society Organizations (CSOs), women's organizations and their networks working on foreign employment and safe migration.

## 2. APPROACH AND METHODOLOGY OF THE FINAL EVALUATION

### 2.1 Approach of the Final Evaluation

This final evaluation was carried out by a team of experts comprising four members (Team Leader – Management and Project Evaluation Expert; Consultant – Research and Evaluation Expert; Consultant – Gender, Migration and Evaluation Expert; and Consultant/Project Coordinator – Social and Community Development Expert) working on gender and social inclusion using a participatory approach and systematic methods of social studies to ensure the full participation of target groups and key stakeholders in the evaluation process.

As per the norms of the United Nation Evaluation Group (UNEG), the evaluation was conducted in an impartial and an unbiased manner. Transparency and sensitivity in consultation with major stakeholders was maintained in the beliefs, manner, and customs of the social and cultural environment during the evaluation. Further, a consent form was prepared and attached on the front page of the evaluation questionnaire/guidelines/checklist. The “right to information” of the respondent was fully honored by narrating them the objectives of the evaluation. The form also includes the objective of the evaluation and the confidentiality of the responses. Before administering the questionnaire/checklist to the sampled respondents the consent form was read out and his/her, concurrence was obtained to proceed in filling up the interview questionnaire.

According to the UN Women’s DRF Output 2.1.1 and 2.1.3, of the UN Women’s AWP, the evaluation carefully investigated whether government stakeholders have enhanced capacities to develop and implement gender responsive National Action Plan (NAP)<sup>39</sup> on Safe Migration, and to implement CEDAW Concluding Comments on WMWs; and whether community groups have strengthened their capacities for evidence-based advocacy for safe migration.

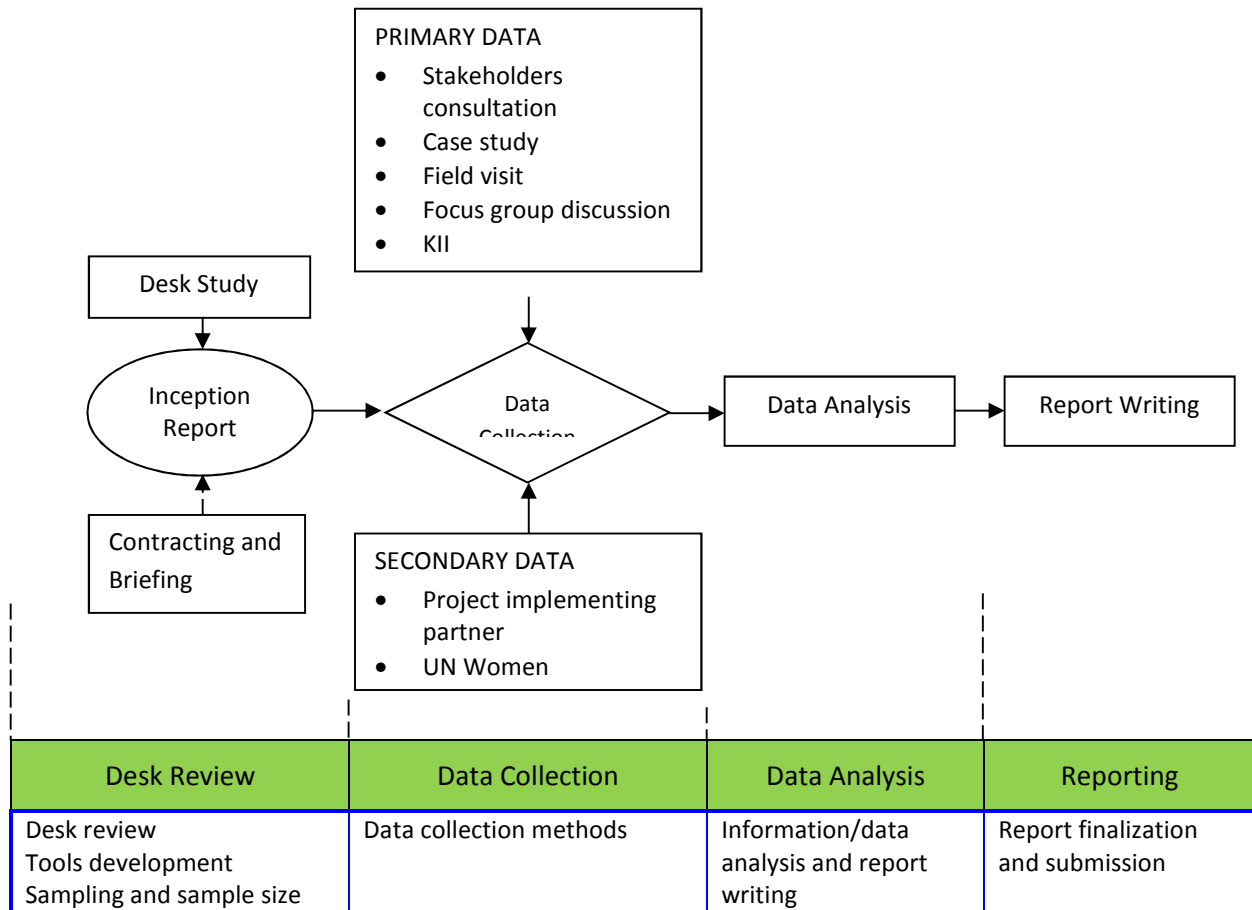
Similarly, as per the Management Results Framework (MRF) output 2.3 of the UN Women’s AWP the evaluation tried to identify areas for further research and ensured that the evaluation findings are of high quality that will enhance the knowledge management system, decision making, accountability and learning framework of the UN Women.

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<sup>39</sup> The NAP on Foreign Employment is being finalized with the support of the UN Women.

## 2.2 Methodology of the Final Evaluation

The evaluation was carried out ensuring full participation of target groups/members and key stakeholders in the evaluation process. Therefore, the evaluation team applied all participatory broad-based evaluation methods applicable to each step of the evaluation process: desk review, data collection, data analysis and reporting. The methodology of the final evaluation adopted, however not limited to, the following processes:



### 2.2.1 Desk review

During this stage, all related documents (programme documents including the programme log frame, progress reports, other assessment/study and monitoring reports) were collected from the UN Women and People Forum. A background literature review was also done. The outputs of the review were used as inputs for the evaluation tools development.

### 2.2.2 Tools development

The evaluation tools were developed as per the findings of the desk review, and as per the requirements outlined in the ToR. Qualitative questions/discussion guidelines (please refer Annex 4) were developed focusing on the specific objective and expected result-wise indicators in consultations with the UN Women and People Forum.

### **2.2.3 Sampling and sample size**

A purposive sampling method was chosen to decide sample size. In consultation with the UN Women, six sample districts were chosen (based on their regional and ecological representation; programme districts with presence of Pourakhi; inflow-outflow of foreign labour migrants) for the final evaluation. 85 key respondents (32 male, 53 female; Annex 3) as sources of data/information were from CAGs, Pourakhi, and representatives from government agencies, Non-Governmental Organizations (NGOs), International Non-Governmental Organizations (INGOs), Donors, Media, implementing partner organizations, and the UN Women programme staff. Sample size and sources of data were decided and finalized in consultation with UN Women and programme implementing partners.

### **2.2.4 Data collection methods**

The evaluation team applied all participatory broad-based evaluation approach and mixed methods of data collection applicable to each step of the evaluation process. Data was collected from the key beneficiaries and target groups through focus group discussion, key informant interviews, stakeholder consultations, and case studies. Information/data was collected from primary as well as secondary sources such as fact-sheet, monitoring reports, etc.

### **2.2.5 Information/data analysis and report writing**

The information collected from various sources and levels were objectively analyzed and thematically interpreted by using “content analysis technique”.<sup>40</sup> The data and information were analyzed in accordance with the overall and specific objectives and expected results.

### **2.2.6 Report finalization and submission**

A draft report of the final evaluation was submitted to the UN Women for feedback. The report was finalized incorporating all feedback and suggestions received from the UN Women.

## **2.3 Limitations of the program**

- a. Similar programmes do not exist in Nepal, hence the comparison cannot be made with programmes.
- b. Due to difficulties in finding a full set of baseline as well as overall sectoral data, only available baseline data were compared in this evaluation.

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<sup>40</sup> This is a technique usually used to analyze qualitative data.

### 3. MAJOR FINDINGS

This chapter describes major successes and shortcomings in each of the key result areas listed in the programme document of “**Sustaining the Gains of Foreign Labour Migration through the protection of Migrant Workers’ Rights**”. The final evaluation presented in this report covers overall phases of the programme, which was funded by the European Commission (EC), and the UN Women, and implemented by People Forum (main implementing partner) and NIDS in close collaboration with NAFEA and AFEON, and guidance of MoLE. The programme was implemented in partnership with Pourakhi and other NNSM members between September 2011 and July 2013.

The activity-wise assessments have been presented at Annex 2. A list of participants of the evaluation is presented at Annex 3. The discussion guidelines and summary response are presented at Annex 4. Similarly, Annex 5 presents some photographs related to the evaluation process.

The final evaluation attempts to assess the relevance, results achievement, effectiveness, efficiency, impact and sustainability of the programme. The evaluation criteria-wise analysis, findings, and conclusions are presented in the following sections:

#### 3.1 Relevance

The relevance of the programme was assessed against two dimensions: relevance of objectives and relevance of approaches.

**Relevance of objectives:** Most of the Asian countries are characterized by acute poverty and a large number of populations migrate to other countries to work as labourers for economic stability. Each year about two million Asian women migrate to seek work within Asia and beyond, but their contributions to the development of countries of employment and origin remain largely unrecognized. They also continue to encounter disproportionate discriminations and human rights violations throughout the migration process. Nepal is not an exceptional country in terms of people migrating to foreign lands in search of better life options. In recent decades migration to the Middle East and other parts of the world in search of better opportunities has become a common phenomenon in Nepal. However, several cases of discriminations and violations have been found and such discriminations and violations are highest among women, as most of them migrate as domestic workers.<sup>41</sup>

In this context, as has been mentioned in the introduction section that this programme was built on the past initiatives<sup>42</sup> supported by UN Women to upscale the gains of the initiatives

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<sup>41</sup>Final Evaluation Report of Phase II, Regional Programme on Empowering Women Migrant Workers in Asia (EWMWA), page 6

<sup>42</sup>UN Women Asia Pacific and Arab state regional programme on empowering women migrant workers in Asia which was implemented in Nepal since 2002. It looked into migration in totality and focused on empowering the migrant workers to claim their rights and entitlements while working with the policy makers to create conducive policy environment to protect the rights of migrant workers. It also piloted a programme, the first ever programme on supporting the reintegration of returnee women migrant worker through a IFAD supported programme on

made so far to enhance the benefits of this process for the workers and their families by creating a conducive policy and operating environment, enhancing the capacity of both the right holders and duty bearers to take a rights-based approach while responding to the issue concerning foreign labour migration and improving access of migrant workers to relevant information and services. The programme was largely found relevant to achieve these objectives.

The programme was also relevant in responding to the national priority as highlighted in the Three Years Plan (TYP); the Foreign Employment Policy, Act, and Regulations; the Strategic Plans of FEPB and UN Women; UNDAF commitment in line with various MDGs specifically 1,2,3,5, and 8. It also supported the government to implement the CEDAW concluding observation.

Regarding the thematic relevance to achieve the set objectives, the evaluation came up with two observations. First, the indicators, outputs and outcomes formulated in the programme design were realistic and in good fit as it guided and facilitated the implementation of the programme, achieving good results as presented in section 3.2. Second, the absence of baseline data against which to measure the degree of achievement of the programme results/objectives, activity-oriented indicators, and the weakly developed and used performance monitoring framework were also observed which to some extent appeared to be as shortcomings of the programme.

In order to maintain relevance, UN Women through its partner organizations had adjusted and added some programme level activities. Flexibility within the programme was also observed since the beginning of the programme implementation. With the recommendation of the Project Advisory Board (PAB) two districts - Dang and Rasuwa – were changed and replaced with Bardiya and Kathmandu districts, because of the increased magnitude of the issues and problems. The later changes were made especially to adhere to recommendations by the Result Oriented Monitoring (ROM) Mission for example, the development of an exit strategy plan further complimented by the workshop among the media persons to design way forward beyond the project including a workshop among the representatives of Pourakhi and CAGs<sup>43</sup> to share good practices and designing of the way forward after the conclusion of the programme period.

**Relevance of approaches:** The programme was designed on rights-based approach, mainly to provide opportunities for the WMWs and their families to claim their rights to access and utilization of information and services on safe migration. As mentioned in the Philippines mission report and evaluation report of EWMWA project, the programme focused on the

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Economic Security of Women Migrant Groups (WMGs): A Pilot Reintegration Programme (2009 – 2011) was supported by UN Women recognizing the importance of economic security of WMWs, which had set forth a roadmap for addressing reintegration issues of WMWs through productive use of remittances and the creation of alternative livelihood opportunities.

<sup>43</sup>CAG is a community group with stakeholders which also includes few returnee migrant workers and the members of the migrant families

establishment of groups in all programme districts and the development of leadership of WMWs that includes supporting the creation of their own structures and facilities, supporting collective action, and enhancing the voice and agency among the rights holders to claim their rights and entitlements.

Another approach that the programme adopted was the decentralized approach. In absence of mechanism and agencies to provide information and referral services at the local level on safe migration, outflow of people from the community seeking foreign employment was quite alarming. The programme has been able raise awareness of the government line agencies such as VDCs, DDCs, DAOs and media organizations to address the issues and challenges of foreign labour migration to some extent. For example, the continuous media reporting on the fraud cases of foreign employment has led to the establishment of help desk at some VDCs, DDCs and DAOs (with the help of Pourakhi and CAG members). This has helped further to raise awareness and counselling and monitoring of fraud recruitment processes by illegal agents and agencies. Pourakhi and CAG members have helped victims and their families to receive bodies of deceased migrants from abroad, supported families to claim compensation, and referred fraud cases to People Forum and FEPB, through the support from media organizations, DAOs and VDCs' offices.

The programme adopted an inclusive approach and worked with all diverse but relevant stakeholders involved in safe migration namely, NNSM, NAFEA, AFEON, NRN, Pourakhi, and the Media to protect the rights of WMWs in the entire cycle of migration while supporting the Government of Nepal to enhance the accountability to implement the provisions of Foreign Employment Act, Policy and Regulation.

UN Women revived the work with NAFEA to ensure implementation of Code of Conduct and facilitate policy dialogues among recruiting agencies on the CoC. Institutional development and linkage development through networks for Pourakhi and CAGs were kept in focus for the successful implementation and sustainability of the programme gains. Although the programme supported Pourakhi and CAGs to establish their offices with minimum physical facilities, sustainability of CAGs should be planned through their involvement within the VDC offices. This has resulted in generating some good practices as some VDCs have integrated the issues of migration and allocated resources in their development budget and planning to support the returnee women to start entrepreneurship as well as to support the activities conducted by CAG. There is a possibility that CAGs will receive support from the FEPB since FEPB has included CAGs in its Strategic Plan for disseminating information on safe migration for the coming year.

## **3.2 Results Achievement**

### **3.2.1 Specific Objective- One:**

*(To strengthen the capacity of government and non-government service providers and the media to promote safe migration)*

One of the specific objectives of the programme was to promote safe migration by strengthening the capacity of the government and non-government service providers and the media. The following four specific indicators to achieve this objective were set in the programme document:

- At least one Memorandum of Understanding (MoU)/agreement signed with countries of employment.
- Extent to which foreign employment Acts and Regulations are implemented.
- Cases of complaints addressed by recruiting agencies increased by at least 25%.
- At least two financial schemes introduced by the government.

The following paragraphs briefly assess and present major findings in these indicators:

The programme had developed an indicator to sign one MoU with the countries of employment. The programme facilitated dialogues and cooperation between the government and the countries employing WMWs. MoU/bilateral agreement is to ensure protection of WMWs in the context of Domestic Workers(DW), which is not fully covered by labour law. After the intervention of the programme, G2G<sup>44</sup> dialogues have been initiated between the Government of Nepal and the Governments of Saudi Arabia and Israel. Consequently, a draft MoU between the Government of Nepal and the Government of Saudi Arabia has been reviewed, but since the Government of Nepal wanted to expand the MoU to include other migrant workers, the signing of the MOU is on hold. To take note, the demand for Nepali migrant workers has increased in Saudi Arabia when countries like Sri Lanka and Philippines are withdrawing their migrant workers especially, in the sector of domestic work. Hence, the Government of Nepal wants to move cautiously. However there is a continuous dialogue going on. The MoUs with Malaysia, Lebanon and Kuwait are in the draft stage. Several rounds of discussions have taken place but not much has been achieved during the programme period. Similarly, a pilot agreement with Israel was another part of the support through this programme through which Nepal and Israel government agreed to pilot the Government-to-Government (G2G) level recruitment, which was stopped due to resistance from the recruiting agencies.

Situation assessments of WMWs in four destination countries - Saudi Arabia, Kuwait, United Arab Emirates and Lebanon - were carried out in collaboration with NRNA with the objective to highlight the status of Nepali women in the Middle-East Countries and to identify the role and responsibility of NRN communities to respond to the needs of migrant workers and to build their ownership to the issues of migrant workers. The findings of the study would be relevant to design foreign employment interventions in these countries especially in mobilizing the existing structures of the NRNA for the promotion and protection of the rights of the migrant workers. The NRNA is eager to collaborate in this sector. NRNA is planning to launch the study in their sixth Global Conference to be held in Kathmandu. On boarding, NRNAs, which has chapters in more than 65 countries, officially in this sector to contribute on the issue will be a strategic to

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<sup>44</sup> Government to government.



address the issue of WMWs in the countries of employment. After this intervention, NRNAs has announced the establishment of the Foreign Employment Fund.

According to one partner organization, effective implementation of the Foreign Employment Act and Regulations is a challenge considering the structure of the government. Technical and human capacity of the focal ministry and frequent change of concerned authority at ministry is a concern. Joint Secretary of MOFALD suggested placement of 5 advisors in clusters of 5 development regions to mainstream the safe migration issue into the local planning, programming and budgeting. Similarly representatives from NAFEA mentioned that the clause 15 which requires prior approval to be obtained before sending workers to foreign country and clause 16 related with publication of advertisement in Foreign Employment Act 2007 should be revisited.

The evaluation team was unable to receive data regarding the exact number of complaints addressed by the recruiting agencies to compare it with the base-line data. A total of 80 – 90 cases were reported and facilitated by the NAFEA regarding the complaints in year 2012. The NAFEA acts as a negotiator/mediator to tackle complaints, and refers the cases that are beyond its reach to Department of Foreign Employment (DoFE) for further actions. Although NAFEA has poor documentation and are reluctant to give information, and there is internal conflict among the members, its level of commitment towards the implementation of the CoC has increased. During this period they drafted a Directive on the Corporate Social Responsibility, which is yet to be finalised.

The concept of introducing two financial schemes by the government (particularly the FEPB) was based on the employment security and reducing the cost of migration for workers. The financial scheme framework developed would provide loans (through banks) to the WMWs without collateral and assist in saving the remittances to support and start livelihood upon their return. The concept was also discussed to counter the high interest rate being paid by the migrant workers. It was realised that providing financial schemes for migrant workers was not an easy task. The experiences from Philippines and Sri Lanka also show that developing such schemes requires rigorous efforts, comprehensive system in place and infrastructures at both the country of employment and origin.

Moreover, it was realised that the development of such financial schemes within a short span of time was unrealistic. Although, the programme recruited a consultant and drafted a doable scheme suitable to the current context of Nepal, due to the unreadiness of the government to invest in financial schemes, interplay of different actors, and the short programme duration, financial schemes were not finalized.

### **3.2.2 Specific Objective - Two:**

*(Improve access of migrant workers to relevant information and services on foreign employment)*

The second specific objective of the programme was to improve access of migrant workers to relevant information and services on foreign employment with the following indicator:

- Access of migrant workers to relevant information on foreign employment increased.

According to the PF and Pourakhi, access of WMWs to relevant information and services on foreign employment and safe migration has been increased. Data provided to the evaluation team showed that 1493 returnee WMWs' were trained on the issue of foreign employment and safe migration. 15 WMWs networks have been established and strengthened their linkages with district and VDC level organizations.

Similarly, the established mechanism like the CAG and Pourakhi has now been a focal hub for general people to get information on safe migration procedures and also for the distressed migrants and their families to file their cases and complaints. The CAG members, in their respective VDCs, are also compiling information and preparing database of persons who have gone for foreign employment, the number of returnee and their current status and the flow of remittance in their VDCs. During the visit in various districts for the evaluation, it was reported that Pourakhi has been providing information related to safe migration to those who are planning to go to abroad. According to CAG, people are aware about safe migration and some have requested for the contact details of CAG to contact them in case of emergencies.

In addition to Pourakhi and CAGs, the media is also playing an important role in increasing the access of migrant workers to relevant information on foreign employment. From June - December 2012, the local FMs broadcasted the Public Service Announcement (PSA) on foreign labour migration 400 times throughout the country to make migration safe and feasible. The theme of the announcement was focused on free legal aid and counselling, insurance, compensation, case filing and foreign labour migration vis-à-vis WMWs.

Migration has been made a separate "beat" by the media. The migration issues have been covered along with the related information such as migration and skills development, migration and local issues, cost and benefit of migration, sustainable development, and migration and violence women's empowerment, etc.

The evaluation concludes that migrant workers of the programme districts have increased access to information related to foreign employment (Case 1 explains more). Similarly, roles played by the media in highlighting the issues of, and raising awareness on safe migration seemed to be remarkable.

#### **Case 1: Information on Foreign Employment**

Mr. Tribhuwan Kafle residence of Bharatpur 11 wanted to go to Qatar for a job as he saw an advertisement in the Kantipur daily. The vacancy was for the position of Guard in one of the restaurant in Qatar. He decided to apply through a recruiting company. The selection process was completed with interview and visa letter. Then the recruiting company asked Mr. Kafle to pay NRs. 150,000 otherwise he would not get his passport back. After that, Mr. Kafle came to People Forum/Pourakhi district office seeking a support and to know about the government approved fee for Qatar, which is not more than NRs.70, 000.

Then he went to the recruiting company and discussed about the approved expenses for Qatar but the recruiting company denied to give his passport back. He then informed this to the Pourakhi district focal person of the programme who then informed People Forum office in Katmandu and shared the details of the company. The People Forum Legal Aid Officer contacted the recruiting company and informed about the consequences of confiscating passport. Soon after the telephone conversation, the recruitment company contacted Mr. Kafle to

return his passport.

***Conclusion: Potential and returnee migrant workers have been receiving information on foreign employment and safe migration.***

### **3.2.3 Expected result - 1:**

*(Increased capacity of government and non-government service providers and the media to implement and monitor foreign employment Acts and Regulations)*

Under the specific objective - 1, one of the expected results of the programme was to implement and monitor Foreign Employment Acts and Regulations through increased capacity of government and non-government service providers and media. To achieve the Expected result-1, the programme had developed the following two key indicators:

- Number of policy/schemes/directives introduced to implement Foreign Employment Act/Regulations.
- Increased understanding of government and non-government organizations on international migration convention and CEDAW GR 26.

The programme supported for engendering the Foreign Employment Policy that was endorsed in 2012. During the evaluation it was also reported that the UN Women through its core fund had supported MoLE in finalizing the NAP on foreign employment which is expected to be an effective tool to enhance the effective implementation and monitoring of the Foreign Employment Act, Policy and Regulations. The programme provided another platform through training and seminars to policy level actors to understand the international migration convention and CEDAW GR 26.

To implement and monitor the Foreign Employment Policy, Act, and Regulations, an increased level of understanding on international migration convention and CEDAW GR 26 is required. Nepal became a State party to CEDAW in 1991 by ratifying it without any reservation. So, the mandates of CEDAW GR-26 (2008) obligate towards the protection of rights of WMW in general, and more specifically the undocumented WMWs in particular, against sex and gender based discrimination.<sup>45</sup> In this context, 40 government officials from MoWCSW, NHRC, DWC, DoFE, Central Investigation Bureau (CIB) participated in the orientation programme on International Conventions on the Rights of All Migrant Workers and members of their Families which was held in collaboration with the National Human Rights Commission (NHRC). In addition to the government officials, about 60 participants from various sectors (Judges, lawyers from the District Bar and officials of the Foreign Employment Tribunal, AFEON, NAFEA, the, General Federation of Nepalese Trade Unions-GFONT, PNCC, various NGOs, Nepal Television-NTV, CAGs, Pourakhi, and PF) were also oriented on the elements of International Conventions on Migrant Workers' Rights, including the Foreign Employment Act. In addition, a

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<sup>45</sup>The impact of Foreign Labour Migration to Enhance Economic Security and Address VAW among Nepali Women Migrant Workers and Responsiveness of Local Governance to Ensure Safe Migration

training manual was developed, that can be used by other agencies to conduct similar trainings in future. Similarly, an information kit on Foreign Employment Act and Regulations was also developed to generate information on the International Conventions, National Act and Regulation. A total of 6000 pieces of posters were developed and disseminated with information on the provisions of the Foreign Employment Act and Regulation and some major international conventions and on provisions and mechanisms to access legal support.

#### **3.2.4 Expected result - 2:**

*(Increased capacity of foreign employment recruiting agencies and their networks to effectively implement CoC)*

The second expected result of the programme was to implement CoC effectively, through capacity enhancement of foreign employment recruiting agencies and their networks. In order to achieve this result, the programme had set the following key indicators:

- At least 30% of Foreign Employment Recruiting Agencies implement the CoC.
- Number of gender responsive provisions of Foreign Employment Act implemented by Recruiting Agencies.

According to the president of NAFEA, out of 760 recruiting agencies, about 70% of them are implementing the CoC. The programme in collaboration with NIDS supported regular discussions with NAFEA to enhance the understanding of the CoC among the recruiting agencies. The members of NAFEA are implementing the CoC to establish credibility as they do not enjoy much positive reputation in Nepal. Thus the CoC has been a good entry point for bringing them on board. Despite a few initial challenges, the momentum is now encouraging. NAFEA is committed to this task and is particularly interested in establishing a better reputation of the Association. However, it is evident that there are challenges in ensuring that CoC is fully respected and adhered by all recruitment agencies.

#### **3.2.5 Expected result - 3:**

*(Increased knowledge of migrant workers about various processes and procedures of safe foreign labour migration)*

The third expected result of the programme was to increase the knowledge of foreign migrant workers on the various procedures of safe migration in foreign countries. The following key indicators were set under this result:

- Increased percentage of migrant workers with easy access to relevant information on foreign employment.
- Formal and informal information dissemination mechanism functional in 15 districts.

As per the baseline<sup>46</sup>, only 30 WMWs were oriented on migration issues prior to programme implementation, but after the program intervention 1493 WMWs are trained on safe migration issues. During the evaluation many respondents shared that there were increased numbers of migrant workers having access to information on foreign employment and safe migration. The evaluation also noticed an increased level of consciousness among the general population regarding the foreign labour migration in programme implemented districts, especially at the VDC level. The programme focal person of Sunsari district reported that classes regarding foreign employment are being run at the upper grades in schools. Each and every person the evaluation team met and consulted with has suggested that there is a strong need to formulate policies to establish a help desk in each VDC office to provide preliminary information to those who opt for foreign employment. The CAG members in Sunsari shared that now the number of women leaving through the agents have drastically reduced and women are now reluctant to go via India for foreign employment.

On the other hand, the media has been found very instrumental in collecting and disseminating information on foreign labour migration, particularly at the local level. It has also been receiving lots of feedbacks and information on foreign employment/foreign labour migration from the community people. A minute long public announcement was broadcasted over 400 times through local Frequency Modulations (FMs) that have large networks covering estimated 80% of the population of the programme implemented districts. In addition to this, local FMs have been providing part-time jobs and providing space within the programme to returnee migrant workers and their families, so that they can share first-hand information and experiences. The increased number of women labour migrants using formal processes to migrate can also largely be attributed to the local-level interventions and awareness activities of the programme. According to the data received from DoFE website<sup>47</sup>, the total number of women migrating to foreign employment in the years 2011/012 was found to be 22,958 (individual – 16,165; institutional – 6,793) and in 2012/013 it was 27,713 (individual – 10,416; institutional – 17,297).

A series of street dramas were performed 45 times in all 15 districts covering 60 VDCs and also aired through the Himalayan TV that reaches to more than 80 countries around the world and covers 56 districts of Nepal. It was reported that a total of 6025 community people had observed the street drama. In order to make effective impact of the drama, it was conducted in three different languages – *Maithali*, *Doteli* and *Pahadi*.

Field level discussions also revealed that the Social Development Officers (SDOs) and the Women Development officers (WDOs) of the programme districts (such as Sunsari, Kaski, Bardiya) have developed work-plans on safe foreign labour migration to address the issue on a regular basis. They also reported that this will now be taken more systematically as the issue

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<sup>46</sup> Baseline report on Sustaining the gains of foreign labour migration through the protection of foreign migrant workers rights (September 2012)

<sup>47</sup> [http://www.dofe.gov.np/uploads/document/FY%20Wise%20Monthly%20DaTA\\_20120725095323.pdf](http://www.dofe.gov.np/uploads/document/FY%20Wise%20Monthly%20DaTA_20120725095323.pdf);  
[http://www.dofe.gov.np/uploads/document/Final%20Report%20of%20AShar\\_20130721111210.pdf](http://www.dofe.gov.np/uploads/document/Final%20Report%20of%20AShar_20130721111210.pdf)

has been incorporated in the directives of the local governance mechanisms, for which UN Women had lobbied for at the national level with MoFALD.

More than 3000 community people (beneficiaries including the local level stakeholders like the representatives from the political parties, academics, media, NGOs, government agencies, returnee migrant workers and the members of their families, from programme districts were oriented on safe migration.

The above analysis shows that (a) migrant workers have increased access to information regarding safe foreign employment, (b) informal information dissemination mechanisms (through Pourakhi, CAGs and media organizations) have been established and these mechanisms are helping local government bodies such as VDCs, DDCs, DAOs address the issue of safe migration in the programme districts.

### **3.2.6 Expected result - 4:**

*(Local service mechanisms established and functional to cater needs of migrant workers and their communities)*

The fourth expected result of the programme was to establish a functional local service mechanism to cater the needs of migrant workers and their communities. The following key indicators were set under this result:

- Network of WMWs functional in 15 districts
- 30 local level alert groups formed and operational

The expansion and strengthening of the WMWs network i.e., Pourakhi has shown positive results towards prompt responses from concerned stakeholders on the issues of WMWs, as well as enabling returnees and their family members to articulate their demands and claim their entitlements. The evaluation of EMMW Regional Programme states that women's rights organizations should become more involved as they can contribute in enhancing the articulation of a gender sensitive rights-based development perspective of migration for both the programme and its partners. In this context, Pourakhi members reported that the numbers of WMWs seeking assistance in terms of rescue and compensation have been increased. According to the Progress Report (December 2012), Pourakhi have rescued 392 distressed migrant workers and helped them reunite with their families. They have also helped receive compensation to 123<sup>48</sup> migrant victims, 13 of whom were already deceased.

The visibility and acceptance of Pourakhi, as key stakeholders, also indicate their effectiveness at the community level. Pourakhi members are not only disseminating information regarding the safe migration, but are also visiting rural areas of the community to provide support to the distressed migrants and their families. The evaluation of the programme on Economic Security of WMWs (2009 - 2011)<sup>49</sup> highlights that women have increasingly been going for foreign employment using both formal and informal processes. Such informal processes are

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<sup>48</sup> This figure may be much higher as it is extracted from UN Women Nepal Annual Report, 2012 I.

<sup>49</sup> Ojha, Gana Pati, (2010). The evaluation of the programme on Economic Security of Women Migrant Workers (2009 - 2011)

undocumented and make it difficult to locate WMWs. As a result, identifying returnee WMWs requires relatively longer time as they are not recorded anywhere. Based on the recommendation of the evaluation, the programme had extended Pourakhi and formed CAGs in 15 districts, covering 31 VDCs. During the evaluation it was observed that there was no fund mobilization component in the programme and lack of seed money to start various small businesses and enterprises by the women returned from foreign employment.

In 15 programme districts, data showed that there are around 1800 Pourakhi members and 165 executive committee members. These members are familiar on the issue of safe foreign labour migration and are capable of advocating for their issues and disseminate safe migration information. (Box 1 elaborates more). The programme has been able to sensitize the VDC secretaries and influence community stakeholders on safe migration; to brief on legal aspects related to foreign labour migration, and their roles and responsibilities in addressing the issues from their respective places. Pourakhi is involved in policy advocacy and lobbying at both the national and sub-national levels. It is working with both the government and non-government partners to raise awareness on safe migration and is providing shelter home services including the paralegal counselling and services to distressed migrants and their families. It is also supporting its members to engage in the reintegration processes and to seek alternative livelihood opportunities. Pourakhi have also been nominated as members of various government-led committees and are members of various national and international level networks on migration. In the programme period, Manju Gurung, President of Pourakhi has been elected as the President of the National Network on Safe Migration.

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**Box 1: Confidence level increased**

During the short span of the programme, among the 42 cases of migrant worker, 21 cases were resolved in Rupandehi district, which has boosted the morale of Pourakhi to work further for WMWs and the community at large.

Ms. Manju Gurung, President, Pourakhi KTM

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The CAG is now a focal hub for general people to get information on safe migration procedures, and also for the distressed migrants and their families to file their cases and complaints. The CAG members are also collecting information and preparing database of people gone for foreign employment from their communities. Many local government agencies (such as VDCs, DDC) have started to allocate some funds from their development budget to support the awareness programmes on safe labour migration and also to support the reintegration of the distressed WMWs.

During the interaction with various informants, especially CAG members, they informed that it is crucial to address the issues of women/girls who have returned from foreign labour migration, especially from Gulf Countries, as they are found to be even more vulnerable and in traumatic situation than their male counterparts. According to the FEPB, CAGs are empowered to handle and carry forward the cases of migrant workers for facilitation and referral to the concerned agencies as required.

The analysis of the information shows that CAGs' establishment and expansion of Pourakhi have helped WMWs and their community by (a) enabling returnees and their family members to articulate their demands and claim their entitlements, (b) involving in policy advocacy and lobbying at both the national and sub-national levels, (c) raising awareness on safe migration and providing shelter home services including the paralegal counselling and services to distressed migrants and their families, (d) serving as a focal hub for general people to get information on safe migration procedures and also for the distressed migrants and their families to file their cases and complaints, and (e) advocating for the allocation of budgets from local level government line agencies as well as other local level organizations to support the awareness programme on safe labour migration.



### 3.3 Effectiveness

The evaluation team tried to measure the programme effectiveness in terms of the ownership taken by local stakeholders, partner organizations' capacity to effectively manage/implement the programme activities and the extent to which the intervention objectives were achieved.

Overall, the evaluation team found that UN Women's interventions largely contributed to the expected results and national goals as illustrated by the following examples drawn from the information obtained through interviews and from field visits to the programme districts.

All stakeholders considered that the programme was a key intervention in the foreign labour migration sector as it facilitated to raise awareness in protecting migrant workers' rights at the local level (Case 2 explains more on this). The programme was highly appreciated by all the stakeholders at all levels as it contributed to decentralized foreign employment related services at local/community level especially when the relevant government agencies are centralized in Kathmandu only. During the evaluation it was observed that various activities were implemented in close link with different organizations; and the efforts to bring all key stakeholders together under one ambit to work and address the foreign labour migration issues, and bring an overall synergy and impact seemed to be highly satisfactory.

#### **Case 2: Contribution of the Community Alert Group (CAG) to Protect Migrant Workers' Rights**

International Women's Day was organized by the Community Alert Group (CAG) on 8 March 2013 in Armala VDC of Kaski district. The program was conducted under the Chairpersonship of Ms. Sabitri Parajuli, a prominent women rights activist in the VDC. Representatives from different political parties, government offices, teachers, social workers, Pourakhi (Pokhara branch) signed a promising note to stop violence against women. An interaction programme was also conducted. The VDC Secretary was also present in the programme.

***Conclusion: This is a representative case of all 15 programme districts. The celebration of International Women's Day concluded with VDC level commitment to end violence against women.***

During the evaluation, it was found that effectiveness of the programme was reflected through the ownership taken by the government agencies at both the national and local levels. Adoption of CAGs by the FEPB to disseminate information through them and allocating some budgets by the local and district government agencies (such as VDCs, DDCs, and Municipalities) to disseminate foreign employment and safe migration information clearly indicated the effectiveness of the programme. On the other hand, Pourakhi has now been a recognized force in the district. Similarly, media is providing credible information and news on foreign employment to the public and creating a large-scale sensitivity towards this issue. CAG members and VDC authorities said that the programme has been able to raise awareness amongst people. They now think twice before leaving for foreign employment through informal routes.

The evaluation team noticed that the programme activities were implemented by two partner organizations, namely NIDS and PF. Capacities of these partner organizations were adequate to manage the programme activities.

Almost all the programme activities were completed within the planned timeframe with the support of UN Women: an efficient two-way informal/formal communication system at the programme level, strong ownership of the highly motivated and committed Pourakhi members, regular review meetings, and partnership with capable and experienced partner organizations.

Despite the remarkable and successful programme implementation, the evaluation team noticed that the relationship between UN Women and PF was less conducive in few occasions. UN Women selected PF because of its legal expertise and it held the Presidency of the network and subsequently the Secretariat of the NNSM. It is an organization with legal expertise, however, its gender and human rights-based responsiveness was found inadequate. This required constant mentoring and monitoring by UN Women, especially in bringing rights-holders to the forefront of programme implementation, guiding their program proceedings and in ensuring gender balance in the selection of resource persons and the participation of WMWs in all major forums. One of the major focus areas of the programme was to support and unite returnee WMWs under the umbrella of Pourakhi, which is keen to take a lead on this as it supports the expansion of their networks and its membership base. Pourakhi shared that during the debriefing of the Result Oriented Monitoring mission; it had acknowledged the capability of Pourakhi to lead this intervention. The evaluation noticed the limited roles of PF around these areas but PF has shown some resistance to provide the much needed leadership role to Pourakhi and in providing para-legal services.

The concept of the CAG was based on UN Women's experience with piloting a reintegration programme among returnees in the past. UN Women's work in Indonesia to encourage returnee migrants and the members of their families to unite has inspired the UN Women Nepal office. In Nepal, this is an extension of the Pourakhi district network, functioning at the community level. However, it was observed that PF took a more formal approach to the establishment of the CAGs, whereby they are functioning more or less as a NGO. This approach was well thought of from the viewpoint of sustainability, as it engages the local stakeholders including the VDC representatives in the mechanism, and infuses support from the FEPB. However, problems have remained in giving leadership, visibility and ownership to the rights-holders groups, which was the core focus of the UN Women. There was also a concern that the essence of the CAG will be lost if it is forced into becoming too formal and hierarchal, which may reduce its relevance by losing its capacity for immediate response. The CAGs were envisaged to act as informal groups that could come together immediately to respond quickly to cases of distressed migrants. Pourakhi had also suggested keeping the process less formal and to ensure the involvement of returnee WMWs and the members of their families.

It was also reported that coordination between PF and Pourakhi Central Office was difficult, as they (Pourakhi members) felt disrespected. However, UN Women played a crucial role in trying to address their concerns and tried to ensure ways they could work in harmony with each other. PF only saw its greater role in implementation activities, and not fully understanding the principal objective of the programme i.e., helping Pourakhi take leadership, be visible and develop ownership as right-holders' groups.

In order to bridge these gaps, it was reported that UN Women regularly organized review meetings and held monitoring missions including having meeting with national and district-level government representatives and members of Pourakhi during the missions. It was also revealed during the evaluation that UN Women will continue to adopt the required measures to ensure the results of the programme are achieved and support Pourakhi to enhance better linkages and ownership in this initiative.

Regarding the duration of the programme, the target groups (Pourakhi and CAGs) and local stakeholders, including government line agencies, showed their concerns that the programme duration (32 months) was short to address all the issues related to foreign employment and would require further support from UN Women, particularly in continuing highly successful initiatives such as mobilization of Pourakhi and CAGs. Media also shared to have a more comprehensive package of training and media mobilisation components to sustain the current gains made.

The results achieved by the programme have shown that the programme implementation modality and approaches are found to be appropriate and effective in the sense that it worked with diverse stakeholders and beneficiaries, the foreign employment returnee, and poor and vulnerable people in rural areas. The programme is involving them in sustaining the gains of foreign employment, and protecting their rights through various interventions, trainings, workshops, formation of groups, and advocacy; monitoring the cases of exploitation, and violence of migrant workers; and disseminating information on safe migration, and so on.

During the consultation with different respondents, it was found that in all the local level trainings of WMWs and the CAG, concerned officials like Women Development Offices (WDOs), Social Development Officers(SDOs) and VDC Secretaries were involved as resource persons to ensure ownership and sustainability and to inform the participants of the existing government support services and programme. They were also made aware on how such services and programmes could be assessed, for example, WDO shared about the Safe Homes provisions for the victims of domestic violence and about the one stop crisis management center approach for legal support and rehabilitation. Many WMWs shared that they were made aware about such services for the first time and about the programme run by WDOs in their areas. One of the WDOs mentioned that she has been to several training programmes organized for women in her working districts but she had never come across these women that were attending these trainings. She further added that the programme is definitely reaching the unreached women.

Consulting and approving the VDCs through the DDCs to establish CAGs was found to be an exemplary initiative. DDCs and VDCs highly appreciated this and committed to support Pourakhi and CAGs as much as possible. During the evaluation, it was also observed in Sunsari district that the display of hoarding boards related to safe foreign migration in various places such as at the main entrance of DDC office, exit point of the city, check points, CDO office, and so on was found to be effective in raising awareness about the safe foreign employment.

Flexibility is another important aspect of the programme and to some extent flexibility were adopted during the implementation phase, which has also added values to the effectiveness. For example, two districts were changed (Rasuwa and Dang to Kathmandu and Bardiya) later

after the selection of districts, because of the additional information that the later two districts had high rate of foreign employment. Another example of flexibility observed was the selection of three VDCs instead of two in Gulmi district based on the demand from the community where there were high outflows for foreign employment. Similarly, 25,000 copies of IEC materials (country specific pre-departure information packages/manuals) were developed and distributed during the implementation.

Effectiveness can also be measured on the possibilities of replication of good practices and activities initiated. The evaluation team observed that there are several good practices that can be/are being replicated with high potential in other areas/districts. For instance, radios/FMs have been broadcasting programmes regularly on foreign employment. Similarly, cases and articles on foreign employment issues and problems are being published by the local newspapers since the problems are more at the village level (see box 2).

During the interaction with other INGOs dealing with the migration issues, it was found that the IEC/BCC materials were shared among the co-partners to avoid duplication as well as to save resources. Instead of reinventing the IEC/BCC materials, the ILO and MoLE have been using the booklets developed by the programme to have synergy and spread similar messages on foreign labour migration.

**Box 2: Problems are at the village level**

Problems are at the villages and in most of the cases solutions are being searched at the central level. This programme has addressed the very root cause of foreign employment, migration causes, impacts and issues.

Representative from IOM (shared during the exit strategy development workshop)

The analysis of information under effectiveness shows that (a) substantial changes have been made with minimum resources, (b) referral system from community to district and national level has been established, (c) programme modality and approaches are found appropriate and effective in the sense that the programme worked with diverse stakeholders and beneficiaries, (d) the programme brought some changes at the policy level and helped creating linkages with national, district and community levels, and (e) Pourakhi and CAGs were formed and expanded with their exemplary roles.

### **3.4 Efficiency**

#### **3.4.1 Thematic/Programmatic Efficiency**

In terms of programmatic efficiency, the data/status from each of the result areas (please refer Annexes 2 and 4 for detailed status on these result areas) revealed that programmatic progress appeared to be fully satisfactory.

The programme received demands for further supports from the communities. This has been a challenge for the UN Women to address. The evaluation team found that the programme results were largely coherent and implemented successfully. With the focus of interventions at the community level, the programme tried to have a spiral effect at the macro level. The programme used “tried-and-tested” approaches<sup>50</sup>, thereby saving time, energy and resources and reducing the risks of failure. Moreover, it was largely successful in coordinating many agencies, including government agencies, foreign employment recruiting agencies, and development partners in formulating and executing the programme, engaging in policy advocacy and carrying out some mitigation efforts through a decentralized approach.

To show a good quality of the programme design, it is essential to have a good exit plan and a learning framework integrated with the Monitoring and Evaluation (M&E) framework. During the review of the programme document by the evaluation team, these essential programme design elements could not be found explicitly articulated. However, the consultant that developed the exit strategy plan mentioned that though the exit plan was not documented, the exit strategy was already well integrated and thought of during the design of the programme. The evaluation team had an opportunity to participate in the “Exit Plan Sharing Workshop” organized by the partner organization, which was equally important and became imperative as the need for safe landing and sharing and replication of good practices proliferates.

The programme approaches as discussed in the relevance and effectiveness sections are multiple. One key approach of implementing the programme was to work in partnership and collaboration with different organizations across all levels. Although this approach has, to a greater extent, contributed to programme efficiency, stakeholders at different levels criticized that it rather spread the little resources, and achieved fewer results. However, the evaluation team noticed that the UN Women had responded well to the need of the hour and maximised its outreach especially in the absence of credible institutions working to ensure safe migration. It has laid a base for others to build on to take future programmes.

#### **3.4.2 Managerial Efficiency**

Keeping in view the crucial role of the management support required in achieving the programme goal and objectives, the programme had envisaged a good management arrangement to ensure active participation of a wide range of stakeholders in the programme. In order to be more efficient, it had also proposed a Steering Committee comprising concerned seven Ministries, Chaired by the Secretary, MOLE. A PAB included the key stakeholders of the

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<sup>50</sup>For example, Pourakhi and the concept of the Community Alert Group including the media component was adopted from the UN Women’s past initiative and only expanded in this programme.

programme for guidance and sharing of the programme. Contributions of the Steering Committee and the PAB were appreciable along with the management support provided by the UN Women. In addition to this, the evaluation team found that the strain felt between the UN Women and its implementing partner PF, especially in terms of following up to the suggestions provided to organize the training programmes for WMWs, in terms of making it more inclusiveness with more leadership role provided to Pourakhi and also in the case of providing timely and quality IEC materials.

At the programme implementation level, the provision of and the role played by the focal persons were widely appreciated especially to ensure timely implementation and ensuring effective coordination at the local level. Instead having a full-fledged office appointing a focal person and taking implementation through the CAG and Pourakhi was more of a cost effective and sustainable approach. The evaluation team found that in some CAGs the chairpersons were VDC secretary, teachers, and also returnee WMWs. Prior to the programme, sharing on the migration issues was done on an ad-hoc basis. The programme helped them make the coordination/partnership more systematic.

### 3.4.3 Cost Efficiency Analysis

The evaluation team tracked year-wise initial allocated budget and expenditure status of the programme that are shown as follows:

Year	Budget allocated <sup>51</sup> (in USD)	Expenses <sup>52</sup> (in USD)
2011	446028.00	84873.56
2012	309230.00	266621.25
2013	15530.00	302260.67
Total (EU Support)	770788.00	653755.48
UNW Contribution (20%)	192697.50	192697.50
Total Programme Budget	963485.50	846452.98

**Note:** Final payment of US\$ 33,399.00 has been released from Core-00082045 as final installment have not been received from EC. Once the final installment from EC is received, the payment will be reversed from this project. Total amount of US\$ 3,745.00 will be released to the vendors.<sup>53</sup>

Regarding the cost efficiency analysis of the programme, there is always a difficulty to compute cost efficiency of such programme, considering the wide range of partners covering in fifteen districts of the five development regions, establishing 30 Community Alert Groups in the villages and Diaspora communities that have chapters in 65 countries. The programme had involved three large networks working on migration (i.e., NNSM, NAFA and AFEON), and mobilising two migrant workers' networks (Pourakhi and PNCC). It also mobilized print and electronic media in all programme districts; initiated peer learning from two labour sending

<sup>51</sup> The year-wise allocated budget may vary because this is generated from the Atlas System.

<sup>52</sup> Total expenditure still has to be computed since the last reimbursement is yet to be received from the EU.

<sup>53</sup> As per the information provided by the UN Women.

countries: Philippines and Sri Lanka; and initiated G2G dialogue with two countries of employment: The Kingdom of Saudi Arabia and Israel.

The programme covered all these initiatives with less than USD 1 million for entire 32 months period which was very minutely thought through. The evaluation team is of the opinion that financially, it would not have been possible if it had not been designed so smartly. The ROM Mission had provided some recommendations on the visibility and sustainability of the programme, which were carefully adjusted by amending the contract with EU within the same budget frame without compromising any outputs, which were achieved very cost effectively. The evaluation team concludes that UN Women’s long engagement and comprehensive understanding of the issue, lessons learnt from the past experience, and building new programme on the basis of the past foundations have largely reflected cost efficiency in this programme.

### 3.5 Impact

The evaluation team tried to identify intended and unintended impacts (positive and negative) caused due to the execution of the programme. The evaluation team noted that the programme was able to bring some impacts from its initial period of implementation. For instance, when the cases and articles related to foreign employment and safe migration were published in the local newspapers, non-programme VDCs/districts began to work on foreign labour migration (Box 3 to mention a few). Also during the first round of

**Box 3: Record and data generated**

In Kasara VDC of Banke district – a non-programme district – there was no information and data on how many people migrated to foreign countries. When the VDC officials saw migration related articles in local newspapers they began to record information and collected data from each and every household and started maintaining the record data on foreign employment in that VDC.

Mr. Jhalak Gaire, Journalist, Nepalgunj

orientation to the returnee WMWs in Sunsari, one participant shared about her “missing” sister who had gone for foreign employment through a local agent. The participants, who later took membership of POURAKHI, shared this case to the media and tracked down the agent and tracked the whereabouts of her missing sister. She was finally rescued through their support.

The evaluation report of the Economic Security of Women Migrant Workers mentions that though the Foreign Employment Act does not discriminate against women, in practice, a decision on the age bar of 30 years to work as domestic workers in the Gulf countries made by the MOLE discourages women to participate in foreign employment on the basis of age. But the Foreign Employment Policy (also advocated by the programme) endorsed in 2012 quoting the CEDAW GR 26, recognizes the special needs of the WMWs and the policy adopts a principle of non-discrimination and ensures equal opportunities. The evaluation team believes that this is one of the unintended impacts resulted during the programme as this was not a direct support from this programme.

Direct involvement of state actors (representatives from the government) is another example of the programme impact, which can eventually be linked with the sustainability of the programme initiatives. The former Director General, Purna Chandra Bhattarai said “We were consulted while designing the programme. MoLE has contributed to influence the design of the programme”. Please refer Box 4 for further details.

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**Box 4: It is really a flagship programme**

From the government’s perspective, it is really a flagship programme that opened the eyes of many including government/Ministry of MoLE to acknowledge migration as a “special issue” requiring reintegration programme mostly focusing WMWs at large.

There have been lots of positive changes brought by the programme in terms of generating public awareness on making migration safe, feasible and worthy. There has been a sharp increase in women taking permit to go to foreign labour migration through formal channels, receiving financial support, appealing for legal aid, claiming for compensation, reintegration of migrant workers and their families due to the increased awareness level.

Ms. Girija Sharma, Acting ED, FLPB

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According to the FEPB, increased numbers of complaints were being received due to enhanced level of awareness and many migrant workers have realized the socio-economic costs associated with foreign employment and unsafe migration. Also during this period, for the first time, 400 agents of recruiting agencies who were working without any formal status registered and received license. Media campaign against fraud cases and illegal agents have contributed for this positive change.

Many migrant workers, especially WMWs have felt that the level of efforts and money invested for foreign employment would have yielded them better return had they invested it in their own home communities. This has also been supported by a video-clip prepared by the previous Reintegration Project supported by IFAD and the UN Women. According to this video, of the total trainees who attended the Enterprise Development Training Programme, 45% of the remittance income was used to start the business.

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**Box 5: I am aware**

Prior to the establishment of Community Alert Group, I did not know about the issues related with foreign employment and process involved. Now I am aware and know much about foreign employment and process that is required to be followed, problems related with migration if the rules are not followed.

Parvati Poudyal, CAG, Taratal VDC, Bardiya

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Community level impact is evident. The CAGs and Pourakhi have been working for the protection of migrant workers’ rights particularly of WMWs. After the programme intervention, there has been a completely different situation of WMWs in the programme districts (Box 5 explains more).

The mobilization of media has been quite effective. As a result, adoption of safe route (government channel) for foreign employment has been observed (Box 6). For this the media



has been instrumental in raising awareness of foreign labour migration and is becoming a vigilant group against fraud and illegal recruitment (Box 7).

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**Box 6: Migration through government channel**

In the programme districts it has been observed that a number of foreign labour migrants have been following the government channel, which is the formal way.

Him Raj Sedai, DDC, Jhapa

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**Box 7: Migration as a regular issues**

The issue of migration is deep-rooted and are fragile. Thus, high attention is needed. Involvement of media to continuously publish subject matters of the issue is needed in coming days.

Arjun Upreti, Journalist, Morang

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DDC Morang organized one-day orientation training for field mobilizers, which was one of the impacts of the programme. DDC Kaski has decided to collect data of migrant workers in the district. Likewise, VDCs are allocating resources to the CAGs. VDCs of the programme districts are developing a mechanism to receive information from Ministry of Foreign Affairs on the counts of people actually leaving for foreign countries after getting passports. This type of data disaggregation was not thought before. Further, Belbari VDC of Morang district has requested CDO Office of Morang to distribute the passport through the VDC to cross check on foreign migration of local people of the respective VDCs. VDC secretariats are also appealing media to understand issues precisely and act accordingly. In the DAO of Banke, the applicant is made mandatory to listen to the information desk for at least two minutes before receiving the passport.

Due to the intervention of the programme, people at the local level are becoming more aware and responsive (Box 8). Similarly, willingness of members of CAG and Pourakhi to work in collaboration, understanding the importance of CAG are all positive and intended impacts of the programme. The impact of the programme has reached beyond the programme VDCs and districts and awareness among the large mass on foreign labour migration and legal aspects has been raised, which can be considered as higher level positive impacts.

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**Box 8: People becoming more responsive**

In Paanchkanya VDC, Sunsari when a new person enters the VDC, he/she is asked questions and information on the purpose of his/her visit, his/her introduction, and so on.

Hira Lal BK, Secretary, Paanchkanya VDC, Sunsari

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During the interaction with various groups, focal persons, programme team found that political parties are now posing levy from those households whose members are in foreign employment. There were also complains from the CAG members that they were receiving threats from local

foreign employment agents for their low business turnover due to raised awareness among the community members to follow the formal process. It was also observed that local agents are now looking for alternative ways to send people for foreign employment which can be considered as possible risks.

At the district level, some bad practices were also reported. For example, girls tend to increase their age up to 30 years while applying for passport due to government's ban on women below the age of 30 to work as domestic workers in some countries.

The analysis shows that (a) state actors (representatives from government), I/NGOs, NRNs, NAFEA, AFEON, and media were involved in the programme, (b) the number of complaints related to foreign employment received by FEPB increased, (c) number of women going through official channel increased (d) CAGs were trained to handle and carry forward the cases of migrant workers, (d) adoption of safe way of foreign migration practices increased, (e) media have been instrumental in disseminating the changes brought by foreign labour migration, and (f) VDC secretariats are also consulting with media persons to understand the foreign employment issues.

### **3.6 Sustainability**

First, the programme was implemented involving multi-stakeholders with expertise in various aspects of migration, which has developed a pragmatic perspective on migration and its issues. This perspective of looking at the foreign employment and migration issues will continue, because the UN Women has developed a communication and visibility plan to raise the profile of the agencies engaged as the key contributors towards highlighting the issues related to protection of the rights of migrant workers and to ensure safe foreign labour migration in Nepal.

Second, for the sustainability of the good practices, the programme helped enhance the capacity of local level stakeholders for the problem lies at the community level. This will further continue since the CAG members are playing a crucial role by reaching the community doorsteps for knowledge transfer and further strengthening of existing community groups and clubs. In addition to this, VDCs have been quite sensitive and are aware about the migration issues. They have included the migration issue in their regular programme and also allocated certain budget for it.

Third, as mentioned earlier, one of the remarkable contributions of the programme was the formation of CAGs and POURAKHI in programme VDCs and districts covering all development regions. The evaluation team found some of the good works being carried out by these groups. It is believed that they will continue their jobs to protect the rights of migrant workers and help WMWs for reintegrating in the family and society with the support from district level line agencies such as DDCs. However, sustainability is not imminent in the case of CAGs, as they do not have access to larger network as much as Pourakhi does. For this, FEPB can support for they have wider access and strength to continue the work (as depicted in Box 9).

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**Box 9: Prone districts of foreign employment migration to be covered**

Since foreign labour migration has increasingly become a prominent issue, the program needs to be expanded in all 3900+ VDCs within the 75 districts and each ward of the VDCs. If this becomes too ambitious considering the limitations that any project/program may have, the 25 most prone districts should be considered.

By: Ms. Girija Sharma, Acting ED, FLPB

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To address the gaps in coordinated interventions to facilitate safe migration at the district level, a ToR for the district level coordination mechanism was developed by the programme on the demand from the district stakeholders including the government authorities. But due to the changes in the government officials at the MoLE, this process is stalled despite having taken a good momentum at the programme level.

Finally, there is an encouraging environment for sustainability of the programme which will require some extra effort (Box 10).

The programme has created supportive environment

through an active involvement of media (print and electronic). It has not only involved media persons, but also brought experts (Box 11). Development of website for the National Network on Safe Migration now highlights foreign employment related issues connecting the national and district level media persons through a Google group, which is remarkable and likely to be sustained in coming days. This is particularly important and its need has been recognized by other evaluation studies, such as evaluation of EWMWA project that states, “it has succeeded in bringing into the public domain the plight of migrant workers, and promoting discussion on migration as a rights-based development issue.”

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**Box 10: Encouraging environment**

National level impact of the programme has been great. It helped a great deal in influencing and developing policies. The support from the government is commendable. Central level stakeholder’s participation has been quite encouraging.

By: Diana Gracia, European Commission

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**Box 11: Advocacy by media**

Due to this program intervention, expertise on migration has been developed. Migration issue has become almost a separate “beat” in number of national newspapers. Street drama, radio jingles and articles have been continuously advocating the issues of foreign labour migration as the prime issue. Creation of the Google Group, media network and the website related to foreign labour migration will sustain the discourse of migration for a long time. The realization has been that the problem/issue lies in our own doorsteps, VDCs and country and not only in Dubai, Lebanon or anywhere else. Thus, advocacy will be continued through the Google groups and through the district print media even after the closure of the programme.

Based on interaction with media persons

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## 4. MAJOR CONSTRAINTS, CHALLENGES AND OPPORTUNITIES

### 4.1 Constraints and Challenges

One of the constraints as well as challenges confronted by the programme was lack of adequate/required disaggregated data and information in the foreign employment sector..

Although the CAGs and Pourakhi have been relentlessly working in their communities, the changing modality of migration pattern has made it difficult to trace-out and reach the potential migrant workers and returnee migrant workers. It still remains a challenge, as they (potential and returnee migrant workers) do not want to expose themselves as “returnees” to others easily. Nepalese society is still quite silent on some issues, such as trafficking, foreign labour migration of women, and so on. Acceptance and reintegration of returnees in the community and family is still not an easy task, however it is not the same case in all districts. The women returnee and community women still hesitate to talk openly about foreign labour migration. Social attitudes stigmatize those women who challenge traditional gender roles and migrate for work. Thus, much work is required in-order to facilitate safe migration for women through the development and implementation of gender responsive and gender sensitive policies.

It was observed during the field mission that CAGs were actively involved and as mentioned by the ROM Report 2012, they have become the information hubs regarding the foreign employment and are showing their visibility and taking ownership, which was highly recognized by the local and district level government offices like VDCs and DDCs. They (CAGs) have become active in many of the VDCs and have initiated the compilation of information and data of those leaving for foreign employment and those who have returned from foreign employment. But they are facing many challenges during their work and dealing with government agencies as they are asked about their legal status. In addition to this, most of the CAG members are also facing obstacles from their family, as they are involved as volunteers.

According to the MoLE, the foreign employment policies are quite comprehensive, gender responsive and are in place but the implementation part has been quite frail. The frequent changes of the officials in the government, scanty budget allocated , biased attitude of government actors, clarity among government institutions, low-level of ownership and commitment referring the work as merely a “project work” and not addressing the issues on the regular plans and programmes of the sectoral ministries including non-inclusion of reintegration programme in district development plans for example, are some of the constraints faced by the foreign employment and safe migration sector. The evaluation team felt that the sporadic interventions, limited development partners and limited capacity of agencies/institutions prevents from achieving expected results in this sector.

At local level, frequent changes of VDC Secretaries, prolonged vacant post of the authorities, and transfer of governmental officials during the programme operational phase considerably affected the smooth and timely implementation and execution of the programme. Furthermore, the orientation to new authorities including Secretaries and other top level

officials added additional burden in terms of programme costs, which were not budgeted under the programme but it was quite an important aspect in terms of building coordination and keeping them in the programme loop remained as both challenge and constraint.

An effective application of the CoC by NAFEA is yet another challenge as its application/implementation largely depends on the willingness of the foreign employment recruiting agencies.

While the CAGs have the potential for long-term self-sustainability, they are currently under-resourced and this could affect the sustainability of their contributions.

As stated by one of the participants of the para-legal training, there are many WMWs who are victims of violence due to their status of “returnee”. Upon their return after a long stay in a different cultural context, the returnee WMWs often find it difficult to reintegrate with the society that has gone through changes in their absence.

## **4.2 Opportunities**

The start of the allocation of budget for foreign employment and Gender Equality and Social Inclusion (GESI), particularly by the MoFALD and its local and district level line agencies (VDCs and DDCs); gender responsive NAP on safe migration; high level dialogue on migration and development; priority attention in the next TYP Approach Paper; the UN Women’s gender sensitive and rights-based agenda greatly dissertate the ample avenues to work on managing migration and protecting migrant workers’ rights. The UN Women’s work partnering with IFAD and MoLE, on income generation for livelihood and enterprise development if, expanded for returnees and spouse of male migrant workers in all migration prone districts could contribute for the sustainable development of the country. The evaluation team were advised by returnee WMWs, local government and the media to support on this venture. The evaluation team found that it is an opportunity to work further and integrate this agenda to the next level of programme design.

One of the major contributions of the programme, which the evaluation team found was that a broad-based partnership and a wider network have been established. Formation and sensitization of CAGs and expansion of Pourakhi is yet another important aspect. These two entities working together could be a good opportunity in enhancing the gains of foreign migration and protecting migrant workers’ rights and bringing greater impact in the future.

Media has played a crucial role in disseminating the invisible issues and untold stories and realities regarding the safe migration and its impact on development. The idea and mechanism of bringing the media and involving them on range of activities (articles, drama, TV shows, Google Group etc.) issues was one of the good strategies of the programme, which was guided by the EMMW Programme that had largely focused its investments on creating supportive environments through an active involvement of the media.

The evaluation team noted that organizations working on the migration issues have experience, willingness, and recommendations for state actors. This is a good opportunity to compile and summarize the priority issues identified by various organizations and advocate them as so that

it is reflected on the policy document that addresses the issues related to migrant workers and overall migration sector. For example, the first National Conference on Safe Migration, initiated by 15 organizations, supported by the programme was quite effective to highlight migration at the national and international levels.

As mentioned in the programme document and interaction with the UN Women's key staff, they observed that this programme in itself was an opportunity that has created more space for debate and discourse among the major stakeholders.

## 5. CONCLUSION

The conclusions are drawn from major findings following the sequential order of Chapter 3 as Relevance, Results Achievement (Specific Objective 1 and 2; Expected Results (ER) – ER1, ER2, ER3, ER4); Effectiveness; Efficiency; Impact; and Sustainability.

**Relevance:** With regard to relevance of the programme, the evaluation team found that the programme was relevant in sustaining the gains of foreign labour migration through protection of the migrant workers' rights and enhance migrant workers livelihoods and increased participation at socio-economic and political levels.

**Specific Objective 1:** Findings from the specific objective areas revealed that the programme (a) largely helped strengthen the capacity of government and non-government service providers and the media to promote safe migration and decentralized services related to foreign employment and safe migration, and (b) facilitated to draft a MoU and an agreement to be signed between the government of Nepal and the government Israel and Saudi Arabia.

**Specific Objective 2:** The programme (a) helped migrant workers to have increased access to information related to foreign employment and safe migration at various levels.

**ER1:** The analysis of the data and findings of expected result 1 led to conclude that the programme helped develop capacity of government and non-government service providers and the media working across all levels.

**ER2:** Based on the findings presented under the expected result 2, it can be concluded that almost 70% of the NAFEA member agencies are practicing CoC. Although they have fully understood the importance of CoC as an important instrument, the evaluation team felt that because of their internal conflict, it has not been a matter of priority at the moment. Orientation on CoC has been made mandatory by FEPB during the registration and renewing process of the recruiting agencies. 400 agents of the recruiting agencies were provided licence to operate as an official agent during the program period. NAFEA has also drafted a document on Corporate Social Responsibility (CSR).

**ER3:** The findings showed that migrant workers (particularly potential ones) and families have largely increased knowledge about processes and procedures to be followed at various levels for safe foreign labour migration.

**ER4:** The evaluation, under expected result 4, concludes that (a) the programme remarkably contributed to form and mobilize the local level groups (e.g., CAGs and Pourakhi), and (b) these groups have developed mechanisms to serve and cater the needs of migrant workers and their communities.

**Effectiveness:** The impact of the programme in 15 districts, covering 5 development regions using the resources in an optimum manner is highly commendable aspect of the program. This has been discussed in Exit Strategy Workshop as a Best Practice. The programme appeared to be significantly effective in terms of (a) developing capacities of government and non-government service providers including the media, (b) strongly advocating among the NAFEA for the practices of the CoC, (c) raising awareness and imparting knowledge about various

processes and procedures of safe foreign labour migration to be followed by the potential migrant workers and families, (d) contributing to establish, strengthen, and mobilize the CAGs and Pourakhi, and (e) developing mechanisms to address the needs of migrant workers at the local level.

**Efficiency:** One of the contributions of the programme to bring efficiency was the successful coordination among various agencies that includes government agencies, private sectors i.e. foreign employment recruiting agencies, and development partners in formulating and executing the programme and engaging in policy advocacy. Additionally, programme implementation with broad-based partnership and collaboration and exit plan strategies are believed to be the essential elements of the programme efficiency. Similarly, the programme had envisaged and continued the existing Steering Committee and a Programme Advisory Board to focus on the managerial and technical support.

**Impact:** As the need for the programme activities proliferates, some intended impacts are imperative. The programme appeared to be largely successful in terms of intended impacts, for instance, (a) state actors (representatives from government, NGO, I/NGOs and the media have increased capacity and started to work for the promotion of safe migration and protection of the rights of migrant workers, (b) the number of complaints related to foreign employment received by the FEPB has been increased, (c) potential and returnee migrant workers have been receiving information on foreign employment and safe migration through the CAGs, Pourakhi and the media, (d) usages of safe route (government channel) for foreign employment have increased, (e) media have been instrumental in disseminating the issues on foreign labour migration, and (f) some VDC Secretaries are willingly heading the CAGs and have incorporated the migration issues in their annual plans with the allocation of budget.

**Sustainability:** The evaluation team concludes that the programme seemed to be aware of the sustainability of its good practices and gains. In order to sustain the main initiatives of the programme, (a) a pragmatic perspective on migration with its issues has been ignited, (b) the local level stakeholders' capacity has been enhanced and they have started to work on the foreign labour migration issues at the community level, (c) after the establishment of Pourakhi and CAGs, potential and returnee migrant workers are receiving information on safe foreign labour migration through informal/formal mechanism set by these groups, (d) the current level of supportive environment, development of the portal for the information dissemination, and promotion of discussions on migration as a rights-based issue seemed to be enabling factors for sustaining the programme initiatives.





## 6. RECOMMENDATIONS

The following recommendations are drawn from the conclusions and lessons learnt, presented in section 5 above. The recommendations have been categorized into three sub-sections: (a) Sustaining the gains of the program including in the follow-up phase, (b) Designing and implementing similar programs in the future, and (c) Identifying areas for further study.

The following recommendations were made based on the analysis of the findings of the evaluation process and inputs and feedback provided by the project stakeholders.

### **For sustaining the gains of the programme, including the follow-up phase, the evaluation recommends to:**

- Formalise the development partners' coordination mechanism on migration to enhance coherence, and coordination on safe migration responses, facilitate synergy with the ongoing anti trafficking initiatives and share good practices.
- Support the Ministry of Labour and Employment (MOLE) to expand the scope of the existing Steering Committee to further enhance coordination between government agencies, including FEPB, Ministry of Federal Affairs and Local Development (MoFALD), Ministry of Women Children and Social Welfare (MWCSW), and to include as members key development partners and civil society members.
- Facilitate linkages and networking between CAGs and Pourakhi with mandated government bodies like the FEPB, Department of Women and Children (DWC), Local Development Offices (LDO) to generate/disseminate local level information, and provide services especially to migrant workers and their families to facilitate safe migration.
- Continue to strengthen advocacy on safe migration using mechanisms like the Local Governance and Community Development Programme (LGCDP) so as to enhance outreach.
- Support the replication and up scaling of the safe migration orientation workshops for local level stakeholders in collaboration with FEPB, using the handbook on foreign employment and gender and social inclusion, developed in collaboration with MoFALD.
- Develop partnerships with the Ministry of Foreign Affairs (MOFA), Nepal Rastra Bank, Federation of Nepal Chambers of Commerce and Industry (FNCCI) and the private sector to advocate for the implementation of financial schemes for women migrant workers, drawing on the experience of the Philippines and Sri Lanka.
- Strengthen the network of WMWs to enhance their voice and agency (including the entrepreneurs' groups among returnee WMWs) and prioritise the reintegration programme<sup>54</sup> to generate income and livelihoods for sustainable development.

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<sup>54</sup> Although this was another programme supported by UN Women, IFAD and MOLE, it was strongly raised by the community members that UN Women should keep it in the priority and continue.

- Include migration as a cross cutting issue in future programming related to the economic empowerment of rural women.

Support the development of a comprehensive media package on safe migration that can be taken forward by different stakeholders in an effort to expand outreach across the country.

**For designing and implementing similar programmes in the future, the evaluation recommends the following:**

- Develop a joint programme with the International Labour Organisation (ILO), International Organisation for Migration (IOM)<sup>55</sup>, MWCSW and MoLE to address the entire migration cycle including the nexus between migration and trafficking.
- Develop a comprehensive capacity development framework with clear baselines and targets to track changes and strengthen the documentation of the capacity development.

**For identifying areas for further study, the evaluation recommends the following:**

- Conduct research studies to assess the impact of remittances on skill development of WMW and use of remittances in sectors such as agriculture, tourism and industry to promote income generation and entrepreneurship development.
  - Study the socio-economic impact of foreign employment on women and their families.
  - Support efforts to generate national level sex disaggregated data on foreign employment in collaboration with Central Bureau of Statistics (CBS).

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<sup>55</sup>Since both the ILO and IOM have the ongoing programme in trafficking and/or migration.



## **Annexes:**

### **Annex 1: Terms of Reference (ToR)**

#### **Final Evaluation of the programme on “Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Workers’ Rights”**

##### **1. Background**

UN Women, the UN Entity for Gender Equality and the Empowerment of Women is operational from 1st January 2011. The UN Women was created by the United Nations General Assembly on 2 July 2010 to accelerate progress in meeting the needs of women and girls worldwide. It is a result of years of negotiations between UN Member States and advocacy by the global women’s movement and is also a part of the UN reform agenda, bringing together resources and mandates for greater impact.

In Nepal, UN Women programme on Economic Empowerment of Women emphasizes on improving access of vulnerable groups to economic opportunities and adequate social protection. Towards this end, UN Women is conducting Empowering Women Migrant Workers has been working for almost a decade, initially under the UN Women’s Asia Pacific and Arab States Regional Programme on Empowering Women Migrant Workers and later has been able to generate its resources locally to have specific interventions for Nepal. Significant progress has been made since the start, in terms of bringing the issue to the mainstream development discourse and highlighting the rights of migrant workers. This in turn has contributed to the review of laws and policies, including the establishment of institutions and mechanisms to ensure the protection of the rights of Nepali migrant workers. Since 2011, UN Women Nepal office has been implementing a programme on “Sustaining the gains of foreign labour migration through the protection of migrant worker’s rights” securing financial assistance of the European Commission. People Forum, for Human Rights as a Secretariat of National Network on Safe and Nepal Institute for Development Studies are two responsible partners while the programme is guided by the Steering Committee comprising of concerned 7 Ministries chaired by the Secretary, Ministry of Labour and Employment and the Project Advisory Board which also includes members of the relevant government agencies, migrant worker’s organisations, recruiting agencies representation including members from media and civil society organisations.

The overall goal of the Programme is to " Protect the rights of women and men migrant workers and the member of their families by strengthening the capacity of duty bearers and rights holders", which is in line with the Outcome 2 of UN Women Nepal’s Annual Work Plan(AWP) improvement of economic opportunities and adequate social protection for vulnerable groups.

The key outcomes and outputs of the programme are as follows:

##### **Outcomes:**

- Strengthened capacity of government and non-government service providers and media to promote safe migration.
- Improve access of migrant workers to relevant information and services.

##### **Outputs:**

- Increased capacity of government and non-government service providers and media to

implement and monitor foreign employment acts and regulations

- Increased capacity of foreign employment recruiting agencies and their networks to effectively implement the Code of Conduct
- Increased knowledge of migrant workers about various processes and procedures of safe foreign labour migration.
- Local service mechanisms established and functional to cater needs of migrant workers and their communities.

## **1. Justification**

The implementation of the programme has contributed to a number of important results. Some of the key accomplishments of the programme include pitching the safe migration agenda in the priority issue of both the national and local governments, agencies among women migrant workers have been strengthened through the establishment and expansion of network of women migrant workers under the umbrella of Pourakhi, organisation of women migrant workers. Pourakhi is now a recognised force by both the local and national level stakeholders and are actively advocating for the rights of women migrant workers. Awareness on the issue of safe migration has been generated at all level with the engagement of media and through other awareness interventions which have enhanced understanding among government and other stakeholders to the issue of safe migration. Media has been able to act as the vigilance group and have in some cases deterred illegal recruitment practices and their reporting has also been a reliable source for a planned foreign employment and at times has inspired many migrants to seek alternatives in Nepal by covering success stories on reintegration. Similarly the establishment of the community alert groups in 30 VDCs and Pourakhi focal points in all the 15 districts including the website of the National Network on safe Migration have been a reliable source to generate safe migration information while facilitating compensations and referral services for the potential as well as distressed migrants and/or their families. Nepal Association of foreign employment agencies have reaffirmed commitments to implement the Code of Conduct and accordingly have developed their work plans to take forward their commitments. These results along with the efficiency, effectiveness and impact potentiality and sustainability of the project interventions have been lauded by the Result Oriented Mission that was concluded in October 2012.

The Programme document of “Sustaining the gains of foreign labour migration through the protection of migrant worker’s rights”, has envisaged the final evaluation of the programme towards the end of the programme period. The final evaluation is expected to assess the results of the Programme at different levels (output, outcome and impact), analyse lessons learnt, document good practices and to provide recommendations for future course of actions for sustaining the development gains of migration especially to ensure gender equality and empowerment of women. It is in this context that UN Women Nepal intends to commission an independent evaluation of the Programme on “Sustaining the gains of foreign labour migration through the protection of migrant worker’s rights”.

The recommendations of this Evaluation will guide to design and implement subsequent programme phases. It will thus reinforce UN Women’s emphasis on using evaluations for generating knowledge to critically inform the work of the government and civil society partners and other stakeholders associated with the work on foreign labour migration to enhance gender equality and women’s empowerment. In the present context of Nepal, the findings of evaluation, especially the lessons learnt, good practices and recommendations will be of paramount importance for strengthening the efforts towards enhancing the

development and poverty reducing potential of foreign labour migration and sustaining its gains especially in enhancing gender equality and women's empowerment.

The final evaluation report is expected to be of interest to the following stakeholders:

- UN Women and other UN agencies and development partners working on enhancing the development impact of foreign labour migration especially with focus on enhancing gender equality and women's empowerment
- Concerned Ministries and National Machineries (Ministry of Labour and Employment, Ministry of Women, Children and Social Welfare, Ministry of Federal Affairs and Local Development, Ministry of Foreign Affairs, Ministry of Home, Ministry of law and Parliamentary Affairs, National Women Commission, National Human Rights Commission, other Concerned Governmental Institutions)  
Political parties
- Research agencies, academic institutions and research scholars working on gender and migration, and women's empowerment, migrant women's rights and gender equality advocates
- Concerned Civil society institutions/organizations, community level organisations and especially right holders organizations and their networks (migrant workers)
- Nepal Association of Foreign Employment agencies
- National Network on Safe Migration
- Media
- Development Partners

## **2. Project Focus**

The focus of the assignment is to conduct the final evaluation of the programme "Sustaining the gains of foreign labour migration through the protection of migrant worker's rights implemented from 2011 in three project districts namely Jhapa, Morang, Sunsari, Sarlahi, Makwanpur, Chitwan, Rupandehi, Nawalparasi, Kaski, Gulmi, Dhading, Kathmandu, Sindhupalchok, Bardiya and Kanchanpur districts.

## **3. Objectives of the evaluation**

A programme evaluation serves as an agent of change by providing a comprehensive overall assessment of the programme. In this spirit, this Evaluation is intended to provide an objective and independent assessment of programme implementation and its achievements, including extracting lessons learned to guide future programme efforts.

The objectives of this evaluation are, as follows:

- Appraise the appropriateness of the project design, approaches and strategies of the programme in the light of given country context
- Assess the achievements of outputs and outcomes
- Assess the impact of the programme in terms of sustained achievements (sustainability of institutional processes and mechanisms)
- Assess the effectiveness of linkages of this Programme with other relevant programme/projects of UN Women
- Identify the constraints, challenges and opportunities in programme design and

- implementation
- Analyze lessons learned and good practices that can be up-scaled for enhancing women's political participation in Nepal
- Provide recommendations to the UN Women and partners regarding specific strategies and approaches for: i) sustaining the gains of the Programme including follow-up phase as needed; and ii) designing and implementing similar programmes in future.

#### **4. Scope of work (Activities)**

The "Sustaining the gains of foreign labour migration through the protection of migrant worker's rights" programme has been implemented at the national and district levels. The district level activities are concentrated in fifteen programme districts namely Jhapa, Morang, Sunsari, Sarlahi, Makwanpur, Chitwan, Rupandehi, Nawalparasi, Kaski, Gulmi, Dhading, Kathmandu, Sindhupalchok, Brdiya and Kanchanpur districts. In addition to interactions with the national level stakeholders, the evaluation will cover at least three to four programme districts, mutually agreed in the first meeting.

From the point of view of the design, implementation and evaluation of the programme, the key stakeholders of the Programme to be consulted during evaluation is detailed in Table 1. The above list of stakeholders can be amended by the evaluation team in consultation with UN Women during the inception phase of evaluation.

The evaluation team will carry out the following activities:

- Desk review of Programme document, progress report, and monitoring reporting relating to Sustaining the gains of foreign labour migration through the protection of migrant worker's rights"
- Prepare an inception report including data collection tools and evaluation plan
- Presentation of inception report to UN Women Senior Management Team (SMT) and Project Advisory Board (PAB) of the project
- Finalization of inception report incorporating the feedback of SMT and PAB
- Data collection with the concerned stakeholders - national, district and community levels
- Data analysis
- Draft evaluation report
- Finalize evaluation report incorporating feedback from managers
- Presentation of the key findings of evaluation to key stakeholders

#### **Methodology**

The evaluation will be conducted based on UNEG Guidelines on Human Rights and Gender Equality evaluations. The methodology will be participatory and largely include, but not be limited to, the following:

- Desk review of project document; review of progress report, and monitoring report relating to Sustaining the gains of foreign labour migration through the protection of migrant worker's rights"
- Interviews and focus group discussions with the concerned stakeholders at the central and local levels
- Document 2-3 case studies of good practices under the programme



The evaluation team will have flexibility to come up with additional ideas on evaluation methodology which can be finalized in consultation with UN Women and PAB.

The proposed key evaluation questions are described in Table 1 below.

**Table 1: Evaluation questions and sources of data**

<b>Evaluation Questions</b>	<b>Sources of data</b>
<b>Q 1 The Quality of the Project design</b>	
1.1 To what extent were the programme strategies and interventions relevant to the given country context?	Desk review Interviews with stakeholders
1.2 As presently designed, is the intervention logic holding true?	Same
1.3 Is the current design sufficiently supported by all stakeholders?	Same
1.4 Is the current design sufficiently taking cross-cutting issues into account?	Interview with the PAB members and District level stakeholders including the CAG and POUARKHI members
<b>Q 2 Efficiency of the project</b>	
2.1 How well had the availability/usage of means/inputs managed?	Review of cost data Review of human resources
2.2 How well had the implementation of activities managed?	Analysis of implementing partners
2.3 How well were the outputs achieved?	Same
2.4 How well were the Partner Contribution / Involvement working?	Interview with the PAB members and District level stakeholders including the CAG and POUARKHI members Interview with the partners
<b>Q 3 Effectiveness of the project</b>	
3.1 How well has the project achieved its planned objectives and results?	Analysis of implementing partners Interview with the PAB members and District level stakeholders including the CAG and POUARKHI members
<b>Q 4 Impact prospects</b>	
4.1 What is the direct impact of the project at Overall Objectives level?	Analysis of implementing partners Interviews with stakeholders
4.2 To what extent the project had any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)	Interview with the PAB members and District level stakeholders including the CAG and POUARKHI members Interview with the partners
<b>Q5. Sustainability Potential</b>	
5.1 Financial / economic viability?	Analysis of implementing partners Interviews with stakeholders
5.2 What is the level of ownership of the project by target groups and will it continue after the end of external support?	Interview with the PAB members and District level stakeholders including the CAG and POUARKHI members

	Interview with the partners
5.3 What is the level of policy support provided and the degree of interaction between project and policy level?	Same
5.4 How well is the project contributing to institutional and management capacity?	Same
<b>Q6. Cross Cutting Issues</b>	
6.1 Have practical and strategic gender interests been adequately considered in the project strategy?	Interview with the project staff Analysis of the implementing partners Interviews with stakeholders

The evaluation questions and their rationale will be refined by the evaluator in consultation with UN Women.

## **5. Activity Target Group**

Targeted group include UN Women's national and district level implementing partners and target groups of the programme, national and local government machineries, national and district level stakeholders, women migrant organisations and its network, Community alert groups, media, Nepal Association of Foreign Employment Agencies, National Network on Safe Migration mainly working in the area of women's leadership and political participation.

## **6. Project Location**

Jhapa, Morang, Sunsari, Sarlahi, Makwanpur, Chitwan, Rupandehi, Nawalparasi, Kaski, Gulmi, Dhading, Kathmandu, Sindhupalchok, Bardiya and Kanchanpur districts

## **7. Time Frame**

June 1 – July 30, 2013

## **8. Expected Deliverables**

The evaluation team will be responsible for the following deliverables:

**Deliverable 1:** An inception report which contains evaluation objectives and scope, description of evaluation methodology/methodological approach, data collection tools, data analysis methods, key informants/agencies, evaluation questions, performance criteria, issues to be studied, work plan and reporting requirements. It should include a clear evaluation matrix relating all these aspects.

**Deliverable 2:** Power point presentation of preliminary findings to the key stakeholders.  
The comments made by key stakeholders should inform the draft report.

**Deliverable 3:** Draft evaluation report which should be delivered with adequate time to allow stakeholder discussion of the findings and formulation of recommendations.

**Deliverable 4:** Final evaluation report which should be structured as follows:

- Executive Summary (maximum five pages)
- Programme description
- Evaluation purpose
- Evaluation methodology
- Findings
- Lessons learnt
- Recommendations
- Annexes (including interview list – without identifying names for sake of confidentiality/ anonymity, data collection instruments, key documents consulted, Terms of Reference).

## **9. Contributing to DRF/MRF Outputs**

DRF Output 2.1.1 Government stakeholders have enhanced capacities to develop and implement gender

responsive National Action Plan (NAP) on Safe Migration, and to implement CEDAW Concluding Comments on WMWs and employment

DRF Output 2.1.3 Community groups have strengthened capacities for evidence based advocacy for safe migration of women

MRF output 2.3: A clear evidence base generated from high quality evaluations on SP implementation for learning, decision making and accountability

#### **10. Contributing to the DRF/MRF Indicators**

DRF Indicator 2.1.1: Government officials who report improved understanding of safe migration issues and Number of DDCs integrating safe migration issues into their work plans

DRF Indicator 2.1.3: WMWs networks expanded and strengthened and more actively advocating for their rights.

MRF indicator 2.3.1: Number and quality of relevant decentralized evaluations completed at the end of SP

#### **11. Reporting Obligation**

- Deliverables have been highlighted under section 9
- All purchase of equipment should be supported by at least three quotations.
- The agency shall provide UN women with a list of all non-expendable equipment purchased for the project, if any. Title of any equipment and supplies procured through UN women funds shall rest with UN women until such time as ownership thereof is transferred.
- A certified copy of all the equipment/furniture purchased under the project must be submitted at the end of the project.
- An audited financial statement for the actual expenditure in the form of income and expenditure/receipt & payment/balance sheet certified by the external auditor with relevant vouchers and updated statement in the UN women format.
- All knowledge product/press releases produced under this grant must acknowledge the support of UN Women

#### **12. Required technical expertise and experience:**

The evaluation team will consist of one team leader (expert), two mid-level researchers and assistant with the following competencies:

- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
- A strong record in designing and leading evaluations;
- Data analysis skills;
- Technical competence in sector of Women's Empowerment and Gender Equality, specifically in the area of Women's Political Participation and Leadership is desirable

- Process management skills such as facilitation skills;
- Experience in gender analysis and human rights. Detailed knowledge of the role of the UN and European Commission and its programming is desirable.

### **13. Response to the Technical and financial proposals**

Please send a technical, outlining how your organization meets the criteria in section 15, and include a proposal as to how your organization would approach the work, including an activity plan and submit two or three examples of evaluation reports (at least one sample is mandatory) recently completed when responding to the Terms of Reference. Please also include a financial proposal.

**The agency will be selected based on their technical expertise and experience, the quality of their proposal, and the cost-effectiveness of their financial proposal.**

#### **Annex 1: List of Stakeholders to be consulted**

<b>Central level stakeholders</b>	<b>District level stakeholders</b>
Ministry of Labour and Employment	District Development Committee (DDC)
Department of Foreign Employment	Women and Children Development Office
Foreign Employment Promotion Board	Pourakhi, organisation of women migrant workers, District networks
Nepal Association of Foreign Employment Agencies	Community Alert Groups
National Network on Safe Migration	District level wings of political parties
Media	District NGOs working on women's empowerment and gender equality with focus on foreign labour migration
People Forum	Women migrant workers and spouse
NIDS	Local media
Pourakhi	Project Focal Points
International Labour Organization	
International Organization of Migration	

## Annex 2: Activity-wise Assessment

Activities	Target	Achievement
1.1 Train key stakeholders on elements of international migration Convention, CEDAW GR26 and ILO Convention.	-60 key government officials oriented in international conventions on migrant workers' rights	40 Government officials were present during the orientation on International Conventions on Migrant Workers' Rights. Participants were from MoWCSW, NHRC, WCD, DOFE, CIB to mention few.
	-60 persons from various private sector organizations trained on the elements of international conventions on migrant workers' rights including the Foreign Employment Act.	As targeted a total of 60 persons from various private sector organization (Like: District Bar, AFEON, NAFEA, ILO, GFONT, PNCC, various NGOs, NTV, CAG, Pourakhi) participated on International Conventions on Migrant Workers' Rights including Foreign Employment Act.
	- A Training Manual developed.	A training manual was developed and printed.
	- 3000 Information Kit developed on relevant Conventions and its application in line with the Foreign Employment Act and Regulation	Information kit with information on Foreign Employment Act and Regulation was developed and printed.
	-Developed and disseminated 6000 pcs of posters with messages on International	A total of 6000 pieces of posters were developed and disseminated in project districts, in ministries at central level.

	Instruments.		
1.2 Support ML&TM to develop and implement policy and directives on welfare schemes.	-6 workshops organized to develop policy and directives on welfare schemes with focus on financial aspects.	Government of Nepal (GoN)/UN Women have completed workshops to develop policy/directives in regard to this issue.	
	- At least two financial schemes developed.	Series of discussions with the MoLE to draft financial schemes for migrant workers were made. But significant achievement was not observed.	
1.3 Facilitate government to government dialogue and agreements	-Visits to 2 countries organized for government officials to hold government to government dialogue.	G2G dialogue was held with Saudi Arabia and Israel. A MoU has been developed between the GoN and Government of Saudi Arabia (GoSA) and principle agreement has been made by both governments. However, formal agreement has not been made between the governments.	
1.4 Support NNSM to advocate & monitor cases of exploitation and violence of migrant workers.	-Software to monitor and document exploitation and violence of migrant workers, including the one site virtual media site on foreign employment developed and operationalised.	A website ( <a href="http://www.migrationnetwork.org.np">www.migrationnetwork.org.np</a> ) was developed. On regular basis news have been updated on this site by NNSM. This was initiated in January 2013 and in an average up to 8 cases of exploitation, violence are updated.	
	- 8 advocacy interaction in collaboration with media network.	1. Strengthening Migrant Workers	By: Pourakhi
		2. Reintegration of the returnee migrant workers	By: Migrant Centre
		3. Interaction programme on safe migration policy 2068	By: PNCC
		4. Proposed strategic plan of ministry (regarding foreign employment)	By: Sancharika Samuha
		5. Orientation to the police	By: Media Advocacy

		officials at TIA	Group
		6. Workers hearing	By: Pourakhi
		7. Govt. policy to prohibit women under 30 years to go for foreign employment as domestic workers	By: Migrant Centre
		8. A discussion workshop on violence against women	By: Media Advocacy Group
2.1 Facilitate NAFEA for effective implementation of Code of Conduct.	- 3 advocacy Workshops conducted with key stakeholders for the effective implementation of the CoC	3 advocacy Workshops conducted involving major stakeholders	
	-Developed and disseminated 2000 pcs of posters with messages on CoC.	2000 pcs of posters with messages on CoC has been developed and disseminated.	
	- Development of Strategy for effective implementation of the CoC.	NAFEA has developed Plan of Action (PAC) to implement the COC by all member agencies of NAFEA in its own initiation. And NAFEA together with MoLE and Foreign Employment Board is planning to monitor all member agencies.	
2.2 Support diaspora community to conduct study on status of Nepali migrants in selected countries.	-Study on the status of migrant workers conducted in selected Gulf countries.	A study on the status of migrant workers in the middle east countries was carried out, as a result of the study and collaboration, NRN has shown its interest to work in the issues of migrant workers at national and international level. NRN has invited to the UN Women/NIDS to present the key findings of the study and to explore possible ways of collaboration with UN Women/NIDS and NRN to work in the issues of migrant workers. The key findings will be shared at the Global and international Conference to be held in October in Kathmandu with concerned authorities and wider level of stakeholders.	
3.1 Support AFEON to develop country- specific pre-departure information packages/manuals	-3000 Booklets developed and distributed to potential migrant workers.	25000 were developed in support from FEPB and distributed by AFEON to those migrant workers who were about to leave. Those potential migrant workers have to go through the booklet, give exam and also were provided a certificate.	



and IEC materials.		
3.2 Form Media network among Nepali media in Nepal and in selected countries of employment for effective media mobilisation.	-180 national and district level media persons oriented on rights based journalism and safe migration.	Although the target was 180, a total of 203 national and district level media persons were oriented on rights based journalism and safe migration. The orientation took place in five development regions (Kaski, Kanchanpur, Nepalgunj, Biratnagar and Kathmandu)
	- 1440 media person would be supported to document cases through articles and write up on concerns of migrant workers with special focus on WMWs.	1272 media articles generated by media persons
3.3 Mobilise local government and non- government service providers to disseminate information of safe migration.	-450 persons from local government and civil society oriented on safe foreign labour migration.	450 persons were targeted from local government and civil society to be oriented on safe foreign labour migration, but the number increased to 522 because of the subject matter. Participants from govt. level (162), Civil society (209), journalist (44), politicians (45), recruitment agency (1), others (61).
	- 3 PSA would be developed and disseminated through FM and local radios to almost all 75 districts.	A total of 4 PSA were developed: 2 PSA providing general information to all, 1 PSA related with information on who gives justice and 1 PSA from women migrant on what needed to be focused.
	- Street Drama developed and performed reaching to almost 3000 people at the community level.	Street drama was developed and performed through Himalayan TV. Eventhough the target was set to reach 3000 people at community level, the number reached 5970. Based on the head count, there were Female (3130), Male (2369), government bodies (Male and Female471)
4.1 Promote community-based	-30 alert groups are promoted	Although the target was 30 to form CAG, a total of 31 groups were formed. In all districts there were 2 CAG whereas in Gulmi

alert groups on migration.	in the 15 programme districts.	three CAG were formed.
	-Apprx. 900 members of the Alert Groups trained on issues of foreign labour migration.	1035 members of the CAG were trained on issues of foreign labour migration. Out the total participants 7% represented dalit and 11 % represented returnee.
4.2 Expand the existing networks of WMWs at the district level	-Network of WMWs expanded to 15 districts	From 7 district to 15 districts.
	- 1350 WMWs trained on the issues of safe migration	1493 WMW were trained on the issues of safe migration. Out of 1493 WMW, 78 were male.
4.3 Strengthen legal-aid services to improve access to justice	-20 new paralegals among WMWs developed	20 new paralegals among WMWs were developed
	-20 existing paralegals supported through a refresher training	20 existing paralegals were supported through refresher training, and some of them have been involved with CAG and Pourakhi.
	-60 Judges capacitated with information on migration convention, CEDAW GR 26	Orientation was provided to 149 judges and lawyers on information related to convention on migration, CEDAW GR 26

### Annex3: List of Respondents of the Final Evaluation

Respondents Category	Target Respondents From	Name	Gender		Total Respondents
			M	F	
Government	1. Ministry of Labour and Employment	Mr. Binod KC Mr. Purna Chandra Bhattarai	1 1		2
	2. Foreign Employment Promotion Board	Ms. Girija Sharma		1	1
	3. WCO				
	3.1 Bardiya	Ms. Sabitra Shah Ms. Shanta Chand Ms. Geeta Shahi		1 1 1	3
	3.2 Jhapa	Ms. Bhojkala Dawadi		1	1
	4. DDC (Social / Community Development Officer)				
	4.1 Jhapa	Mr. Him Raj Sedai	1		1
	4.2 Morang	Mr. Saroj Gautam Mr. Laxmi Psd. Dhimal	1 1		2
	4.3 Sunsari	Mr. Sunil Nepal	1		1
	5. VDC Secretary				
	5.1 Jhapa	Mr. Chhatra Babu Ojha	1		1
	5.2 Sunsari	Mr. Hira Lal BK Mr. Padam Binod Ghimire	1 1		2
Implementing Partner Organization	6. People Forum	Mr. Som Luitel Mr. Nabindra Khatiwada	1 1		2
NGOs	7. NIDS	Dr. Ganesh Gurung	1		1
	8. NAFEA	Mr. Bal Bahadur Tamang Mr. Dan Bahadur Magar	1 1		2
INGOs	9. CARE	Ms. Indu Panta Ms. Sabitra Dahal		1 1	2
	10. ILO	Bina Kunwar (Thapa)		1	1
	11. IOM	Ms. Pravina Gurung		1	1
	12. UN Women	Ms. Sharu Joshi Ms. Anajana Vaidhya		1 1	2
Donor/s	13. European Commission	Ms. Diana Garcia		1	1
Pourakhi	14. Kathmandu	Ms. Manju Gurung Ms. Bijaya Rai Ms. Satra Gurung Ms. Agni Gurung Ms. Goma Gurung Ms. Puspa Thapa Ms. Sita Rupakheti Ms. Maya Tulachan		1 1 1 1 1 1 1 1	8
	15. Jhapa	Ms. Tula Lawati		1	5

		Ms. Sushila Ghimire Ms. Tika Adhikari Ms. Renuka Subedi Ms. Jhanai Dhimal		1 1 1 1	
	16. Sunsari	Ms. Chetna Shreng Ms. Sharada Maskey Ms. Deepa Adhikari Ms. Chandra Shakya Ms. Ambika Kr. Rai		1 1 1 1 1	5
	17. Bardiya	Ms. Reena Shahi Ms. Tika BK Ms. Geeta BK		1 1 1	3
	18. Sindhupalchowk	Ms. Shanti Tamang Ms. Sabitri Bogati Ms. Fulmaya Shrestha Ms. Neeta Joshi		1 1 1 1	3
	19. Morang	Ms. Uma Sedai (Katwal)		1	1
<b>Community Alert Group</b>	20. Kathmandu (Chalnekhel VDC and Satungal VDC)	Mr. Prem Kshetry Ms. Kalpana Giri Ms. Sabina Bista Ms. Parbati Lama Ms. Bina Kunwar Mr. Binod Gurung Mr. Man B Tamang Mr. Deepak Man Shrestha Ms. Maya Giri Ms. Sanu Maya Maharjan Ms. Sunita Shrestha Ms. Indu Shrestha	1     1 1 1	 1 1 1 1    1 1 1 1	7         5
	21. Bardiya	Ms. Meen Maya Gurung Ms. Khadga Raj Shrestha Ms. Parvati Paudel Ms. Bhawadatta Updhaya Ms. Tulsi Ram Pande	  1 1 1	  1 1	5
	22. Sindhupalchowk	Mr. Jhalak Nepal Mr. Amrit Dhungana Mr. Ramesh Tamang Ms. Goma Giri Ms. Isha Tamang Mr. Aakash Thing Mr. Gyan Bahadur Tamang Mr. Dal Bahadur Dangal Mr. Gyan Bahadur Thapa Ms. Subhadra Dangal	1 1 1  1 1 1 1 1	   1 1  1	10

<b>Media</b>	23. Sunsari	Mr. Arjun Upreti	1		1
	24. Kathmandu	Ms. Babita Basnet		1	4
		Mr. Gopal Guragain	1		
Mr. Narayan Puri		1			
		Ms. Gini Agwaral		1	
	25. Bardiya	Mr. Jhalak Gaire	1		1
<b>Total</b>			<b>32</b>	<b>53</b>	<b>85</b>

## Annex4: Questions/Discussion Guidelines and Summary of Responses

### Final Evaluation of the programme on

### “Sustaining the Gains of Foreign Labour Migration through the Protection of Migrant Workers’ Rights”

#### Questions/Discussion Guidelines/Checklist

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
Overall Objective : Protect the rights of women and men migrant workers and the member of their families by strengthening the capacity of duty bearers and rights holders		
<p>Overall goal:</p> <p>"Protect the rights of women and men migrant workers and the member of their families by strengthening the capacity of duty bearers and rights holders",</p> <p>(in line with the Outcome 2 of UN Women Nepal’s Annual Work Plan (AWP) improvement of economic opportunities and adequate social protection for vulnerable groups)Cases of exploitation of women and men migrant workers reduced by 30%</p>	<p>1. Have cases of exploitation of women and men migrant workers reduced by 30%?</p>	<p>People Forum alone has been dealing with 289 cases of exploitation.</p> <p>UN Women partnership with government and assisted the MoLE in developing legal complain redressal Committee for the undocumented migrants and has enhanced the access of distressed women migrant workers and their families to formal legal procedures.</p> <p>Media mobilization to raise awareness of general public and to protect the rights of migrant workers. Media have been supportive in highlighting the situation of migrant workers and reporting has contributed to generate debate and discourse on safe migration in all the project districts.</p>
SpecificObjective-1: Strengthen the capacity of government and non-government service providers and media to promote safe migration.		
<p>At least 1 MoU/agreements signed with countries of employment</p> <p>Extent to which foreign employment acts and regulations are implemented</p> <p>Cases of complaints addressed by recruiting agencies increased by at least 25%?</p> <p>At least two financial schemes introduced by</p>	<p>How many MoUs have been signed?</p> <p>To what extent foreign employment acts and regulations are implemented?</p> <p>Have cases of complaints addressed by recruiting agencies increased by at least 25%?</p>	<p>MoU with Malaysia, Lebanon and Kuwait is in a draft stage.</p> <p>Clause 15 and 16 (2 and 3) of Foreign employment act 2064 have to be reviewed.</p> <p>Complaints have been registered by NAFEA and they act as negotiator/ mediator, but if agreeable outcome</p>

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
government	Has government introduced two financial schemes?	<p>is not there, then it is referred to Foreign Employment Division for further action.</p> <p>Short span and delayed start of the project affected the development of financial schemes. As of now, the financial schemes are not in place as envisioned, The evaluation team found that the cause was readiness of the government to invest in a large scale schemes also was the cause..</p>
SpecificObjective-2: Improve access of migrant workers to relevant information and services		
Increased access of migrant workers to relevant information on foreign employment increased	To what extent has the access of migrant workers to relevant information on foreign employment increased?	<p>Pourakhi and CAG are providing information related with safe migration to those who are planning to go abroad.</p> <p>Access of Women Migrant Workers to relevant information on foreign employment has been increased.</p> <p>The network in the districts is led also by returnee (women) that worked as foreign domestic helps while in foreign employment. Pourakhi and CAG are able to provide the due recognition to the issue of women migrant worker including foreign domestic workers and have become a recognized voice and force for Nepali women migrant workers.</p> <p>CAG and Pourakhi are now a focal hub for general people to get information on safe migration procedures and also for the distressed migrants and their families to file their cases and complaints.</p>

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
		<p>From June – December 2012, UJJalo FM aired the Public Service Announcement on foreign labour migration 400 times throughout the country to make migration safe and feasible.</p> <p>Migration has been made a separate “bit” by the media. Pre-departure information</p> <p>Booklet “Pravas Diary” produced and supported AFEON by People forum and disseminated through pre departure orientations</p>
<p>Expected result 1: Increased capacity of government and non-government service providers and media to implement and monitor foreign employment Acts and Regulations.</p>		
<p>Number of policy/ schemes/directives introduced to implement Foreign Employment Act/Regulation</p> <p>Increased understanding of government and non-government organizations on international migration convention and CEDAWGR 26</p>	<p>What and how many policies/directives have introduced to implement Foreign Employment Act/Regulation?</p> <p>To what level has the understanding of government and non-government organizations on international immigration convention and CEDAWGR 26 increased?</p>	<p>Training to Government and Non-Government officials and concerned stakeholders on international migration convention and CEDAW and GR 26.</p> <p>People Forum Orientated to the 509 Representatives of Government and Non-governmental Organizations at district level</p> <p>The National Network on Safe Migration (NNSM) through its website has been supporting the government’s policy on right to information by including relevant information and the latest policy decisions pertaining to migrant workers.</p>
<p>Expected result 2: Increased capacity of foreign employment recruiting agencies and their networks to effectively implement Code of Conduct.</p>		



Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
<p>At least 30%of Foreign Employment Recruiting Agencies implementing CoC</p> <p>Number of gender responsive provisions of Foreign Employment Act implemented by Recruiting Agencies</p>	<p>At least 30%of Foreign Employment Recruiting Agencies implementing CoC</p> <p>Number of gender responsive provisions of Foreign Employment Act implemented by Recruiting Agencies</p>	<p>There are total 760 agencies affiliated with NAFIA and about 70% are implementing CoC.</p> <p>Foreign employment policy endorsed on 2012 recognizes the special needs of the WMWs. The policy adopts a principal of non-discrimination and ensures equal opportunities.</p> <p>The project in collaboration with NIDS has been regularly discussion with NAFEA to enhance the understanding of CoC.</p> <p>The members of NAFEA are using CoC to establish credibility as NAFEA, and is committed to this task and are particularly interested in establishing a better reputation for the Association.</p>
<p>Expected result 3: Increased knowledge of migrant workers about various processes and procedures of safe foreign labour migration.</p>		
<p>Increased percentage of Migrant workers with easy access to relevant information on foreign employment</p> <p>Formal and informal in formation disseminationmechanismfunctionalin15districts</p>	<p>How much percentage of Migrant workers with easy access to relevant information on foreign employment has increased? (Base ?)</p> <p>Is the Formal and Informal information Dissemination mechanism functionalin15districts? If yes, how effective?</p>	<p>Due to the formal and informal information dissemination women who were victim have approached DDC in Morang.</p> <p>People are approaching CAG and PAURAKI in districts to receive information, make complaints.</p> <p>Media people have been receiving lots of feedback from the community people.</p> <p>Requests have been made to generate further programs on the subject/issue. Many shared their personal grievances' concerning foreign labour migration.</p> <p>The CAG have been providing information to community people</p>

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
		<p>via door-to-door visit, personal consultations and also through formal/informal gatherings.</p> <p>Media has been very instrumental in disseminating information on foreign labour migration.</p> <p>The increase in large number of women using formal processes to migrate can also be attributed to the local-level interventions and awareness programs of the project.</p> <p>Realizing the sensitivity of the issue, dramas were conducted 60 VDCs of 15 districts and through the Himalayan TV that reaches 180 countries and effective in 56 districts of Nepal. To make the program effective, it was conducted in 3 different languages – Maithali, Dotelly and Pahadi. More than 200 people participated in each district. However the number reached 1000 at Sanjha district.</p> <p>The orientation provided to local stakeholders and the subsequent partnership between UN Women, MoLE and MFALD has enhanced the accountability of the local government bodies to address the issue of safe migration.</p> <p>As per the baseline, conducted by People Forum only 30 number of women migrant workers were oriented on migration issue prior to project implementation but after the intervention 1493 women are trained.</p> <p>Similarly, 1007 community people were oriented on safe migration and 31 CAGs are formed and strengthened. These CAGs are</p>

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
		functional because they have been owned and supported by concerned VDCs and DDC
Expected result 4: Local service mechanisms established and functional to cater needs of migrant workers and their communities.		
<p>Network of WMWs functional in 15 districts</p> <p>30 local level alert groups formed and operational</p>	<p>How effective is the network of WMWs in 15 districts?</p> <p>How many local level alert groups are formed and operational?</p>	<p>The expansion and strengthening of the WMWs network Pourakhi has been showing the positive results towards prompting responses from concerned stakeholders on the issues of WMWs, as well as enabling returnees and their family members to articulate their demands and claim their entitlements. Pourakhi reports the increasing numbers of WMWs seeking assistance in terms of rescue and compensation. The visibility of Pourakhi at the district level and their acknowledgement as key stakeholders also indicate their effectiveness and presence at community level. Similarly, the CAGs are addressing safe migration at local level at large.</p> <p>31 alert groups have been formed in 15 project districts, members of Pourakhi and CAG are familiarized on the issue of safe foreign labour migration and are capable to advocate.</p> <p>Network is effective, through the network they are not only disseminating information regarding the safe migration but are also visiting rural areas of districts to identify victims of migration, handing over such victims to their families.</p> <p>Advocacy training and workshop has been provided to 560 people in 16</p>

Key Indicators of Evaluation	Key Questions	Summary Notes of Different Responses
		<p>events organized by People forum.</p> <p>Developed a website for creating and maintaining information on various aspects of labour migration</p> <p>7 days paralegal training to returnee women and CAGs to 44 people.</p>

### Objectives-wise Evaluation Criteria

Key Questions	Summary Notes of Different Responses
<b>Relevance (The Quality of the Project Design)</b>	
<p>To what extent were the programme strategies and interventions relevant to the given country context?</p> <p>As presently designed, is the intervention logic holding true?</p> <p>Is the current design sufficiently supported by all stakeholders?</p> <p>Is the current design sufficiently taking cross-cutting issues into account?</p> <p>Were the methods and approaches suitable to achieve the project objectives?</p> <p>What needs did or did not this project cover, or what could be added to make it more relevant to the needs of WMWs?</p> <p>Did it meet the identified needs of the target group?</p>	<p>Currently unemployment rate is very high in Nepal, poverty is also very high. In this context the intervention of the program is not only implementing programs related with safe foreign migration but also supporting in income generation through various trainings.</p> <p>Workshop organized on publishing issues on migration has provided overall picture on what theme, matter, issues should be captured during the publication.</p> <p>Although migration at large is an issue related to all, the experiences that men and women have as migrant workers are different, Thus, it is crucial to recognize these aspects during planning, designing and identifying the needs of migrant workers, especially the WMWs.</p>
<b>Efficiency</b>	
<p>How well had the availability/usage of means/inputs managed?</p> <p>How well had the implementation of activities managed?</p> <p>How well were the outputs achieved?</p> <p>How well were the Partner Contribution / Involvement working?</p>	<p>The coordination aspect of the implementing organization is good and progress reports are timely provided.</p> <p>The project has been able to create good coordination with organizations such as CARE, ILO, IOM and further. The project has held meetings with focal persons from these organizations to share the initiative, achievements and challenges to bring effective synergy.</p>

<p>Are the results being achieved more cost-effectively?</p> <p>Were the resources (including human) sufficient?</p>	<p>The IEC/BCC materials have been shared among the coordination partners to avoid duplication as well as to save resources. Instead of reinventing the IEC/BCC materials.</p> <p>The project helped to make the coordination/partnership more systematic. Prior to the project, sharing was done on an adhoc basis.</p>
<b>Effectiveness</b>	
<p>How well has the project achieved its planned objectives and results?</p> <p>How effective is this project in terms of approaches and methods?</p> <p>Was the project flexible enough?</p> <p>Are there any good practices suitable for case development and replication?</p> <p>Is there a good fit between project results and activities?</p>	<p>The approaches and methods developed to implement the program were very effective. Coordination with DDC in election of VDCs was exemplary.</p> <p>Capacity of returnee women migrants have been enhanced due to the project, the display of hoarding boards, the practice of publishing articles in newspaper, website can be replicated to generate more awareness on various experiences of foreign migration were effective approach in generating awareness.</p> <p>The project has been quite successful in terms of bringing change at policy level and creating linkages with national, district and community level.</p> <p>Referral system from community to district and national level has been established quite well through the project to handle the cases of migrant workers.</p>
<b>Impact prospects</b>	
<p>What is the direct impact of the project at Overall Objectives level?</p> <p>To what extent the project had any indirect positive and/or negative impacts? (i.e. environmental, social, cultural, gender and economic)</p> <p>What are the planned and unplanned impacts (positive / negative) of the project?</p> <p>To what extent do project beneficiaries use the lesson acquired through Project?</p>	<p>The impact of the project goes beyond the 30 VDCs and 15 districts. Despite the significant contribution in the national economy and their important role in poverty reduction, WMWs in Nepal have long faced human rights violations and abuses as a result of their general disenfranchisement and lack of collective voice to advocate for themselves.</p> <p>The media mobilization through the project has been quite effective. The media have been instrumental in contributing this as there was no specific programme on migration. The traditional gender roles have been changing. Women are seen as household heads and are empowered to take decisions.</p> <p>Increase in foreign migrants through the government channel and people are highly sensitized regarding foreign employment.</p> <p>DDC Morang organized one day orientation training to field mobilizers which was one new attempt made. Belbari VDC of Morang has requested CDO Morang to hand over the passport to the VDC office for distribution, it is assumed that it will make a cross check on foreign migration of local people of that VDC.</p> <p>VDCs in districts are developing a mechanism to receive information from Ministry of Foreign Affairs on how many people went to foreign, how many did not (after making passport), which</p>

	<p>was not thought before.</p> <p>People from various areas of VDCs are visiting VDC office for more information related with foreign migration.</p> <p>Numbers of cases are coming at VDCs and action has also been taken on such cases, victim of foreign migration have been provided justice.</p> <p>In Paanch kanya VDC, when a new person enters, he/she is asked questions and information on their purpose of their visit, their introduction and so on.</p> <p>Due to training and workshops, knowledge transfer is taking place, proper utilization of money send from family members from foreign employment.</p> <p>In the project districts, detailed information is asked before proceeding for issuing passport.</p> <p>VDC secretariats are also calling media to understand issues and act accordingly.</p> <p>In the District Administrative office of Banke, before receiving the passport one has to listen to information provided by the information desk for at least 2 minutes.</p> <p>In Kadambas VDC of Sindhupalchowk VDC level data collection on people who went for foreign migration, returnee has been carried out.</p> <p>Through legal procedure victims of foreign employment are getting their amount back.</p>
<b>Sustainability Potential</b>	
<p>Are good practices/project initiatives financially/ economically viability?</p> <p>What is the level of ownership of the project by target groups and will it continue after the end of external support?</p> <p>What is the level of policy support provided and the degree of interaction between project and policy level?</p> <p>How well is the project contributing to institutional and management capacity?</p> <p>What mechanisms have been put in place to ensure sustainability of project results?</p>	<p>National level impact of the project has been great. , media has been continuously advocating the issues of foreign labour migration.</p> <p>Program has been expanded in to schools, community programs, teachers and students above grade 6. The local government has been quite sensitive and aware about the migration issue. The groups that have been formed under/by the project should be continued through new projects. ILO will be working with some of these groups at district level.</p> <p>High level of commitment has been seen regarding the ownership of the project at field level. , ministries should also be more specific on this issue in coming days, cooperation and coordination must be done with government bodies at local levels for its sustainability, human resource at local level must be sensitized and made aware of such issues.</p> <p>Foreign migration for employment should not be project based approach but community based approach so that issues could be identified, and addressed accordingly, ownership must be provided</p>

	<p>to community before phase out.</p> <p>Local media have also felt the ownership and would continue in bringing the issue in front through media.</p> <p>There is a huge network of District Development Committee and close integration with DDC can assist in sustainability of the project.</p> <p>There should be a provision developed through which VDC would also provide information to CAG (in Sindupalchowk) about the people who have applied for passport.</p> <p>Linkage development with other similar nature projects have to be done.</p>
<b>Cross Cutting Issues</b>	
Have practical and strategic gender interests been adequately considered in the project strategy?	There's an adequate representation of women at all aspects of the project planning and implementation. However, at some point project has not been able to adequately consider that women suffer from various forms of mistreatment and abuse, not only in the process of migration but also on their arrival in the destination country.
<b>Others</b>	
What are main constraint, challenges and opportunities of this project?	<p>Constraints/Challenges:</p> <p>CAGs are facing domination from government official because they do not have legal recognition, CAGs are doing volunteer job so they are facing financial challenge, the most important challenge is NAFIA for CAGs.</p> <p>Short duration of the project/program, focus of the program is mostly limited to migrant workers only and not "really" family involvement.</p> <p>Prevention programs are directed extensively on safe migration awareness only.</p> <p>The policies are quite comprehensive and are in place but their implementation part have been quite frail.</p> <p>Limited district coverage and lack of sustainability plan.</p> <p>Opportunities:</p> <p>Broad-based partnership has been created, impact of the project goes beyond the 30 VDCs and 15 districts, from the government's perspective, it is really a flagship project, .</p> <p>The project/UN Women's contribution on first National Conference on Safe Migration, initiated by 15 organizations have been quit effective to highlight migration at national and international levels.</p> <p>Challenges: Women who received various trainings lack financial capital or access to finance and hence not assured to continue living in Nepal but prefer to go back for foreign employment.</p>

	<p>Constraints: Financial support to the newly established Pourakhi was not enough due to which the members faced huge challenges to address the issues in rural areas, faced problems in transportation and most of them are working on volunteer basis. Government wings are weak and they must be trained on how to act on such issues of migration.</p> <p>Opportunity is there to conduct research in issues related to migration.</p> <p>People bring issues related with migration but without evidences and there is problem as without evidences nothing can be done.</p> <p>According to chairperson of NAFIA, for safe migration MoFALD, Ministry of education, Ministry of labour and employment, and political parties have to work together.</p>
<p>What lessons did you learn from this project?</p>	<p>After the implementation of this program we came to know that highest migrants were/are from Jhapa district.</p> <p>District Development Committee (Jhapa) could also contribute in % sharing to support such programs in Jhapa district.</p> <p>Political parties have established it as political issues because remittance is benefiting the party as well.</p> <p>There is a need for a strong and sustainable capacity building programs as part of core empowerment of migrant workers as well as orientation on the rights of returnees and the need to provide quality counseling services to enhance their self-esteem and confidence.</p> <p>There should be research on why almost all (95%) deaths at destination country of labour migrants certified as “natural death”? It is crucial to verify the postmortem reports from the doctors abroad.</p> <p>It is imperative that more works needs to be done at the community level such as advocacy and sensitization campaigns focusing on the safe migration issues.</p> <p>It was learned that partnership mapping is a continuous process and the search for future partners should be ongoing to intervene migration at wider vis-à-vis deeper scale.</p> <p>Legal information regarding foreign labour migration has to be further stressed by the media as there’s so much ignorance at all levels.</p> <p>Nexus between trafficking and migration needs to be understood at large.</p> <p>Media should provide neutral information at all levels regarding the foreign labour migration. It is crucial to involve media from the initial phase of the project</p>



<p>What do you want to recommend with regard to this project?</p>	<p>Only skilled worker allow to go aboard for foreign employment should be address in strategic plan</p> <p>Monitoring of each activities (such as Media’s CAGs’s People Forum, NAFIA’s and Pourakhi’s activities) should be done from donor agency for the betterment of the project goal.</p> <p>For long term and its sustainability, government agencies should take a responsibility, level up to CAGs and their legalization.</p> <p>Gap between NAFIAs and CAGs reduce mechanism should be developed</p> <p>Liaise/coordinate with hospitals/doctors for verification of the reports on natural deaths to really know if the death was occurred naturally.</p> <p>Conduct comprehensive research/study on issues related to cause of death at destination countries.</p> <p>It is crucial that project emphases further on capacity enhancement of various stakeholders from different levels. Attaining community doorsteps for Knowledge handover and further strengthening of existing community groups, clubs and each community influential is crucial as crux of the problem lies right at the community level (Mr. Purna Chandra Bhattraai, Former Joint Secretary, MoLE, 28th July 2013).</p> <p>There are issues of stigmatization, marital discord, problems with children and inadequate reintegration schemes if no attention is given to the specialized needs and situation of women.</p> <p>Unregulated migration processes and forced labour migration are impeding the success of this sector, which needs to be taken care at the earliest.</p> <p>Media acts as a pressure group. Since the issue is quite alarming, the media mobilization should be continuous. The messages should be provided in local/vernacular languages, especially targeting the <i>Tera</i>i community. Various methods such as street drama, video/documentary shows, Television including Facebook, twitter as well as print should be used in disseminating the information on foreign labour migration.</p> <p>Similar projects addressing foreign labour migration would be advantageous given the graveness of the issue.</p> <p>National level campaign on financial literacy, establishment of micro-enterprises to facilitate reintegration of WMWs and establish them as “economic actors.”</p> <p>Coordinate with Central Bureau of Statists (CBS) to create comprehensive database.</p> <p>Strengthening of Ministry of MoLE in a formal manner is essential. A thorough institutional capacity assessment of the MoLE should be</p>
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	<p>done.</p> <p>Capacity strengthening of partners should be focused, especially the partners at district and community level.</p> <p>Female labour migrants face a multitude of problems while migrating abroad and continually abused and mistreated throughout the process of migration and continue to struggle upon their return due to the various challenges of reintegration. The government has no specific policy or programme to address the stigma rooted to WMWs in Nepali society. And whatever the policy it has as a signatory of CEDAW, BPFA and other legal instruments, these seem insufficient for addressing the needs of female labour migrants, whose numbers are gradually on the rise.</p> <p>Economic activities should be introduced in large scale.</p> <p>The project should be extended.</p> <p>There should be a helpdesk in DAO for the people who are going for foreign employment.</p> <p>Such projects have to be tied up with existing program of government for more effectiveness.</p> <p>In policy level such issues have to be addressed so that it will be easier to allocate budget for continuation of such projects.</p> <p>Foreign employment division should also implement programs on safe migration at the local level.</p> <p>There should be a helpdesk in the municipality with focus on foreign migration and gender &amp; social inclusion.</p> <p>“T” approach is needed, where media will highlight the issues and activist will address it.</p> <p>There are forum at local level related with human rights, so matter related with foreign migration, returnees should also be considered under human rights issues.</p> <p>Categorization of returnee must be done based on which various aspects in which they have suffered can be properly addressed.</p> <p>Several projects related with migration have been implemented by various organization. Even though the components are different a linkage must be developed so that programs that are about to phase out can also be linked.</p> <p>The project should further focus on economic opportunities – enterprise creation and use of remittance on sustainable income generating activities, loan scheme for migrant workers, especially WMWs.</p>
<p>What are major shortcomings of this project?</p>	<p>Limited project duration (too short), monitoring from PF, UN Women was too scanty, refresher trainings were not provided at community level and what was provided was not enough to cater the needs of the community, M&amp;E part have been considerably</p>

weak, there's a need to link with other agencies working on the migration issues further to produce comprehensive and accurate database to monitor and make migration safe.

Financial schemes were not completed even though successful cases have been already established in other countries.

Social mobilizers cannot always volunteer. This needs to be changed. The project should look for options or build mechanism to pay off the social mobilizers. This will also help in making the program sustainable.

Upon the return of migrant workers after a long stay in a different cultural context, the returnee migrant workers often finds it difficult to reintegrate into the society that has gone through changes in her/his absence. Changing gender norms in families is a serious issue for both men and women that is largely unaddressed through/by the project activities.

Close linkage between Community Alert Group and Pourakhi was not visible.

The project did not concentrate on the Madhesi region, so the political leaders of Madesh are not showing concern.

There was no fund mobilization component in the project, provision of seed money should have been there, so that various enterprises could have been started by women migrants.

**Annex5: Some Photographs Related to the Evaluation**



Hoarding Board with message related with safe migration in display in front of DDC, Sunsari



Social Development Officer of Jhapa, providing information related with the project



Presentation from People Forum regarding the project



Journalist from Bardiya showing the media coverage in local newspaper



Members of Pourakhi (Jhapa) sharing about the project



Interaction with CAG members of Bardiya



Group picture with CAG and Pourakhi members of Sindhupalchowk



Interaction with members of Pourakhi, Sunsari