



# ILO EVALUATION

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



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## ABBREVIATIONS AND ACRONYMS

ACIs	Areas of Critical Importance (ILO)
ACTRAV	Bureau for Workers' Activities (ILO)
AENEAS	Programme for Financial and Technical Assistance to Third Countries in the area of Migration and Asylum (EU)
BAIRA	Bangladesh Association of International Recruitment Agencies
BEF	Bangladesh Employers' Federation
BIAM	Bangladesh Institute of Administration and Management
BIL	BRAC Institute of Languages
BILS	Bangladesh Institute of Labour Studies
BLAST	BLAST (Outreach at Law)
BMET	Bureau of Manpower Employment and Training
BOESL	Bangladesh Overseas Employment and Services Ltd.
BRAC	Bangladesh Rural Advancement Committee
CBOs	Community-based Organisations
CSOs	Civil Society Organisations
CTA	Chief Technical Adviser
DAM	Dhaka Ahsania Mission
DEMOS	District Employment and Manpower Offices
DWCP	Decent Work Country Programme (ILO)
ERD	External Resources Department - Ministry of Finance
EU	European Union
GCC	Gulf Cooperation Council
G2G	Government-to-Government (bilateral agreements)
GoB	Government of Bangladesh
HDRC	Human Development Resource Centre
IMED	Implementation Monitoring and Evaluation Division, Ministry of Planning
ILO	International Labour Organization
ILO/DWT CO	International Labour Organization/Decent Work Team Country Office
IOM	International Organization for Migration
JC	Joint Committee (for Bilateral Cooperation)
KLAC	Kuala Lumpur Legal Aid Centre
MACCs	Migration Advisory and Counseling Centers
MEWOE	Ministry of Expatriates' Welfare and Overseas Employment
MFA	Migrants Forum Asia
MoHA	Ministry of Home Affairs
MRU	Market Research Unit
MTE	Mid-Term Evaluation

NGO	Non-Governmental Organisation
NPC	National Project Coordinator
NWCCE	National Coordination Committee for Workers' Education
OECD	Organisation for Economic Cooperation and Development
OVis	Objectively verifiable indicators
PARDEV	Department of Partnership and Field Support (ILO)
PCC	Project Coordinating Committee
PDT	Pre-Departure Training
PMT	Project Management Team
PSC	Project Steering Committee
RMMRU	Refugee and Migratory Movements Research Unit
ROAP	Regional Office for Asia and the Pacific (ILO)
ROAS	Regional Office for Arab States (ILO)
SARTUC	South Asian Regional Trade Union Council
SB	Special Branch (Police)
SDC	Swiss Agency for Development Cooperation
SEA	South-East Asia
SOP	Standard Operating Procedures
ToRs	Terms of Reference
ToT	Training of Trainers
TPMA	Thematic Programme on Cooperation with Third Countries in the areas of Migration and Asylum (EU)
TTCs	Technical Training Centers
TUs	Trade Unions
UAE	United Arab Emirates
UNDAF	United Nations Development Assistance Framework
UNIFEM	United Nations Development Fund for Women
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
WARBE	WARBE Development Foundation
WEWB	Wage Earners' Welfare Board
WEWF	Wage Earners' Welfare Fund

## 1. Executive Summary

The project “**Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**” (BGD/11/01/SDC) is funded by the Swiss Development Cooperation (SDC) and executed by the International Labour Organization (ILO) with a project budget of US\$ 3,500,000. The beneficiary country is Bangladesh.

The project duration was initially set at three years with 1 July 2011 as the official starting date. However activities could only start in mid 2012, due to a longer than expected approval process by the Government of Bangladesh and for this reason it was extended a first time by one year to 30 June 2015. A second no-cost extension by four months has been recently granted, to allow for the completion of all pending activities, and the final end date of the project is therefore set at 31 October 2015.

The project represents the first phase of a wider engagement by the Government of Bangladesh, with technical and financial assistance from ILO and SDC, to improve the governance of labour migration, the protection of migrant workers and the promotion of migration development linkages.

The main implementing partners of the project are the Ministry of Expatriates’ Welfare and Overseas Employment (MEWOE) and its Bureau of Manpower Employment and Training (BMET), the International Organization for Migration (IOM), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the Dhaka Ahsania Mission (DAM).

The project was designed as a first phase, in order to explore a range of actions towards establishing a labour migration governance framework, to be followed by a second phase meant to expand programme framework for legal, policy and institutional strengthening for improved social protection and outreach and proven practices on the basis of learning and identified needs. While implementation of the first phase is approaching its conclusion, project development for the second phase is already at an advanced stage. The new intervention (with a foreseen duration of five years) is expected to start in the second half of 2015 to overlap with the ongoing phase for smooth exit and entry between the two phases.

The overall objective of the project is “to contribute to the sustainable economic and social development of Bangladesh through the creation of decent employment opportunities and the protection of the male and female migrant workers and their family members”.

More specifically, it pursues a three-pronged intervention strategy and accordingly consists of three well defined components, separate but mutually reinforcing, having the following specific objectives or project outcomes:

- 1) Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families;
- 2) Improved operational efficiency and effectiveness in overseas employment promotion and social protection for male and female Bangladeshi workers, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers;
- 3) Strengthened social protection and support for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return.

The present evaluation is an independent final evaluation and its purpose is to determine whether the project objectives have been achieved as well as to assess the emerging impact of the project. The evaluation team consists of one independent international consultant (Team Leader) and one independent national consultant.

The evaluation has covered the project duration from inception until June 2015 (there will still be four months of project implementation, as a result of the recently approved project extension) and will serve the following - external and internal - stakeholder groups :

- Government of Bangladesh;
- Target groups, project implementing partners and ILO tripartite constituents in Bangladesh;
- The Swiss Agency for Development Cooperation (SDC);
- ILO management and technical specialists at ILO DWT/CO Bangladesh, ROAP and Headquarters;
- Project staff;
- Final beneficiaries of the project – female and male migrant workers.

The evaluation has been conducted in accordance with the ILO guidelines for independence, credibility and transparency and has followed the OECD/DAC criteria for evaluating development assistance. It has therefore addressed the following criteria: relevance and strategic fit of the project; validity of design; efficiency and implementation (including overall management approach); effectiveness; emerging impact and sustainability. In addition, the evaluation has paid particular attention to gender concerns, as a primary cross-cutting theme. Finally, the evaluation findings attempt to document lessons learned and good practices, and give way to a set of recommendations addressed to the relevant authorities, ILO, SDC, and other project partners, for their consideration with respect to the envisaged second phase of the project.

The methodology of the evaluation is based on the review of project documentation, on interviews with key stakeholders and on the participation in selected events during the fact-finding mission to Bangladesh.

### ***Main conclusions of the evaluation***

From the analysis of findings provided in the report, the following main conclusions were drawn:

#### *Relevance and strategic fit of the project*

Plenty of evidence has emerged during the evaluation on the high relevance of the project to the needs and constraints of Bangladesh in the area of labour migration. The project was formulated at the request of the Government of Bangladesh (MEWOE) and is fully in line with the fundamental policy documents of the country, in particular with the 6th Five Year Plan (2011-2015) and the National Sustainable Development Strategy of Bangladesh, 2010 – 2021. It has been found fully consistent with essential elements of the Swiss Cooperation Strategy for Bangladesh and with the ILO Decent Work Country Programme for 2012-2015. Furthermore, the project fits strategically with ILO's mandate to protect migrant workers, international labour standards and key instruments for the protection of migrant workers, including relevant international conventions and the ILO Multilateral Framework on Labour Migration. A process of constant cooperation among project partners and stakeholders has ensured that the project has remained highly relevant throughout its implementation. The project was in fact moulded along the way through a participatory process aimed at better defining the concrete activities which were necessary to eventually achieve the stated objectives.

#### *Validity of project design*

The project is quite complex and addresses all critical aspects of labour migration governance with a particularly strong emphasis on policy development and institutional support. It consists of three components characterized by strong inter-connections. While the three specific objectives and relating main outputs remained valid throughout project duration, very significant changes took place in terms of methodological adaptation and at the level of activities during implementation. This flexibility and design adaptation is one of the strong features of the project and the national partners have been fully associated to this process of change. However, given the large number of partners involved and the complex inter-linking of the issues

addressed, it has been difficult to maintain the logical coherence of having no more than one partner for each block of activities. These were divided in so many sub-activities implemented by different stakeholders with the result that tracking progress became almost impossible and that lines of responsibility tended to evaporate. Ideally, in a complex intervention such as this, a “one output - one partner” relationship should be maintained in order to ensure accountability and facilitate coordination.

### *Efficiency and implementation*

The project is very well managed technically and administratively by a Project Management Team (PMT) located within the premises of the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE). The PMT happens to be very reduced in size, particularly for a project of this complexity, its activity diversification, the high technical content of most outputs and the considerable number of partners involved at various levels in the project. The choice of office location, has made it possible to maintain constant contact with all relevant MEWOE wings and BMET and this has greatly facilitated cooperation and coordination. There has been good quality and extensive reporting by the ILO/PMT on progress achieved. The project has witnessed delays from its inception. Apart from the late start-up due to a lengthy approval process, delays have predominantly affected blocks of activities relating to the second and third components implemented by international partners. Some difficulties in harmonizing project interventions have materialized and a degree of “confusion and disagreements on project directions have sometimes resulted in stagnation”. However, in the final stages of the project, all partners have acted upon a recommendation of the Mid-Term Evaluation and made an extraordinary effort to bring implementation back on track.

### *Effectiveness*

An analysis of project effectiveness has been carried out by project component. The project had a very vast aim and the activities carried out covered an ever increasing range of issues. While considerable achievements were made, these are not in most cases self-conclusive but do represent the necessary groundwork for a longer term process that needs to be sustained. This was clear from the outset and stakeholders are currently working at a smooth transition to a new (longer) phase which should ensure expansion and consolidation of results. A large number of high-quality outputs were produced, shared and disseminated as appropriate; furthermore, evidence has emerged that these outputs fed into the elaboration of labour migration policies by national stakeholders. The three specific objectives have been largely achieved. However, some activities relating to the third specific objective, that is, two activities under outputs/results 3.2 and all activities under 3.3, were implemented at the very end of the project and substantial evidence and reports have not yet materialized to help forming a definitive opinion on overall achievement for that component. In any case, since these activities concerning setting up a referral system and social and professional reintegration of returned workers had the character of pilot initiatives, and could not be based on earlier documented experience, they will have to be further analyzed and assessed in connection with the formulation process for the new project/second phase. Scope of advisory assistance to the MEOWE and WEWB has been widened by the ILO to address the challenges arising from delays in these activities. The resultant decision to address life and health benefits and strengthen the legal foundation is an example of this efforts. Stronger advocacy has also led to the enhanced efforts by the government to provide pre-departure orientation to migrating workers and a commitment to progressively move towards 100 per cent coverage of the migrating workers under pre-departure services.



### *Emerging impact and sustainability*

Substantial evidence of initial or likely impact has emerged during the evaluation. The project brought together for the first time several categories of stakeholders (Government, Trade Unions, employers, recruitment agencies, international organizations, NGOs, research institutions, etc) which had only been engaged separately, at one time or another, in earlier projects on international migration. This dialogue shift was an important achievement. The strategy used by ILO has been admirable since it has not attempted to lead or impose the discussion but has rather put the constituents at the forefront, allowing them to define their own priorities, stepping in eventually to provide technical assistance to support agreed courses of actions, which are of course inspired by international instruments, standards and best practices. As regards the institutional framework, there is evidence of emerging impact at several levels following enactment by Parliament of the Overseas Employment and Migrant's Act, 2013, drafted with ILO's technical assistance, while the comprehensive reviews of BMET and WEF are expected to have a direct impact on the programmatic outlook and work modalities of these entities and this will in turn impact on the actual delivery (and content) of the services to be provided to migrant workers. Ownership and sustainability are also quite high due to the active involvement of national stakeholders in the definition of the activities and throughout project implementation; in particular, once formulated, these activities were taken into the national plans of action of the targeted institutions and this is an additional indicator of the level of ownership acquired by the project.

### *Gender concerns*

Gender concerns have been satisfactorily addressed through the project. The project emphasizes a rights-based approach in line with the Beijing Platform of Action of the Fourth World Conference on Women (1995) and has a "women-focused" approach to gender equality. Bringing to the forefront the woman perspective was a considerable achievement in an environment where traditional considerations had often prevailed. While several activities were designed to benefit specifically migrant women, all have paid particular attention to gender aspects. The project has contributed to fill many longstanding gaps. Data disaggregated by gender has been collected and is now available and utilized by researchers, administrators and other stakeholders to develop policies and concrete responses in problem areas. All training and capacity building initiatives were developed in a gender-sensitive fashion and included strong components on women issues. Skills diversification was promoted through the contribution of project partners. All migrant women now receive pre-departure briefing/orientation; help-lines were set up in Muscat, Oman and Dubai, United Arab Emirates to ensure that migrant women have an outreach/access to air their grievances, and many more examples are documented of activities which lay special emphasis on women. The PMT includes a dedicated Gender Focal Point for monitoring and reporting on all project activities from a gender perspective.

### **Lessons learned**

The main lessons learned from the project are the following:

1. Flexibility of design and in implementation turned out to be very beneficial for the actual achievement of the intended results in view of the participatory approach followed in all phases of the project cycle. The active involvement of all national stakeholders in this process of adaptation, has ensured the constant alignment of the activities with their needs and priorities and this had a clear impact on ownership of results.

2. The project was characterized by a very comprehensive approach which was necessary to overcome the high degree of fragmentation, that prevailed at the time of its conception, in providing responses to international migration challenges. By inter-linking all relevant dimensions of labour migration and bringing together for the first time all fundamental actors in this domain, the project represented a first attempt of coordinated action in this field. This approach should be directly credited with the impressive achievements reached, particularly as regards policy development and a strengthened institutional framework and commitments concerning outreach and social protection.
3. While it is universally recognized that the ILO's tripartite structure is a given factor for generating added value, the contributions of the ILO Country Office and PMT were in this case particularly crucial in view of the fact that (in Bangladesh) Government, trade unions and employers (plus civil society) do not have a tradition of close cooperation. The project, by bringing together all different categories of stakeholders and allowing all constituents to participate in the elaboration of the various activities, directly contributed to a dialogue shift which should prove its significance beyond the scope of an individual project. The Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) has taken technical cooperation from the ILO very seriously, especially as regards social protection and outreach to the migrant workers. MEWOE fully understands ILO's mandate in promoting employment and social protection and inclusion which has enabled officials and other partners to develop new services, assess new policies and exchange good practices in outreach through trade unions and employers' organizations.
4. A degree of ambiguity and misunderstanding could not be avoided at the project outset among some implementers regarding the ultimate responsibility for project direction, the role to be played by each in project execution, the chosen implementation modalities and the need to maintain the necessary inter-linkage between the different components. Pre-nomination of implementing partners was made on the basis of past engagement in the sector, which led to pre-project attributions of outputs prior to their detailed conceptualization, or more general assumptions regarding operational capacity. This has created problems because once activities had been fully elaborated, or incorporated into the project as part of the described design adaptation, it appeared evident that the original repartition of competencies was not in fact optimal and other potential partners were sometimes in a better position to implement specific activities and had sometimes to be taken on board.
5. While project adaptation along the way has been a positive factor and has ensured continued relevance, it has been difficult to maintain the logical coherence given not-so-logical distribution of activities under single outputs among the ILO, the IOM and UN Women. Activities were also divided in so many sub-activities and distributed among the ILO and its two international organization partners with the result that tracking progress under those outputs became almost impossible and that lines of responsibility tended to evaporate. It also weakened the ability of the PMT to keep sub-activities logically connected as one activity or all activities under one output. A complex project of this kind should try to simplify things as much as possible by maintaining, ideally, a "one output - one partner" relationship in order to ensure accountability and facilitate coordination. This is not only an issue of effectiveness but also essential from the perspective of financial tracking for measuring cost-effectiveness.

### ***Good practices***

The project has generated several good practices of which the key ones are:

1. The project provided a platform and a framework for all categories of stakeholders to come together and express their views and ask questions to each other. The strategy used by the ILO project in pursuing this has been admirable in the sense that it has not attempted to lead or impose the

discussion but has rather put the constituents at the forefront, allowing them to define their priorities, to seek concurrence of all participants to the dialogue within a specific category, and step in eventually to provide technical assistance to support agreed courses of actions, which are of course inspired by international instruments, standards and best practices.

2. The project inspired confidence-building and made possible effective collaboration among all target groups (despite their differences) in achieving their own specific as well as common goals in this complex and multi-faceted project. The fact that the PMT is based within the premises of the Ministry of Expatriates' Welfare and Overseas Employment was of high strategic and practical value as it made possible to maintain constant contact (formal and informal) with all the relevant MEWOE wings, the Bureau of Manpower, Employment and Training (BMET) and the Wage Earners' Welfare Fund (WEWF) and therefore facilitates cooperation and coordination at a national level on a daily basis. The choice of office location has in fact produced effects that go beyond the project itself as it allowed the PMT, among other things, to support the government counterparts when they required including through ad hoc extra-project specific inputs.
3. The project has produced a vast number of studies, research and practical tools of generally high quality which were made accessible to relevant stakeholders. Evidence has emerged that these outputs are currently used by the target groups in defining their policies and priorities, for the elaboration of new project interventions or as the basis for further evaluation and research. Given the high turnover that affects most, if not all, the actors involved, there is however the need to ensure capitalisation of the knowledge produced by the project over the longer term by assisting target groups, whenever required, in systematizing the knowledge provided.

### **Recommendations**

1. The design of the new project/second phase should be based on extensive pre-project consultations with all relevant actors in the field of international migration in order to ensure the consistency of the follow up intervention and to avoid redundancy and duplication with other initiatives being planned or carried out by primary stakeholders in Bangladesh.

*Addressed to ILO, SDC and MEWOE - High priority – No financial resources required*

2. The first project/phase had a very wide scope – which was a correct strategy at the time – but it might be advisable to follow a more focused approach for the new project/second phase. This however should not impact the participation areas agreed with the ILO constituents, particularly the workers' and employers' organization, and the ILO's mandate and role concerning social security and protection of the workers.

*Addressed to ILO and MEWOE - High priority - No financial resources required*

3. There seem to exist some deficiencies in the country as regards thematic coordination on migration in general among international organizations and NGOs involved in this field. An independent mechanism to ensure that regular rounds of consultation do take place between these actors (in addition to individual meetings) in order to facilitate such coordination, to avoid duplication of activities and enable practical synergies would be essential.

*Addressed to ILO, SDC and international organizations and NGOs involved in the labour migration field in Bangladesh - Medium priority - Limited financial resources required*

4. Pre-nomination of implementing partners is not recommended for the new project/phase. ILO should try to maintain, across the entire project cycle, a one output/one partner relationship in order to draw clear lines of responsibility for the actual production of outputs.

*Addressed to ILO - High priority - No financial resources required*

5. While continuity is essential and completed activities are necessarily leading to new ones, technical assistance from ILO in the new project/phase should primarily serve the purpose of helping the Government of Bangladesh in “internalizing” the outputs produced and in making possible their operationalization.

*Addressed to ILO, MEWOE, BMET and other national stakeholders (including Workers' Organizations, Employers' Organizations and BAIRA) - High priority - Targeted allocation of financial resources through the formulation process required*

6. Attention must be paid to geographic prioritization in the next project/phase. While civil society has a fundamental role to play in expanding outreach at the community level, in connecting effectively with people at the periphery, stronger operational partnerships should be developed from the outset and become a pre-requisite for financial support. Furthermore, mechanisms should be put in place to enable positive and constructive interaction between NGOs and the State (by effectively involving local authorities in the planned activities) so as to transfer achievements at the local level into the overall dynamics.

*Addressed to ILO, MEWOE, BMET and other relevant government institutions - Medium priority - Financial resources required*

7. At the same time, suitable civil society organisations should be identified, and more vigorously mobilized, including through appropriate capacity building and by supporting their participation in international networks, for the purpose of establishing partnerships with operational counterparts in countries of destination with a view to provide fundamental support to migrant workers.

*Addressed to ILO, MEWOE and implementing partners eventually called upon to carry out project activities and produce outputs during the second phase - Medium priority - Limited financial resources required*

## 2. Background and Project Description

The project “**Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**” (BGD/11/01/SDC) is funded by the Swiss Development Cooperation (SDC) and executed by the International Labour Organization (ILO) with a project budget of US\$ 3,500,000. The beneficiary country is Bangladesh.

The project duration is from 1 July 2011 to 31 October 2015. Activities could only start in mid 2012, due to a longer than expected approval process<sup>1</sup> by the Government of Bangladesh, and for this reason it was extended a first time by one year from the original end date (30 June 2014) to 30 June 2015. By the time this evaluation was fielded, a second no-cost extension by four months was officially granted, to allow for the completion of all pending activities, and the final end date of the project is therefore set at 31 October 2015.

The project represents the first phase of a wider engagement by the Government of Bangladesh, with technical and financial assistance from ILO and SDC, to improve the governance of labour migration, the protection of migrant workers and the promotion of migration development linkages.

The project concept was originally elaborated as a follow-up to the recommendations of a regional ILO/SDC symposium on labour migration held in Dhaka in July 2008. Following this symposium, the Government of Bangladesh, through the Ministry of Expatriates’ Welfare and Overseas Employment (MEWOE), requested the International Labour Organization to take the lead in formulating and planning "a comprehensive approach in strengthening the government’s administration of overseas employment".

Development of the initial project ideas and overall concept in a full fledged project document took place over a considerable period of time (2009-2011). In addition to MEWOE and its Bureau of Manpower Employment and Training (BMET), which were envisaged as main implementing partners from the outset, the Government of Bangladesh requested that the International Organization for Migration (IOM) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)<sup>2</sup>, who had been actively engaged in migration programmes in the country over several years, be also included by ILO and the donor as international implementing partners in the ILO-executed project. Further project development did therefore take stock of a very substantial range of migration-related efforts by these as well as other relevant actors in Bangladesh over the last few years while at the same time attempting to harmonise the different programmatic approaches and operational modalities of the primary implementing partners.

Finally, to reflect the important role that civil society organisations can play in reaching out to migrant communities, the Dhaka Ahsania Mission (DAM) was included from the outset of the formulation process as a pre-determined key implementing partner of the project.

The project, subject of this evaluation exercise, was designed as a first phase, in order to explore a range of actions towards establishing a labour migration governance framework, to be followed by a second phase meant to expand proven practices on the basis of learning and identified needs. While implementation of the first phase is approaching its conclusion, project development for the second phase is already at an advanced stage and the new intervention (with a foreseen duration of five years) is expected to start in the second half of 2015 to overlap with the first phase for smooth exit and entry between the two phases.

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<sup>1</sup>This approval process is known as TPP (Technical Programme Proposal).

<sup>2</sup> At the time, the United Nations Development Fund for Women (UNIFEM).

The overall objective of the project is “to contribute to the sustainable economic and social development of Bangladesh through the creation of decent employment opportunities and the protection of the male and female migrant workers and their family members”.

More specifically, the ongoing project (first phase) pursues a three-pronged intervention strategy and accordingly consists of three well defined components, separate but mutually reinforcing, having the following specific objectives or project outcomes:

- 1) Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families;

[Measures to upgrade legal, policy and institutional frameworks, including the training of a core team of committed male and female professionals on managing migration for decent work and enhancing migration knowledge through research and meaningful statistics]

- 2) Improved operational efficiency and effectiveness in overseas employment promotion and social protection for male and female Bangladeshi workers, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers;

[Gender sensitive measures to improve the efficiency, effectiveness and relevance of current processes and procedures with special attention to the better regulation of private recruitment agencies, recruitment fees and costs and increased social protection and services, especially women in vulnerable occupations]

- 3) Strengthened social protection and support for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return.

[Measures to enhance services in countries of destination and to provide referral services to returning migrant workers, especially those most affected by the global economic crisis]

For each major component/objective, several clusters of activities were identified in the project document, and amended or better detailed as required during the course of implementation, for the purpose of obtaining the following planned outputs/results :

For objective 1

- Revised draft national migration policy prepared (R. 1.1);
- Mechanisms to foster bilateral cooperation on migration established (R 1.2);
- A planning, coordination and training unit (PCT) established at the BMET to be responsible for institutional coordination, labour market analysis and staff training (R 1.3);
- Sub-regional exchange of experiences and expertise of origin countries on migration management facilitated (R 1.4).

For objective 2

- Strategic measures to promote overseas employment in countries under protected conditions (R 2.1);
- Recruitment agencies better regulated and more effective licensing system established (R 2.2);

- Awareness raising programs aimed at introducing people to risks involved in overseas employment developed and implemented (R 2.3).

For objective 3 :

- Key social protection programs reviewed and revised to better serve male and female migrant workers and their families, with special attention on female migrant workers (R 3.1);
- System for monitoring return migration developed and operational (R 3.2);
- Three networks and institutions providing referral services for migrant workers established and functioning (R 3.3).

Analysis of the production of these outputs/results, and of the most significant activities and sub-activities, is provided in Chapter 4 – Overall Findings, particularly in the section on Effectiveness.

### 3. Evaluation Purpose and Methodology

The need for a final independent evaluation has been envisaged from the outset and was accordingly reflected in the original project design. This is in line with the ILO Evaluation Policy (November 2005) and ILO policy guidelines for results-based evaluation<sup>3</sup> (2012) which provide for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making process and support constituents in forwarding decent work.

As stated in the Terms of Reference, the purpose of the evaluation is to determine whether the project objectives have been achieved and to assess the emerging impact of the project. More specifically, the evaluation has the following key objectives:

- To assess the extent to which the project has taken into account and acted upon the mid-term evaluation's recommendations;
- To assess the overall performance of the project against its results framework;
- To assess the effectiveness of the project's governance framework, and the effectiveness of the partnerships with implementing partners;
- To assess the emerging impact of the project and the sustainability of project results;
- To identify key lessons learnt and good practices, and provide recommendations for the implementation of the second phase, which is expected to commence from July/Aug 2015<sup>4</sup>.

The evaluation is managed by the ILO evaluation manager, based at ILO Headquarters, Department of Partnership and Development Cooperation (PARDEV). The evaluation team consists of one independent international consultant (Team Leader) and one independent national consultant.

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<sup>3</sup> ILO policy guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm)

<sup>4</sup> As mentioned in the ToR, but now postponed to November/December 2015, at the earliest, following extension of the project/first phase until 31 October 2015.

The evaluation has covered the project duration from inception until June 2015 (there will still be four months of project implementation, as a result of the recently approved project extension) and will serve the following - external and internal - client groups:

- Government of Bangladesh ;
- Target groups, project implementing partners and ILO tripartite constituents in Bangladesh ;
- The Swiss Agency for Development Cooperation (SDC) ;
- ILO management and technical specialists at ILO DWT/CO Bangladesh, ROAP and Headquarters;
- Project staff ;
- Final beneficiaries of the project – female and male migrant workers.

In line with the above indications, the project evaluation has taken place during the period 25 May – 17 July 2015, with the following breakdown of main activities:

Phase	Description	Tentative Dates	Responsible persons
1.	Briefing with evaluation manager (phone). Desk review of project documentation. Inception report.	25 – 29 May 2015	Evaluation team leader, with support from evaluation team
2.	Travel to Bangladesh	30 May 2015	Team Leader
3.	Fact finding mission in Bangladesh, consultations with stakeholders, meetings with ILO.  A complete mission itinerary and agenda of meetings was prepared and constantly updated by the ILO project (please refer to the last available evaluation schedule for a full programme of the mission).	31 May – 8 June 2015	Evaluation team with logistical support from the project
4.	Stakeholders Workshop in Dhaka. Debriefing with ILO (PMT)	9 June 2015	Evaluation team leader, with support from evaluation team
5.	Return travel from Bangladesh	10 June 2015	Team Leader
6.	Draft evaluation report based on desk review and fact finding mission	16-25 June 2015  Submitted to Evaluation manager on 26 June 2015	Evaluation Team leader
7.	Circulate draft evaluation report to key stakeholders, consolidate comments and send to evaluation team leader	27 June – 19 July 2015	Evaluation manager
8.	Submission of revised evaluation report (including explanations if/why comments were not included)	20 July 2015	Evaluation team leader
9.	Final report, with ILO Summary and Lessons learnt/Best practices templates	24 July 2015	Evaluation team leader

A consolidated list of key stakeholders met during the evaluation mission (or interviewed by other means) is included as Annex 1. For a list of participants to the Stakeholders workshop if 9 June in Dhaka, please see Annex 2.

### Methodology

The evaluation has been conducted in accordance with the ILO guidelines for independence, credibility and transparency and has followed the OECD/DAC criteria for evaluating development assistance.



It has therefore addressed the following overall aspects/criteria : relevance and strategic fit of the project; validity of design; efficiency and implementation (including overall management approach); effectiveness; emerging impact and sustainability.

For each criterion, the following potential issues were analysed :

### **Relevance and strategic fit of the project**

Potential issues: a) compliance with national strategies and priorities in the context of the labour migration governance agenda and project consistency with ongoing trends and patterns of labour migration in Bangladesh and potential receiving countries; b) strategic fit of project objectives with ILO/DW country programming and ILO global strategies; c) compliance with SDC's cooperation strategy in Bangladesh.

Method: analysis of relevant documentation – interviews with stakeholders.

Indicators: degree of compliance, complementarity and focus.

### **Validity of project design**

Potential issues: a) coherence of the overall project design; b) choice of stakeholders (partners, target groups etc) ; c) changes that occurred during the life of the project and consistency of new activities in relation with the original objectives and expected results.

Method: analysis of relevant documentation – interviews with stakeholders.

Indicators: level of pre-project preparation, synergy with other initiatives, follow-up given to the recommendations of the mid-term evaluation ; technical quality.

### **Efficiency and implementation (including overall management approach)**

Potential issues: a) availability and use of resources ; b) management of the implementation and respect of timetable/deadlines ; effectiveness of the project governance structure (PSC, PCC) ; collaboration with key project partners; quality of outputs.

Method: analysis of relevant documentation – interviews with stakeholders.

Indicators: compliance with contractual obligations, rules and procedures; technical quality of work plans, reports and timelines; transparency.

### **Effectiveness**

Potential issues: a) achievement of planned results/outputs by component and contribution to the achievement of the project objectives; b) level of involvement and participation of partners and target groups in actual implementation; c) level of satisfaction of partners, target groups and beneficiaries with the project outcomes.

Method: analysis of relevant documentation – interviews with stakeholders – participation in project events ; visit to selected field locations.

Indicators: compliance with project OVIs; degree of participation in project activities ; level, quality and timeliness of feedback received from stakeholders.

### **Emerging impact and sustainability**

Potential issues: a) tangible impact on target groups (including benefits for female and male migrant workers); b) multiplier effects and scope for replication, extension of the project outcomes and dissemination of results ; c) institutional sustainability and ownership ; d) financial sustainability of the activities/structures funded or supported by the project; e) structural and possible long-term impacts.

Method: analysis of relevant documentation – interviews with stakeholders – visit to selected field locations.

Indicators: compliance with project OVIs ; coordination and complementarity with other initiatives ; forward planning by relevant stakeholders.

The evaluation has also paid particular attention to gender concerns, as a primary cross-cutting theme, in order to determine to what extent gender equality issues have been identified and addressed in the different components of the project and whether migrant women and men have benefited equitably from the various project activities.

Analysis of the project on the basis of the above-mentioned standard criteria was structured as much as possible along the lines proposed in the ToR in order to address the clusters of evaluation questions presented therein for each of these criteria and determine whether and/or to what extent the project has achieved its stated objectives and produced the desired outputs/results. The analysis of project effectiveness is broken down by component (see Overall findings) following the logical structure of the project.

Finally, the evaluation findings attempt to document lessons learned and good practices, and give way to a set of recommendations addressed to the relevant authorities, ILO, SDC, and other project partners, for their consideration with respect to the envisaged second phase of the project and other similar interventions in the future.

As regards the methodological approach, and considering the short time available for the actual implementation of the evaluation exercise, qualitative methods and tools for data collection and analysis have mostly applied; more specifically a combination of the following:

- a) Desk review of relevant project documentation (Project document and logical framework; Mid-term evaluation report; Technical Cooperation Progress Reports, work plans, monitoring reports; minutes of PSC meetings; Bangladesh DWCP; knowledge products; surveys and other key documents and handouts produced by the project; Concept-note for Phase II, etc.);
- b) Individual interviews of key informants or focus group interviews with target groups arranged during the mission to Bangladesh;
- c) Interviews by skype or telephone with selected informants based outside Bangladesh including for the initial briefing and post-field visit debriefing, as applicable;
- d) Direct on-site observation of some project activities (through participation to project events in Dhaka during the fact finding mission or supplementary field visits to selected locations by the national evaluator to complement information gathered at the central level) to enable assess the impact of the project and give an insight of the progress achieved;
- e) Stakeholders workshop in Bangladesh with project partners, tripartite constituents, Project Steering Committee members and other stakeholders (as applicable) to be held at the end of the mission (9 June) to present the preliminary findings of the evaluation and provide an opportunity for self-evaluation to stakeholders, to reflect on lessons learned and best practices and to suggest possible recommendations for the future.

The fact finding mission was followed by a reporting phase and the draft final report was submitted on 26 June. The evaluation results and conclusions rely on the analysis and referencing of information received during the interviews, meetings and workshops, together with the review of written project material. They also rely on personal observations of situations related to labour migration, and on parallels drawn with other projects implemented in this sector in Bangladesh and other countries (when applicable) in the course of previous evaluation exercises.

## 4. Overall Findings

### Relevance and strategic fit of the project

Relevance was assessed from several perspectives.

International labour migration is a fact of life for Bangladesh and its paramount importance goes beyond existing economic indicators. Since 1976, over 9.2 million Bangladeshis have found employment abroad, mainly in the Middle East, and it is estimated that currently more than 8 million Bangladeshis are living and working in more than one hundred countries across the world. Migrant workers currently represent about 13% of the total labour force of the country and remittances account for more than 10% of the GDP. In the 2012–13 fiscal year, the remittances sent to Bangladesh through legal channels by migrant workers were US\$14.46 billion and Bangladesh is currently ranked sixth among the top ten remittance-receiving countries in the world (and it is the second largest remittance receiver in South Asia)<sup>5</sup>. The outbound migration of workers have stabilized in the last couple of years at about 400,000 - 425,000 per annum (but it was even higher during the life of the project: over 600,000 in 2012) which represents a significant safety valve as far as employment is concerned for a country where generating decent work in the domestic market, at the level required by the existing demand, remains a major challenge given that over 1,5 million people do reach the working age every year.

Plenty of evidence has emerged from the analysis of project documentation and during the field interviews with national stakeholders on the high relevance of the project (in its three components) to the needs and constraints of Bangladesh in the area of labour migration. First of all, the ongoing project - which aims to contribute to the sustainable economic and social development of Bangladesh through technical cooperation in strengthening national efforts to improve migration policy and its applicable programmes – was formulated at the request of the Government of Bangladesh (MEWOE) who took the initiative and actually steered the project conception phase, as explained in the Background and Project description chapter. It is therefore not surprising that the project concept appears fully in line with the fundamental policy documents of the country. In this regard, labour migration has been for quite a long time an integral part of the poverty elimination strategy of the Government with its underlying objective of becoming in due course a middle income country (Government of Bangladesh Vision 2021). More precisely, the Government of Bangladesh has fully recognised that a well-functioning labour migration system which supports high quality overseas employment (for those who freely choose it) is an essential element of this strategy. The project is therefore fully consistent with the 6th Five Year Plan (2011-2015), with other national strategies (including the National Sustainable Development Strategy of Bangladesh, 2010 – 2021) and specific priorities in this area which are meant to address the many gaps and negative conditions that prevent individuals from fully realizing the potential benefits of labour migration. Through its multi-dimensional approach, the project subject to this evaluation therefore directly contributes, by providing the necessary groundwork, to the efforts of the Government of Bangladesh in addressing these gaps and challenges :

- Enabling the poorest to access training and overseas work opportunities ;
- Increasing the skill level of migrants to enhance their earnings and empowerment ;
- Enabling more women, in a wider range of occupations, to work overseas in conditions of safety and respect ;
- Providing a range of services to support migrant workers while abroad and on return ;

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<sup>5</sup>See *In the corridors of remittance: cost and use of remittances in Bangladesh*, Abul Barkat, Asmar Osman, Subhash Kumar Sen Gupta, (HDFC), International Labour Organization, Dhaka: ILO, 2014.

- Establishing the necessary national frameworks and institutions ;
- Negotiating MoUs and bilateral agreements with destination countries (also with a view to expanding the range of destination countries beyond traditional GCC countries and for ensuring the dignity of male and female migrants at destination).

As explained more in detail in the following sections, relevance is clearly not limited only to the original project concept. The project was in fact moulded along the way through a participatory process aimed at better defining the concrete activities which were necessary to eventually achieve the stated objectives. This was done through constant cooperation with the national target groups and the chosen modus operandi made it possible for the continued relevance of the project to be ensured.

The project is likewise fully in line and fits strategically with ILO constitutional mandate to protect migrant workers, international labour standards and key instruments for the protection of migrant workers including relevant international conventions and the ILO Multilateral Framework on Labour Migration. Furthermore, its development objective and the three specific objectives are clearly consistent with the ILO Decent Work Country Programme for Bangladesh for 2012-2015 and in particular with DWCP priority 3 (Extending social protection to the workers and their families, including migrant workers) and relating DWCP outcome 9 (Management system of labour migration improved). Blocks of activities foreseen by the project directly contribute and address a number of ILO's Areas of Critical Importance (ACIs). As a further testimony of the continued relevance of the project, it should be noted how its components have specifically started to address at an early time areas which would later be underlined in all their significance as the six points of the ILO Agenda for Fair Migration, approved at the International Labour Conference (ILC) in 2014, or address issues which are consistent with the newly developed outcomes and indicators of the ILO Programme and Budget 2016 – 2017.

The project is also aligned to the UN Development Framework (both UNDAF, 2006-10 and UNDAF, 2012-16). Of the current UNDAF's seven pillars and twelve outcomes, the following are most directly linked to the ongoing project:

- Pillar one - Democratic governance and human rights;
- Pillar two - Pro-poor economic growth with equity;
- Pillar three - Social services for human development (particularly Outcome 2 on Social protection);
- Pillar seven - Gender equality and women's advancement

Finally, the project objectives and the three-pronged strategy pursued also appears in line with the essential elements of the Swiss Cooperation Strategy of Bangladesh at the time of project conception as well as with the current strategy for 2013-17, in particular its goal under the domain for Skills Development for Bangladesh aiming "to support measures and policy development intended to reduce the costs of migration including through the provision of life and vocational skills".

## **Validity of project design**

The project is quite complex and addresses a wide range of issues. The shared aspiration of its primary initiators was to build upon earlier interventions, which were characterized by a more restricted scope, and design this time a very comprehensive programme addressing all critical aspects of labour migration governance with a particularly strong emphasis on policy development and institutional support. This proposition found translation in the chosen project architecture consisting of three components which were well detailed and logically structured by pertinent blocks of results/outputs and clusters of activities. Although there are strong inter-connections between components, and it was necessary to address them concurrently during the first phase, each (and particularly the third component) do in fact lead towards

different directions and scopes of work which might possibly find expression in separate and more focused follow up interventions, addressing specific individual components, during the second phase.

A logical framework matrix was prepared at the beginning of the formulation stage and only slightly revised later on to reflect more precisely the means of verification for the stated indicators. The latter, however, were not clearly defined and quantified from the outset, as pointed out by the Mid-Term Evaluation (MTE) carried out in October 2013. It was in fact one of the recommendations of the MTE that the indicators of achievement be clarified in more precise terms in order to make it possible to analyze the accomplishments reached upon closure of the project/first phase. Since the required effort for adjusting the indicators appeared to be linked to another shortcoming identified, and recommendation made, by the MTE (the need to conduct an impact analysis - see paragraph on impact and sustainability) which could not be accommodated under this project/phase, the setting of realistic and measurable indicators was also ultimately left unattended. Nevertheless, it should have been possible for the primary stakeholders to come together and provide, at no extra cost to the project, this essential improvement to the logical framework. As a matter of fact, by the end of 2013, many activities had already been completed and sufficient background information did exist and could be accessed in order to clarify the initial indicators and define project targets more specifically.

While the three specific objectives/outcomes and the relating main outputs to be produced remained valid throughout project duration, very significant changes took place at the level of activities and sub-activities during implementation. Furthermore, considerable changes were required in terms of methodological adaptation. This occurred for a number of reasons. Firstly, not all activities had been already identified, or sufficiently elaborated and detailed in the original project document – something that is not always easy to do, or at all possible, given the dynamic context of migration and expected long period of implementation during which drastic changes can occur. Secondly, modifications were in fact made in response to the needs of target groups, as they developed, due to mutating circumstances or to ensure complementarity with other initiatives and cost effectiveness. This flexibility and design adaptation is one of the strong features of the project and served the purpose of maintaining the same as highly relevant and in line with a constantly changing environment. This process of adaptation appears quite evident when comparing different monitoring tools produced by the project (for instance the first and second workplans). The national partners in particular have been fully associated to this process of change and continued to evaluate how activities had remained valid or whether alternatives and/or corrective measures should instead have been pursued.

As briefly explained in chapter 2, the elaboration of the project concept first and, ultimately, the formulation of the project document under analysis took a long period of time. This means that pre-project consultations with the national partners, for the purpose of incorporating their needs and constraints in the original proposal, and with the implementing partners, to design the mechanics of the intervention and develop activities and operational modalities, were overstretched through time. When this happens, gaps in the consultation process usually do arise, particularly when important personnel changes affect one or more of the primary stakeholders (and in this case all had been affected to the point that institutional memory on the early stages of the project cannot always be given for granted). Nevertheless, because of the flexibility of design witnessed by the project, these gaps had more of an impact on efficiency and management (as we shall see) rather than on design per se. However, at least two additional specific points should be made here which have a direct bearing on the validity of the project design.

Firstly, communication and awareness are both very prominent strategies and important areas of work to be taken into consideration and addressed in the project. However, these were elaborated as stand-alone activities, for the most part concentrated under output 2.3 (Awareness raising programmes aimed at introducing people to the risks involved in overseas employment developed and implemented), rather than as an overall communication strategy (and budget) meant to support the project as a whole. Once activities leading to the attainment of output 2.3 were completed, no budget was left to support additional communication requirements for the various components. This was clearly an oversight at the design stage and in future a communication and awareness strategy should be planned and integrated throughout the entire project (in addition to developing specific self-contained awareness activities).

Secondly, given that two other international partners were involved and the complex inter-linking of the issues at hand - with these partners having dealt with the same issues in past endeavours - a rather poor strategy of breaking down individual outputs among the three international organizations was adopted with the result that the logical coherence of those outputs was affected. Activities were divided in so many sub-activities implemented by the ILO and its two international partners with the result that tracking progress became almost impossible and that lines of responsibility tended to evaporate. Likewise, some implementing partners resorted to further sub-contracting down the line which made things even more complicated. On the contrary, a complex project of this kind should try to simplify things as much as possible by maintaining, ideally, a “one output - one partner” relationship in order to ensure accountability and facilitate coordination.

## **Efficiency and implementation**

The project is very well managed technically and administratively by a Project Management Team (PMT) led by a Chief Technical Adviser (CTA) and located within the premises of the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE). The CTA works very closely with a National Project Coordinator (NPC), a senior official at the rank of Additional Secretary, designated by the MEWOE for the primary purpose of maintaining a very close coordination and liaison between the project and the ministry. The CTA reports directly to the Director of the ILO Country Office in Dhaka. While overall technical, financial and management responsibilities lies therefore with the CTA, under the supervision of the ILO Country Office, technical backstopping is regularly provided by the ILO Regional Office for Asia and the Pacific (ROAP) and additional support can be mobilized for specific activities from ILO HQ - Department of Partnership and Development Cooperation (PARDEV), MIGRANT, EMP/SKILLS and ACTRAV technical units – as well as from other ILO regional and country offices and specialized units, as applicable and required.

The PMT happens to be very reduced in size, particularly for a project of this complexity, its activity diversification, the high technical content of most outputs and the considerable number of partners (and co-partners) and other stakeholders involved at various levels in the project. It consists, in addition to the CTA, of just one National Programme Officer, one administrative/financial assistant and one driver. As such, the project has huge technical staff deficiencies which could only be made up by the CTA taking up an ever increasing load of tasks in a rather stakanovistic fashion which is clearly a personalized rather than institutionalized solution to the problem. It must be mentioned however that in the initial stages the project had the opportunity to avail itself of the useful contribution of an SDC expert – a position covered by the donor at no extra cost for the project and the country – and, as a result, staffing shortcomings were less evident as long as this arrangement lasted.

The PMT coordinates all activities in close cooperation with the project partners and has regular communication with all other stakeholders involved. The fact that the PMT is based within the premises of the Ministry of Expatriates' Welfare and Overseas Employment, rather than at the ILO Country Office, makes it possible to maintain constant contact (formal and informal) with all the relevant MEWOE wings, the Bureau of Manpower, Employment and Training (BMET) and the Wage Earners' Welfare Fund (WEWF) and therefore facilitates cooperation and coordination on a daily basis. The choice of office location produces effects that go beyond the project itself and these effects do in turn eventually reinforce the project environment in a kind of virtuous circle. For example, it allowed the PMT to support the national counterparts when they required it including through ad hoc extra-project specific inputs, to progressively build their trust, to customize a mutually beneficial modus operandi, to consult them separately on more contentious issues before bringing them together as soon as enough confidence had been built and/or an agreement in principle reached, to facilitate social dialogue by increasingly bringing together Trade Unions and Government in view of the office contiguity and so on.

There is regular reporting by the implementing agency of progress achieved through the project. Reporting requirements, whether contractually sanctioned or not, are however quite stringent and more demanding on the PMT than it is usually the case for similar ILO projects in other countries. Although formal interim reports (Technical Cooperation Progress Reports) are only required, as per the ILO-SDC Agreement provisions, on a six months basis in the form of six-monthly and annual reports, the PMT also prepares a number of other reports to the Government, including Quarterly and Monthly reports to the MEWOE. MEWOE must in fact report monthly to different bodies, such as IMED and ERD, as per standard procedures of the Government of Bangladesh, on its regular activities including on the progress of the ILO project given that such activities are fully incorporated in its national plan of action. This in turn makes it a requirement for the PMT to submit monthly and quarterly reports to enable MEWOE to comply with the above. Furthermore, flow of information on the status of the project is supplemented by Monitoring Reports (which feed into the Six-months Technical Cooperation Report to the donor), Partners' Reports (that need to be verified, supplemented, edited and customized as required); ad hoc Technical Reports covering specific activities; Programme and Budget Reports of the ILO; contribution reports to UNDAF, Work Plans (constantly updated) and several Monitoring Matrix (such as Indicators' verification tables, Accomplishments by activity and output, etc) which provide a variety of snapshots and analysis of project progress at different points of time and based on new demands from the Project Steering Committee (PSC) members, ad-hoc demand from Government, etc.

The quality of these reports and monitoring tools is usually very good. Overall, it can be said that these documents, considering the level of detail provided and the degree of dissemination, further underline the transparent approach followed in the implementation of the project. However, considering all the substantial changes which have occurred at the level of activities, it has become increasingly difficult, for people who are not intimate with the day-to-day management of the entire project, to keep track of progress achieved on the basis of the various monitoring tools available, from logical framework(s) to formal reports to the described informal monitoring tables and tools. A degree of standardization both in terms of number and type of reports and on primary monitoring tools to be produced and used would be greatly beneficial in terms of efficiency. On the other hand, if reporting requirements cannot really be redrawn, as was mentioned in the stakeholders workshop<sup>6</sup>, the project would have to consider incorporating in the next phase a specific dedicated resource with the required technical expertise and language abilities (many reports need to be translated also in Bangla and need to be carefully cross-checked and verified) who could take over such wide range of reporting responsibilities.

The primary project governance structure is the PSC which was established from the outset to provide overall policy direction to the project and oversight of its activities. The relevant provisions on its role, functions and operating modalities are found in the original project document and in the annex "Roles, Responsibilities and Mandate of Project Stakeholders: Terms of Reference" which was submitted for approval to the first PSC meeting on 5 July 2012. In this regard, the project document states that "the MEWOE will organize the policy level PSC with the MEWOE Secretary as Chair. The PSC will advise and guide the project in its overall policy directions and implementation. It will confirm the project work plans, review progress regularly and facilitate project's implementation". The committee is supposed to meet at least twice a year and there have been so far six PSC meetings (the last one on 15 April 2015). This 20 members body currently includes: MEWOE, BMET, Ministry of Labour and Employment, Ministry of Foreign Affairs, Ministry of Planning, Ministry of Finance (ERD), Ministry of Education, Implementation Monitoring and Evaluation Division (IMED), Bangladesh Employers Federation (BEF), National Coordination Committee for Workers' Education (NCCWE), Bangladesh Association of International Recruitment Agencies (BAIRA), Warbe Development Foundation, Refugee and Migratory Movements Research Unit (RMMRU), SDC, IOM, UN Women and the ILO. Although membership is quite broad, information gathered during the mission point to the fact that PSC meetings are quite effective, given the participation of both decision makers and technical experts, and that it serves its primary purpose of reviewing project progress, endorsing activities and reports and, whenever external factors make it necessary to modify activities, of taking quick decisions

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<sup>6</sup> Internal reporting requirements within the Government, and consequently also PMT inputs towards the preparation of such reports, are set by government rules and regulations and do apply to all projects implemented in Bangladesh.

so that sound alternative options can be effectively pursued. SDC has apparently expressed the wish to co-chair the Project Steering Committee as this is quite important from the donor's perspective; however the PSC is usually seen as a national mechanism in Bangladesh (the project document clearly states that "the final membership and detailed terms of reference of the PSC.....will be determined by the Government of Bangladesh in consultation with key stakeholders") and further analysis on its membership, role and actual functioning goes beyond the scope of this evaluation.

The coordination at the technical and operational level among implementation partners is maintained through a second project governance structure, the Project Coordination Committee (PCC) which is chaired by the Director General of the BMET. It includes representatives of MEWOE, BMET, IOM, UN Women, and the ILO. Sometimes, it is also attended by other ministries and divisions, although they are not directly involved in implementation. Frequency of PCC meetings has varied through time : it was envisaged to meet every four months (see project document), has usually met every three months for most of the project duration, and, more recently, it has been convened every six weeks. Twelve PCC meetings have taken place by the time the evaluation mission was fielded. Some drawbacks were reported as regards its composition. Under the current arrangement, not all the partners who are actually involved in implementation could be brought together around the table. Membership was confined to the originally pre-determined international implementing partners (IOM and UN Women), in addition to ILO, MEWOE and BMET, but did not include all those partners that were at a later stage associated to the project and who came to be responsible for implementing sub-activities (often on behalf of core partners) which were inextricably linked to those executed by PCC official members. As a result, a level of fragmentation in the actual coordination process within the PCC ensued and, quite significantly, understanding of the status of a particular output/result remained at times vague in the absence of all relevant interlocutors. Determination of precise responsibilities for delays or for the attribution of corrective measures became quite difficult at PCC meetings. This created the need for ILO (that is, the PMT) to "repeat all the time the same things", by convening separate meetings to be attended by all real and de facto implementers to discuss in detail a specific output/result, which is certainly not ideal from a management point of view. As remarked by a primary stakeholder, the PCC has functioned more as a formal mechanism for sharing information on the progress of implementation, and for underlining the required follow-up by the various entities involved, rather than for seeking jointly technical solutions to issues. Such more substantial role of the PCC would be highly desirable in the second phase.

The project has been affected by significant delays from its inception. This has been quite a normal occurrence for complex multi-stakeholders interventions in the field of migration globally and in South Asia in particular. One of the main reason for the delays is usually of a "procedural nature", and we have already briefly mentioned in chapter 2 how this project was likewise affected at the very beginning, thus necessitating a one year project extension to make up for the late start. We are however more interested in analyzing delays of a more concrete nature, less dependent upon bureaucratic factors, because they can be more easily highlighted and addressed to avoid recurrence in future endeavours. First of all, it should be mentioned that no delays were experienced for the package of activities/outputs leading to the achievement of the first objective (the policy and institutional framework component) which were in fact ahead of schedule for the entire implementation period. This is in itself quite surprising since migration projects usually experience delays precisely in policy and institutional framework development; the fact that the contrary has been witnessed here goes to the credit of the Government of Bangladesh in terms of its high commitment and ownership, aspects which will be further assessed in the appropriate section. Delays have instead predominantly affected blocks of activities relating to the second and third component to be implemented by the two international implementing partners (IOM and UN Women) who had been running behind the original implementation schedules, as evidenced more in detail by the Mid Term Evaluation. It is not the evaluation's purpose to look at all possible explanations and justifications for the occurrence of a specific delay and come up with final conclusions which might put everybody at rest on this issue. What is more important is understanding the underlying process which characterized this project and how any given delay may have affected it beyond merely causing the need for a project extension. In this regard, it appears that the relevance and significance of most activities lies in fact in their sequentiality or in the availability of a certain product at a precise point in time upon which other actions could be performed, more often than not by other



project partners. For this reason, even relatively minor delays at the sub-activity level had a compounding effect which is quite noticeable once we shift the viewfinder to the output level.

In general terms, it seems that some implementers have looked at their (sub)projects more as separate initiatives or ad hoc contributions, de facto internalized but not fully owned, to an external programme, rather than as integral parts of such complex programme to which they should have subscribed in more absolute terms as regards respect for workplans and time-bound indicators. It has been pointed out that international and national implementing agencies have faced difficulties in harmonizing project interventions and that “confusion and disagreements on project directions have sometimes resulted in stagnation”.

On this issue, the arrangement of a Mid Term Evaluation in October 2013 proved timely and important. The seventh recommendation of the MTE (“ensure strict compliance of updated work plans with all partners in order to maximize the outcomes of the project”) has prompted all partners involved to make an extraordinary effort to bring the project implementation back on track. Nevertheless, while delivery of most outputs now appears most likely - also in light of a four months no cost extension giving time until 31 October 2015 to complete all activities - it is quite clear that activities which were implemented well after the original schedule, and will most likely be assessed and analyzed only at the very last moment, including for determining their potential replicability, can start to produce an impact, contrary to original intentions, only in the next project/phase.

## **Effectiveness**

Effectiveness has to do with achievement of the project purpose, that is – in our case - of the three specific objectives/components of the project. More precisely, it concerns the contribution that the results actually produced by the project make towards the achievement of such specific objectives. The project had a very vast aim and the activities carried out covered an ever increasing range of issues. Considerable achievements were made and are widespread across the three components, in most cases however they are not self-conclusive but do represent the necessary groundwork for a longer term process that needs to be sustained. This was clear from the outset and stakeholders are currently working at a smooth transition to a new (longer) phase which should ensure expansion and consolidation of results.

For the purpose of clarity therefore, the analysis of effectiveness is hereby described by project component:

**Specific objective 1:** Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families.

The following are the main blocks of activities carried out and outputs produced in this area of work :

- For expected output/result 1.1. *Revised draft national migration policy prepared*
  - a) Overseas Employment and Migrants’ Act 2013 drafted through consultations and enacted by Parliament;
  - b) Overseas Employment Policy 2014 drafted through extensive consultation and research, submitted to MEWOE for finalization and currently in the adoption process;
  - c) Revision of existing set of Rules (Migration management rules; Recruitment agents license and conduct rules; and Wage Earners’ Welfare Fund rules);
  - d) Drafting of new Migrant Workers Registration Rules;

- e) Technical assistance/support provided for the inter-ministerial processes and internal work required in the finalization of a-d (reviews, clarifications, consultation process, translations etc).
  - f) High quality research for further policy development finalized by HDRC on the following topics:
    - o Causes of and potential redress for high recruitment and migration costs in Bangladesh ;
    - o Skilling the workforce- Labour migration and skills recognition and certification in Bangladesh ;
    - o Reinforcing ties: Enhancing contributions from Bangladeshi diaspora members ;
    - o In the corridors of remittance - Cost and use of remittances in Bangladesh ;
    - o Gender and Migration from Bangladesh: Mainstreaming Migration into the National Development plans from a Gender perspective.
  - g) Stakeholders consultations/panel discussions for research inputs and sharing findings at national and district level.
- For expected output/result 1.2. *Mechanisms to foster bilateral cooperation on migration established;*
    - a) Seven G2G MoUs and one bilateral agreement of GoB reviewed;
    - b) Four new bilateral MoUs/agreements signed with UAE, Malaysia, Hong Kong and Saudi Arabia;
    - c) Blocks of activities to support MEWOE in organizing and conducting Joint Committee meetings for Bilateral Cooperation (drafting of standard ToRs and Agenda; preparatory training workshops; practical support in organizing JC meeting with Jordan etc);
    - d) Several thematic workshops, semestral reviews and ad hoc reviews with Tripartite Plus constituents.
  - For expected output/result 1.3. *A planning, coordination and training unit (PCT) established at the BMET to be responsible for institutional coordination, labour market analysis and staff training;*
    - a) Comprehensive system review of BMET, including a broad review of the regulation of recruitment agent license-holders and of the complaints system/modalities at destination and in Bangladesh;
    - b) Four labour market studies covering cumulatively ten prospective destination countries conducted by the IOM-established Market Research Unit (MRU) prior to its discontinuation (see the section on emerging impact and sustainability) – these studies were found to be of rather poor quality;
    - c) Equipment, training and technical support and advice to BMET provided by IOM to facilitate registration of returned workers, improved management of data and upgrading of website portal (although this activity is technically completed, there are still important bottlenecks that must be resolved. BMET is not yet able to produce data on returned migrants and therefore extrapolate relevant analysis by comparing this data with the outmigration statistics they properly maintain. Data on arrival/return is regularly collected/registered by the MoHA and SB (Bangladesh Police) but information useful for BMET purposes needs to be transmitted to them. IOM has facilitated the process by providing training and technical support and the SB and BMET servers are now linked; however somebody has still to technically activate the import/export of data between these servers since the actual sharing of information is not yet taking place).
    - d) Development of a Training Manual on the Overseas Employment and Migrants Act 2013 by BLAST and outreach trainings to promote knowledge and understanding of the new law, using the above-mentioned manual, performed by CSOs (WARBE Foundation and BOLSA, in coordination with BLAST).
    - e) Fifth Annual Labour Attachés Conference (2013) and training and orientation sessions (2014) for labour attaches. This is a very effective output of the project that builds upon earlier efforts by MEOWE and the project partners over a number of years. Annual training for Labour attachés has in fact started in 2008 with financial support from the EU to IOM and has gradually incorporated the contributions by UN Women (then UNIFEM), ILO and lately by civil society organisations (in this

case, RMMRU). Particularly noteworthy is the ever increasing role played by the Government of Bangladesh in developing the training contents and in conducting and facilitating the various sessions through the participation of senior officials in the respective areas of responsibility. In addition to MEWOE, BMET and WEWB, several other primary national stakeholders and key informants are engaged in the implementation of this initiative (Immigration and Passports, Special Branch/Police, Ministry of Finance, BOESL etc). As in many other activities, ownership by the government is therefore very high and this activity could be seen as a good practice emerging from the project. In this connection it should be recalled that the number of Labour Wings established by the Government at Embassies/Missions abroad to support the welfare of the Bangladeshi expatriates has increased during the project duration by twelve more wings in eleven countries (for a total of 28 Labour Wings currently operating and performing essential functions in 25 countries).

- f) Development of a basic pre-departure manual for 1-3 hours training (and handouts) on safe migration and development of a standard format manual for country-based training (Oman and Qatar) of about 3 - 5 days covering aspects of labour laws, recruitment process, social protection, cultural aspects of the targeted countries etc. These manuals have been developed by RMMRU and will be validated and used by BMET for conducting training of migrant workers as required.
- g) Support to MEWOE and BMET for participation facilitation of selected officials to several international meetings, thematic workshops and roundtables, as well as organization of study tours to ITC Turin and to Jordan.

- For expected output/result 1.4. *Sub-regional exchange of experiences and expertise of countries of origin on migration management facilitated.*

Under this output a broad range of activities were organized targeting the tripartite constituents (and in particular Bangladesh Trade Unions and BEF) : participation in national and international seminars; sub-regional leadership level consultations among trade unions in South Asia and the Arab States; work with SARTUC towards the finalization of a Bangladesh trade union position paper on labour migration; session on labour migration for South Asian employers; extensive training and capacity building on selected labour migration topics, etc.

**Specific objective 2:** Improved operational efficiency and effectiveness in overseas employment promotion and social protection for male and female Bangladeshi workers, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers.

- For expected output/result 2.1. *Strategic measures to promote overseas employment in countries under protected conditions*
- a) Six joint research studies carried out in cooperation with ILO offices in the region on labour market analysis (skills in-demand) and labour migration trends covering six country of destinations (Qatar, UAE, Kuwait, Saudi Arabia, Malaysia and India). A collaborative effort funded by SDC, EU and GiZ;
  - b) A country paper on skills supply (Skills for the International Labour Market) currently being finalized and an employment promotional video highlighting the skills training facilities of Bangladesh produced by IOM and disseminated through Bangladeshi missions abroad;
  - c) External (employment) market analysis of the UAE for women migrants workers of Bangladesh conducted by UN Women. It is the first analysis of this kind and it was meant to serve as a pilot for conducting additional studies covering other countries as well as specifically to expand employment opportunities for Bangladeshi women in the UAE. It provides very valuable information and reflection on occupational profiles of migrant women, current employment and demand scenario, projection of employment demand for migrant women, supply opportunities from Bangladesh, salary structure and

trends, human rights practices, risks and vulnerabilities etc. This product should be seen as part of the consistent advocacy carried out by UN Women as regards upgrading of skills of women migrant workers to enable them to avail better employment opportunities abroad; as a result of these advocacy efforts, BMET has started to provide skills development training in non-traditional areas (e.g. construction work) for potential female workers in collaboration with other stakeholders.

- d) Capacity building and training of BAIRA on the new law and to promote application of the Code of Conduct and Classification System for ethical and professional recruitment (activities linked to output 2.2, in cooperation with BIAM);
- e) Organized visits of employers from Japan, Azerbaijan, UAE and Singapore and Employers' convention in Japan.
- f) Two knowledge and practice surveys conducted amongst randomly selected prospective migrants to (1) different countries and (2) to Malaysia, utilizing BMET services at the "Smart Card" point, to assess their perception of operational efficiency and effectiveness of the systems put in place as well as (for 2) of the cost of migration to Malaysia (G2G agreement).

- For expected output/result 2.2. *Recruitment agencies better regulated and more effective licensing system established*

- a) Substantial blocks of activities and sub-activities leading to the development of a Code of Conduct for recruitment agents and a Classification System for recruitment effectiveness (a huge area of work involving enhanced dialogue with BAIRA through several rounds of consultations, support provided to the MEWOE-established tripartite-plus Technical Committee for developing the Code of Conduct, training workshops on the classification system etc.) ;
- b) Decentralized community training and other services provided by the civil society partner Dhaka Ahsania Mission (DAM). DAM has established four Migration Advisory and Counselling Centres (MACCs), two in Dhaka and one each in Jamalpur and Jessore, offering a broad range of services to migrant workers and families left behind and training and advice on safe migration to prospective migrants (such services include: pre-departure life skills training, skills training, outreach training, counselling services, issue meetings, job placements, practical support for opening bank accounts, obtaining passports, linking up with relevant institutions and service providers, supply of information kits and handouts, follow up support etc.) The available monitoring reports provide detailed information on the number of beneficiaries reached, disaggregated by sex, for each of the different categories of services performed by DAM as well as on the contents of the materials developed either internally by DAM or shared from other sources (including by most project partners) which were used in implementing the various activities. One important sub-activity contracted to DAM which could not take place was to pilot the provision of on-site support services to migrant workers in Malaysia. An essential element of this strategy would have been the establishment of a well-functioning partnership with a Malaysian counterpart, the Kuala Lumpur Legal Aid Centre (KLAC), in order to discuss modalities to that effect and start implementing such support services for Bangladeshi migrant workers there. The partnership could not be established and DAM, most likely, will not be able to reach this objective. Undertaking an action for workers protection on site remains a very important element of this entire area of work which should be better prepared, coordinated and implemented in the next phase. Given that the objective difficulties experienced by many organisations to establish such operational partnerships in GCC countries do not apply to SEA countries (such as Malaysia), this is certainly possible and linkages with networks with a specific mandate and experience in the protection of migrants' rights, national trade unions of the migrant workers, and regional and international trade union bodies, should be pursued to this end.

- For expected output/result 2.3. *Awareness raising programs aimed at introducing people to risks involved in overseas employment developed and implemented*

Activities leading to this result are mostly grouped in two specific sub-components implemented by IOM and UN Women.

- a) Communication activities implemented by IOM. This is a large block of activities and sub-activities for a total US\$ 500,000 which could well have constituted a separate stand-alone project (and was in fact implemented rather autonomously from the main body of the project). In summary, the following has been produced by the project: 1) Communication strategy and implementation plan. The strategy was based on key informants' interviews with government officials and partners, field surveys in four migrant-prone districts (Dhaka, Comilla, Chittagong, Tangail), six divisional and one national consultation in Dhaka involving some 500 persons; 2) based on the strategy, various media were used to disseminate messages related to safe migration and information on available services for migrant workers (i.e. a radio programme aired on Radio ABC and a docudrama based on real-life experiences of migrant workers broadcasted on the popular TV channel, GTV etc.); 3) a considerable amount of communication material of various type was produced and disseminated (100,000 checklists containing pictorial representation of situations arising at each stage of migration were printed and disseminated at Union level and through TTCs, DEMOs and BMET; calendars and posters containing pre-migration information, billboards placed at selected locations and buses painted with messages of safe migration); and 4) community-based theatre activities and community meetings on migration issues. This last point deserves some extra analysis since interactive community theatre programmes have emerged as a good practice for spreading awareness at the grass-roots level in South Asia.
  - The programme was technically developed by a Bangladesh company, Visual Communication Ltd (VISCOM), in cooperation with and under the supervision of IOM, with the aim to educate and create general awareness among the target audience through an entertainment-education approach encompassing safe migration, legal procedures of migration, migration costs and trafficking in persons, including smuggling for labour purposes. The primary audience of the interactive theatre activities consisted mainly of potential migrants (especially those planning to migrate immediately) while returnees, Union Council members, local youth clubs and religious leaders were also reached through community meetings organized at the same locations. A third of these meetings specifically targeted potential women migrant workers. All activities did also reach a secondary audience consisting of service providers (DEMOs, BMET etc.) as well as recruitment agencies at different levels (including BAIRA and BOESL) and community leaders. A total of 312 theatre shows were held at selected locations in Dhaka, Faridpur, Khulna and Cox's Bazar (78 shows per zone) with a total estimated audience of more than 100,000 people (some 350 people for each theatre show). In addition the project organized 36 community meetings for an overall estimated attendance of 1,800 people (50 per meeting). It should be noted that the number of theatre shows conducted by IOM were much more than those foreseen under the ILO project (120 shows) and a much wider audience was thus reached by the organization. This was made possible by linking up with an EC-funded project implemented by IOM which demonstrates willingness and ability to create important synergies in this field of work. The programme proved to be very effective although it was logically recognized that the number of shows were still not enough to cover the requirements in terms of population to be reached and that more efforts should be made to involve more comprehensively local government officials in order to enhance the reliability and sustainability of the entire process.
- b) UN Women has also implemented an important awareness raising sub-component in 10 districts. The programme was specifically designed to create public awareness in the targeted communities on the opportunities, contributions and risks involved in overseas migration with a

focus on female migrant workers. It consisted of 30 theatre shows conducted using the theatre for development approach, projection of a docudrama, theme songs (for the street drama and the docudrama) and 8 radio episodes broadcast on Bangladesh Betar. It is estimated that the full programme reached an audience of some 15,000 people. An impact assessment of the awareness campaign has been commissioned by UN Women and gives interesting insights on its effectiveness and possible replication. For instance, for further implementation of these communication activities, listeners' clubs and CBOs should be selected as partners as they can easily organize local events at better venues and also monitor the longer term impact of the activities and behavioural changes at the audience level. Furthermore, UN Women should think about not covering in future areas in the Dhaka division where people are more aware about these issues and focusing instead at the real periphery, for example by developing partnerships with the 14 community radio programmes operating in Bangladesh which are serving marginalized people in remote regions, in order to disseminate there the intended message. This, incidentally, has proved very successful in similar situations in other countries, most notably in Nepal.

- c) An interesting example of inter-office cooperation between the ILO Country Office and the ILO Regional Office for Arab States (ROAS) in Beirut has led to the printing and dissemination in Bangladesh (following translation in Bangla) as well as in Lebanon, at no cost to the project, of 50,000 copies of the "Information guide for migrant domestic workers in Lebanon" developed by ILO ROAS and the Ministry of Labour of Lebanon with funding from SDC.

**Specific objective 3:** Strengthened social protection and support for Bangladeshi migrant workers, with special attention on female migrant workers, available on site and on their return.

- For expected output/result 3.1. *Key social protection programs reviewed and revised to better serve male and female migrant workers and their families, with special attention on female migrant workers*
  - a) Comprehensive system review of WEFW, including follow-up given to relevant recommendation of the MTE to support implementation of the review by exploring partnership with national agencies to undertake a feasibility study on social security mechanisms for migrant workers with BMET and WEWB.
  - b) Follow up on the international accreditation of the TVET programmes of the TTCs with MEWOE and BMET. This is a new activity that replaced the originally envisaged vocational training, accreditations-related work and language training for women which should have been implemented by UN Women as from July 2013. These activities had not started by the time the MTE was fielded. Moreover, a question was raised on the sustainability and feasibility of this entire block of activities and its adjustment/reconsideration was recommended. Although language training for migrant women remains fundamental and must be stepped up, given that they operate in a more insulated context while abroad and require more individual capacity to express themselves (while male workers are usually working in groups and can better support each other), the recommendation was accepted and project savings in the amount of US\$ 45,663 from the UN Women allocation have been shifted to MEWOE/BMET to partially cover the cost of international accreditation of a few courses with City and Guilds (the overall cost is close to US\$ 300,000 and the BMET proposal in this regard is pending approval from MEWOE). This activity is expected to take place during the four months' extension of the project.
  - c) Production of four trade-specific language manuals (and takeaway material) in English and Arabic by the BRAC Institute of Languages (BIL) for the following occupations: Domestic work, Care-giving, Electrical, Construction. Plus ToT for 89 trade-based trainers from 38 TTCs.
  - d) Setting up of pre-departure facilities in six TTCs at the divisional level (Khulna, Chittagong, Rajshahi, Sylhet, Barisal and Rangpur) by IOM.
  - e) Extensive ToT programme for Pre-Departure Training (PDT) implemented by RMMRU in the context of the districts-decentralization of existing PDTs. Separate ToTs were conducted for

DEMO and TTC officials, for trainers nominated by CSOs, for Trade Union's trainers and for Recruitment Agents (this was particularly challenging since recruitment agents were not used to a training environment and were involved for the first time in an endeavour of this kind).

- f) A basic training in complaints handling and redressing developed and delivered by IOM to 12 BMET staff who are usually fulfilling these tasks (there is no dedicated staff within BMET for handling complaints on an exclusive basis).
- g) Support provided to the Bangladeshi missions in Muscat and Dubai for setting up helpline services for migrant workers.

- For expected output/result 3.2. *System for monitoring return migration developed and operational*

It is the opinion of the evaluators that this result area was expressed in rather ambitious terms and that it cannot really be said that a system for monitoring return migration, even though substantially developed, will indeed be operational by the end of the first phase. Although the individual activities foreseen and implemented were certainly useful and important, they do represent most of the time a first step in an area that was not previously addressed, with all the limitations that characterize experimentation, and more significantly do not add up collectively towards attainment of the result. While bottlenecks have been witnessed, it is also not certain how the individual outputs produced will be followed up by the implementers after the project is completed, whether the recommendations made will be taken up by the Government and, more in general, whether the identified and suggested processes will eventually be systematized. It appears that migration policies have so far given less attention to the issue of returning migrants and this might have an impact on both the 3.2 and 3.3 areas of work (as mentioned in one of the reports produced under this cluster of activities, "active government policies and strategies are compulsory for successful and sustainable reintegration ...(but) it is found that the reintegration issue of returning migrants is almost absent in the government agenda".

- a) Two very interesting studies by the Bangladesh Institute of Labour Studies (BILS): "Profiling of the returning migrant workers of Bangladesh" and "Skills-in-Demand in Bangladesh Labour Market and Entrepreneurship Opportunities".
- b) Mapping of service providers (district-wise mapping of organizations that can provide services to female and male returnee migrant workers) based on a survey conducted for assessing actual needs of returnees. This activity was implemented by UN Women.
- c) Standard Operating Procedures (SOP) developed by UN Women in order to operationalize the following reintegration aspects: referral service procedures; procedures for establishing solidarity-building mechanisms among migrant women; steps for providing support to children of migrant women; guidelines for temporary shelter housing facilities; innovation funding guidelines; establishing and operating network among organizations working for returnee women; and, monitoring procedures. The SOP need to be endorsed by the Government for ensuring implementation.
- d) Design of a reintegration programme targeting 48 vulnerable returnee women (developed by BRAC as a sub-contractor of UN Women); this activity is still under execution and women are in the process of being integrated into self-help groups and cooperatives. Effectiveness and impact will have to be assessed before finalization of the project document for the second phase.

- For expected output/result 3.3. *Three networks and institutions providing referral services for migrant workers established and functioning*

Some of the considerations made for output/result 3.2. do apply also here.

The block of activities leading to achievement of this output has been implemented by UN Women in cooperation with BRAC. The main purpose was to set up referral and resource centres in three districts

(Faridpur, Manikganj and Dhaka) having the ability to provide a package of reintegration services to return migrants - a totally new area of work for Bangladesh –including entrepreneurship development, business advice, re-training and employment programmes in collaboration with local partners at the community level. This initiative however has started very late (in September 2014) and although UN Women is assessing the pilot in highly positive terms (for example, training on the provision of psycho-social support to abused returning women was provided for the first time and referral of victims to the National Trauma Counselling Centre was activated under the pilot) substantial evidence and reports have not yet materialized that could allow ILO and the evaluation team to further elaborate on this output. It might very well be the case and it will be the responsibility of project partners to analyze these achievements in the coming months.

This sub-component has in fact suffered from significant implementation delays by the international partner as described in the efficiency and implementation section. However, although results from output 3.3 are not yet available, the government, in due consultation with ILO, has already made efforts to provide social protection to the migrant workers. GoB did not in fact wait for the results of the pilot activity carried out by UN Women under output 3.3 because this would have undermined the achievements reached through relating activities under 3.1 and 3.2. For example, the government is already working on the reform of the WEWB, is going to sustain the help-lines set up in Muscat and Dubai, etc. In conclusion, while one partner may have delayed delivery, others worked harder to ensure that substantial results are achieved under this output as well.

## **Emerging impact and sustainability**

A full analysis of the actual impact of the project would require more time than it is allowed under the present evaluation and should also take place well after the end of the implementation period, considering that very important and crucial outputs have not yet materialized (and for this reason the project duration has been extended by four months) or were produced quite late in the life of the project to show already at this stage any measurable impact.

It should also be recalled that the first recommendation of the MTE (October 2013) was to conduct a potential impact analysis by all parties involved in order to better assess what the project will have achieved upon its conclusion. It was noted that “the PMT monitors project activities by means of an Outcome Monitoring Plan but does not report on the potential impact of activities and of the project as a whole” and for this reason it was recommended “that all implementing partners start working on an impact analysis of the activities they are responsible for, so that the PMT (or alternatively a consultant hired for this purpose) will be able to prepare the overall impact analysis for the project” in order to have “a clear view on what the project will actually have achieved upon completion and what the prospects are on a longer-term basis”. The primary stakeholders had agreed in principle to this course of action but the recommendation could not be adhered to because, according to the evaluation policies of the donor and ILO, a (potential) impact assessment can only be done for a project of the duration of five years. Given the technical and procedural impasse, it was decided to consider doing such analysis during the second phase, or follow up project, “prior to or immediately during the preparatory stage” so as to have in future “a robust baseline to monitor from”.

There are clearly objective difficulties to the proposition of identifying emerging impact for a project that does not focus on service delivery as such or bring about “hard”, immediately visible and tangible results, as most development projects do, but invest instead to a significant extent on the production of outputs which lead to “soft” effects (change of attitudes, increased dialogue, new and more efficient work modalities, developed operational abilities, and so on) which need a completely different set of tools, and timeframe, to be fully analyzed and evaluated.



Nevertheless, plenty of signals were detected during the fact finding mission on the emerging impact of the project. Firstly, there is no doubt that the project has had a very tangible impact on the target groups. Although changes in people dialogue are not easily quantifiable, the project brought together for the first time several categories and sub-categories of stakeholders (Government, Trade Unions, employers, recruitment agencies, international organizations, NGOs, CBOs, research institutions, etc) which had only been engaged separately, at one time or another, in earlier projects focusing on international migration. Clearly, much should still be done in future to improve cooperation and sustain what can be occasionally defined as embryonic synergies, but there is no doubt that the project provided a platform and a framework for everybody to come together and express their views and ask questions to each other. This dialogue shift was an important achievement. The strategy used by the ILO project in pursuing this has been admirable in the sense that it has not attempted to lead or impose the discussion but has rather put the constituents at the forefront, allowing them to define their priorities, to seek concurrence of all participants to the dialogue within a specific category (for instance, members of the NWCCE umbrella), and step in eventually to provide technical assistance to support agreed courses of actions, which are of course inspired by international instruments, standards and best practices.

The project has represented a long term contribution to the efforts of the Government of Bangladesh. It had a strong focus on capacity building and training. As regards the institutional framework, a comprehensive review of the BMET and WEFW has been completed which will have an impact on the programmatic outlook and work modalities of these entities which in turn will also impact on the actual delivery (and content) of the services to be provided to migrant workers. The criticality is obviously to make this function in the future and further investments in capacity building at the practical level (transfer of know-how by doing things in practice) are necessary. As a matter of fact, once principles and standards are absorbed, and priority setting follows, the need remains to define what can be successfully implemented, to determine whether they are achievable or not and, in the affirmative, to be able to pursue them effectively; in other words to be able to make such choices 'operational', which requires sustained and diversified institutional capacity building.

There is evidence of emerging impact at several levels following enactment by Parliament of the Overseas Employment and Migrant's Act drafted with the ILO's technical assistance through the project. It is estimated that almost 695,000 workers (of which more than 126,000, or about 18%, were women) migrated from Bangladesh between 24 October 2013 and 2 June 2015 (at the time of the mission) using improved services and provisions (including minimum conditions) under the new law. Likewise, the project has started producing a direct impact, according to preliminary reports being made available, in reducing the high costs of migration to selected destinations (Hong Kong, Malaysia, Singapore and Jordan) which were targeted as part of the overall response to contain this phenomenon which affects Bangladeshi migrant workers irrespective of country of destination. Findings and recommendations of the five high quality research studies undertaken by HDRC have been taken into consideration by policy makers in developing the Overseas Employment Policy, currently in adoption process; additionally, the studies contribute to increase the knowledge base on migration issues which has been largely deficient prior to the project. In general we can say that improved statistical data, disaggregated by gender, and analytical interpretation of the studies and surveys conducted under the various components will have a definite impact on the elaboration of policies and on the choices made by practically all stakeholders in their specific domain. Going beyond practical examples, it can finally be said that the new law has created a mind setting that a "kind of checklist should be there" and that "the right things should be put in place"; in other words it has started a process which should unfold over a reasonably long period of time and is meant to embrace not only policy development (adoption of the Overseas Employment Policy, finalisation of the set of four internal rules for MEWOE etc.) but also its concrete application and implementation. Now that the groundwork has been done, that the mind set has been created, there is the opportunity and urgency to move towards a more qualitative level of work which will produce measurable impact on the life of the ultimate beneficiaries of the project.

The analysis of the sustainability criterion carried out by the evaluation team has proved highly satisfactory. This is already inherent to the choice of executing agency given that fact that ILO does not operate as a

project-based organization but looks at longer-term goals and sustainable results which go beyond the confines of a specific intervention. As one primary stakeholder has put it, “we have started together with ILO a thinking process, we continue some actions, and these, as well as our planning, are embedded in sustainable thinking”. As a necessary prerequisite, the national project partners and targeted public institutions were correctly identified from the outset, they are mandated to deal with the issues of overseas migration and have therefore a direct interest in continuing most activities. By and large, these were designed (often jointly) in order to specifically support the Government in fulfilling its own objectives, which are inspired by the relevant international labour standards and recommendations. Moreover, once formulated, these activities were taken into the national plans of action of the targeted institutions and this is an additional indicator of the level of ownership acquired by the project. It should also be underlined that the project was designed in such a way to avoid replacement or duplication of any government service or function and by paying attention to the ability of the Government of Bangladesh to maintain or expand the activities it has chosen to implement.

Clearly, not all activities were correctly identified from the very beginning as regards their sustainability prospects. The MTE identified a few activities with limited potential impact and uncertain sustainability (for instance the establishment of a legal cell in the BMET to assist exploited migrant workers) and requested that efforts be made by relevant stakeholders to adjust or reconsider them.

A case in point is the Market Research Unit (MRU), which was set up by IOM within the BMET in order to gather and accumulate information about potential markets and sectors and help to identify strengths, weaknesses, opportunities and threats for Bangladesh labour migrants (for instance in the fundamental area of the skills actually required at destination and the ensuing challenges for BMET and the country in terms of skills development). It must be mentioned that the MRU concept was not new to this project. It was originally conceived and pursued by IOM in the EU-funded action (under the AENEAS programme) MIGR/2005/103-523 “Regional Dialogue and Program on Facilitating Managed and Legal Migration between Asia and the European Union”, implemented in several Asian countries (but with a specific focus on Bangladesh, India and the Philippines) between January 2006 and January 2009. The MRU concept was further developed and supported in a follow-up project, MIGR/2008/153-434 - “Regional programme and dialogue on facilitating safe and legal migration from South Asia to the EU”, funded by the European Commission under the Thematic Programme for Migration and Asylum and implemented by IOM in Bangladesh, India and Sri Lanka from February 2009 until the end of August 2011. It was therefore a very much active initiative by the time the ILO/SDC project was conceived and its original starting date had been set. Although some doubts had already been raised in monitoring exercises of the referred earlier projects as regards the actual integration of these permanent Market Research Units within the government structures of some Colombo Process countries (including Bangladesh) and on the ultimate usefulness of the analysis carried out (“how to ensure that information is acted upon and changes to labour policies and vocational training policies are made with a view to benefit from any emerging labour migration options ?”) the MRU was eventually incorporated in the ongoing project as there was probably still hope to ensure its effectiveness and to sustain it through a longer-term programmatic engagement. In this regard, the setting up of MRUs had been cited by IOM as an example of best practice in other countries. Sri Lanka, for instance, greatly benefited from IOM-established MRUs which were instrumental, at the time, in the identification of two important markets – Canada and Libya – and in the process leading to the successful negotiation of G2G agreements. Moreover, the information gathered made it possible to upgrade and/or better target migrant trainings based on the requirements of the international labour market. Whatever the background and results achieved elsewhere, IOM has eventually agreed that the MRU has displayed very limited added value in Bangladesh, and has not produced tangible results or reports of quality (also because due to budgetary constraints it could not benefit from the recruitment of highly qualified staff) and, given the lack of development possibilities, the MTE recommendation to discontinue this initiative was effectively implemented by all project partners involved.

As a general final remark on the sustainability issue, it should therefore appear quite clear that while some activities have been dropped as a result of a sound judgment made by the primary stakeholders and several other activities, by the end of the intervention, will be absorbed and taken over by beneficiary institutions and continued thereafter in a self-sustaining manner, many more are clearly part of a longer term process and

need to be continued and consolidated through a new intervention/second phase for which external financial resources are required and have been already set aside by the donor.

## Gender concerns

Gender concerns have been satisfactorily addressed throughout the project. It is always possible to do more, however any project should not be assessed in a vacuum but contextualized by having regard to the prevailing situation and country context at the time it was initially designed and compared, whenever feasible, with other similar interventions worldwide. For instance, a global evaluation of the results obtained through projects financed by the European Union in the labour-migration sub-sector conducted in June 2011, showed that a minimal number of projects out of the total funded and evaluated had an exclusive focus on female migrant workers (mostly addressing the situation of migrant domestic workers or temporary and circular female labour migration in the agricultural sector) and comparatively few did address in a substantial way migrant women concerns as part of the more general approach followed. It is significant that ILO was possibly the first organization, among beneficiaries of EU funding, to design a project focusing exclusively on gender equality and mainstreaming (“Promotion of Gender sensitive labour migration policies in Costa Rica, Haiti, Nicaragua, Panama and the Dominican Republic”, 2011-2014). Likewise, it appeared quite evident that ILO had already invested in developing innovative models that can serve as inspiration and guidance to increase gender-sensitivity, such as the project “Decent Work across Borders: A Pilot Project for Migrant Health Professionals and Skilled Workers” (Vietnam, India and the Philippines) targeting highly gendered professions in the countries concerned. With this preamble in mind, it is not surprising that particular attention was devoted at the design stage of the project “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh” for incorporating a gender perspective in all the outputs.

According to available records, labor migration for Bangladeshi women started in 1991 when a very small number of migrant women left the country to the Middle East. When the project was initially conceived (in 2008) Bangladeshi migrant women workers still represented a very small portion of the whole labour migration process from Bangladesh (2.38 % of the total). Although it increased in the following years, the proportion did remain within a quite modest range (between 4% and 7%) until it peaked in 2013 to about 13 % of the total. In actual numbers, according to BMET data, between 27,000 and 37,000 women migrated abroad for work yearly during the period 2010-2013 (against a total figure ranging between 400,000 and 600,000 migrant workers per year).

Possibly because of the low proportion, until recently at least, of women migrating for work from Bangladesh and the fact that, as mentioned in an excellent study produced by the project<sup>7</sup>, “feminization of migration’ has not happened in Bangladesh in a true sense”, gender analysis was not regularly carried out by researchers, organizations and donors as part of the problem analysis required in the preparation of projects addressing international migration. Likewise, there was a huge gap in terms of data on gender at all levels which prevented conceptualization of actions beyond a rather minimalistic approach based on piloting initiatives or inclusion of complementary individual activities in projects which were not thought from the beginning from a gender equality or gender mainstreaming perspective.

The project has certainly started to fill many of these gaps and substantial efforts have been made to ensure that gender concerns are addressed. Data disaggregated by gender has been collected by the project for most activities and is now available and utilized by researchers, administrators, and stakeholders in general, to develop policies and concrete responses in problem areas. Female worker’s social protection is prioritized at all levels. Two language manuals have been developed for providing migrant women employed as domestic workers and care givers with essential knowledge of occupation-related English and Arabic words and expressions to be used in destination countries. In all workshops, meetings, training events, learning

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<sup>7</sup> Abul Barkat and Manzuma Ahsan, HDRC, Gender and Migration from Bangladesh - Mainstreaming migration into the national development plans from a gender perspective, ILO 2014

opportunities or committees, participation of women is specifically sought and ensured. Likewise, all partners are guided to address gender dimensions and monitored for progress as per agreed actions.

Generally speaking, it can be said that the project emphasizes a rights-based approach in line with the Beijing Platform of Action of the Fourth World Conference on Women (1995) and has a “women-focused” approach to gender equality as it recognizes that women migrants are often confronted with gender-specific disadvantages during the entire migration cycle (before departure, in the countries of destination and upon return) and that different constraining factors affect their employment and critical aspects of the migration process including the predominance of stereotyped labour roles for men and women, the lack of policies addressing the specific needs of women migrant workers and the limited legal channels available to them.

Bringing to the forefront the woman perspective was a considerable achievement in an environment where traditional considerations had often prevailed (including acceptability of women travelling abroad for work and leaving behind their families). The discussion generated by the project among all partners has led to the inclusion of a clause against discrimination in the Overseas Employment and Migrants’ Act 2013, has contributed to the creation of “enabling environments that provide equality of employment opportunity and access to benefits to both migrant men and women” and has ensured that specific measures are reflected in the Rules being reviewed in order to empower women migrant workers with choices, access to resources and to claim their rights.

There are of course several activities that are designed to benefit, specifically or at least predominantly, migrant women. This is logically the case for activities implemented by UN Women under the second and third component. Among them are potentially very important and innovative pilot actions that could very well be replicated and expanded in the next phase. In addition, all training and capacity building initiatives were developed in a gender-sensitive fashion and included strong components on women issues. Skills diversification (over and above the traditional sector of migrant domestic workers) was promoted by the project, through the contribution of project partners (UN Women and DAM), particularly in connection with the aim to increase opportunities for migration of women to South-East Asia where no restrictions exist on sector of occupation for women workers. All migrant women now receive pre-departure briefing and orientation (not necessarily done through project funds), help-lines have been set up to ensure that migrant women have an outreach/access to air their grievances and report on their situation and many more examples were provided in the earlier sections, especially under the analysis of effectiveness, about project activities which lay special emphasis on women. Finally, the PMT included a dedicated Gender Focal Point for the specific purpose of monitoring and reporting on all project activities from a gender perspective.

## **5. Lessons learned, good practices and recommendations**

### **Lessons learned**

The main lessons learned from the project are the following:

1. Flexibility of design and in implementation turned out to be very beneficial for the actual achievement of the intended results in view of the participatory approach followed in all phases of the project cycle. The active involvement of all national stakeholders in this process of adaptation, has ensured the constant alignment of the activities with their needs and priorities and this had a clear impact on ownership of results.
2. The project was characterized by a very comprehensive approach which was necessary to overcome the high degree of fragmentation, that prevailed at the time of its conception, in providing responses to international migration challenges. By inter-linking all relevant dimensions of labour

migration and bringing together for the first time all fundamental actors in this domain, the project represented a first attempt of coordinated action in this field. This approach should be directly credited with the impressive achievements reached, particularly as regards policy development and a strengthened institutional framework.

3. While it is universally recognized that the ILO's tripartite structure is a given factor for generating added value, the contributions of the ILO Country Office and PMT were in this case particularly crucial in view of the fact that (in Bangladesh) Government, trade unions and employers (plus civil society) do not have a tradition of close cooperation. The project, by bringing together all different categories of stakeholders and allowing all constituents to participate in the elaboration of the various activities, directly contributed to a dialogue shift which should prove its significance beyond the scope of an individual project. The Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) has taken technical cooperation from the ILO very seriously, especially as regards social protection and outreach to the migrant workers. MEWOE fully understands ILO's mandate in promoting employment and social protection and inclusion which has enabled officials and other partners to develop new services, assess new policies and exchange good practices in outreach through trade unions and employers organizations.
4. A degree of ambiguity and misunderstanding could not be avoided at the project outset among some implementers regarding the ultimate responsibility for project direction, the role to be played by each in project execution, the chosen implementation modalities and the need to maintain the necessary inter-linkage between the different components. Pre-nomination of implementing partners was made on the basis of past engagement in the sector, which led to pre-project attributions of outputs prior to their detailed conceptualization, or more general assumptions regarding operational capacity. This has created problems because once activities had been fully elaborated, or incorporated into the project as part of the described design adaptation, it appeared evident that the original repartition of competencies was not in fact optimal and other potential partners were sometimes in a better position to implement specific activities and had sometimes to be taken on board.
5. While project adaptation along the way has been a positive factor and has ensured continued relevance, it has been difficult to maintain the logical coherence given not-so-logical distribution of activities under single outputs among ILO, IOM and UN Women. Activities were also divided in so many sub-activities and distributed among ILO and its two international organization partners with the result that tracking progress under those outputs became almost impossible and that lines of responsibility tended to evaporate. It also weakened the ability of the PMT to keep sub-activities logically connected as one activity or all activities under one output. A complex project of this kind should try to simplify things as much as possible by maintaining, ideally, a "one output - one partner" relationship in order to ensure accountability and facilitate coordination. This is not only an issue of effectiveness but also essential from the perspective of financial tracking for measuring cost-effectiveness.

## **Good practices**

The project has generated several good practices of which the key ones are:

1. The project provided a platform and a framework for all categories of stakeholders to come together and express their views and ask questions to each other. The strategy used by the ILO project in pursuing this has been admirable in the sense that it has not attempted to lead or

impose the discussion but has rather put the constituents at the forefront, allowing them to define their priorities, to seek concurrence of all participants to the dialogue within a specific category, and step in eventually to provide technical assistance to support agreed courses of actions, which are of course inspired by international instruments, standards and best practices.

2. The project inspired confidence-building and made possible effective collaboration among all target groups (despite their differences) in achieving their own specific as well as common goals in this complex and multi-faceted project. The fact that the PMT is based within the premises of the Ministry of Expatriates' Welfare and Overseas Employment was of high strategic and practical value as it made possible to maintain constant contact (formal and informal) with all the relevant MEWOE wings, the Bureau of Manpower, Employment and Training (BMET) and the Wage Earners' Welfare Fund (WEWF) and therefore facilitates cooperation and coordination at a national level on a daily basis. The choice of office location has in fact produced effects that go beyond the project itself as it allowed the PMT, among other things, to support the government counterparts when they required including through ad hoc extra-project specific inputs.
3. The project has produced a vast number of studies, research and practical tools of generally high quality which were made accessible to relevant stakeholders. Evidence has emerged that these outputs are currently used by the target groups in defining their policies and priorities, for the elaboration of new project interventions or as the basis for further evaluation and research. Given the high turnover that affects most, if not all, the actors involved, there is however the need to ensure capitalisation of the knowledge produced by the project over the longer term by assisting target groups, whenever required, in systematizing the knowledge provided.

## **Recommendations:**

1. The design of the new project/second phase should be based on extensive pre-project consultations with all relevant actors in the field of international migration (irrespective of initial assumptions as to whether they will be directly involved in actual implementation or not) in order to ensure the consistency of the follow up intervention and to avoid redundancy and duplication with other initiatives being planned or carried out by primary stakeholders in Bangladesh. In designing the new project/phase or during its inception, in line with the 1<sup>st</sup> and 2<sup>nd</sup> recommendations of the MTE, an analysis of the potential impact of the envisaged activities should be conducted and an effort should be made to define and include in the logical framework matrix realistic and measurable indicators of achievement for each of the objectives and the intended outputs/results.

*Addressed to ILO, SDC and MEWOE - High priority - No financial resources required*

2. The first project/phase had a very wide scope – which was a correct strategy at the time – but it might be advisable to follow a more focused approach for the new project/second phase. This however should not impact the participation areas agreed with the ILO constituents, particularly, the workers and employers' organization and the ILO's mandate and role concerning social security and protection of the workers.

*Addressed to ILO and MEWOE - High priority - No financial resources required*

3. While coordination among the many partners on project-related issues has worked well, **there seem to exist some deficiencies in the country as regards thematic coordination on**

**migration in general among international organizations and NGOs involved in this field.** Given the dynamic context and the many initiatives that are implemented, it becomes quite difficult to take stock of progress made through the various projects, assess gaps and draw a correct line forward (for instance in the area of training) without enhanced extra-project consultations among all relevant stakeholders. Although, outside the Government, actors in the labour migration field are relatively few, they appear to be in quite strong competition with each other, in particular international actors. **An independent mechanism to ensure that regular rounds of consultation (at least quarterly) do take place between these actors (in addition to individual meetings) in order to facilitate such coordination, to avoid duplication of activities and enable practical synergies would be essential.** This mechanism should also benefit from the participation of specialized research institutions and think-tanks (even if not involved operationally in specific projects) to enable cross-fertilization of ideas and the sharing of research. While coordination on the Government side is satisfactory and the Overseas Employment Policy, currently in the adoption process, already includes two coordination mechanisms, namely, the National Steering Committee, proposed to be led by the Prime Minister to facilitate interministerial coordination and the National Labour Migration Forum to enable stakeholders' influence in labour migration governance, substantial improvements are required in terms of thematic coordination at the technical level among relevant international organizations and NGOs.

*Addressed to ILO, SDC and international organizations and NGOs involved in the labour migration field in Bangladesh - Medium priority - Limited financial resources required*

4. Pre-nomination of implementing partners is not recommended for the new project/phase. Choices should better be made on case by case basis depending on the actual capacity and commitment of potential partners to implement specific blocks of activities once they have been defined in detail and all potential ramifications are clear. ILO should try to maintain, across the entire project cycle, a one output/one partner relationship in order to draw clear lines of responsibility for the actual production of outputs. This will also facilitate overall management and progress tracking.

*Addressed to ILO - High priority - No financial resources required*

5. Although considerable achievements were made, these should not be seen as self-conclusive but do represent (in most cases) the necessary groundwork for a longer term process that needs to be sustained through the new project/phase. Generally speaking, while laws, policies, rules and internal reviews have been successfully developed and conducted - and formal adoption and/or validation has materialized or it is at an advanced stage - there is now the need to assist in a targeted manner the beneficiary institutions in applying and effectively implementing such policies, rules and systems. While continuity is essential and completed activities are necessarily leading to new ones, technical assistance from ILO in the new project/phase should primarily serve the purpose of helping the Government of Bangladesh in "internalizing" the outputs produced and in making possible their operationalization.

*Addressed to ILO, MEWOE, BMET and other national stakeholders (including Workers' Organizations, Employers' Organizations and BAIRA) - High priority - Targeted allocation of financial resources through the formulation process required.*

6. Attention must be paid to geographic prioritization in the next project/phase. Only limited activities have departed from a rather centric approach and more should be done in terms of decentralizing services provided by the Government for potential migrants and returnees. While civil society has a fundamental role to play in expanding outreach at the community level, in connecting effectively with

people at the periphery, stronger operational partnerships should be developed from the outset and become a pre-requisite for financial support. Furthermore, mechanisms should be put in place to enable positive and constructive interaction between NGOs and the State (by effectively involving local authorities in the planned activities) so as to transfer achievements at the local level into the overall dynamics.

*Addressed to ILO, MEWOE, BMET and other relevant government institutions - Medium priority - Financial resources required*

7. At the same time, suitable civil society organisations should be identified, and more vigorously mobilized, including through appropriate capacity building and by supporting their participation in international networks, for the purpose of establishing partnerships with operational counterparts in countries of destination (since it is still comparatively difficult for Trade Unions to do so), with a view to provide fundamental support to migrants workers there and liaise as required with Labour Wings in order to share obligations, according to the respective roles and responsibilities, and mutually reinforce efforts made.

*Addressed to ILO, MEWOE and implementing partners eventually called upon to carry out project activities and produce outputs during the second phase - Medium priority - Limited financial resources required*



**ANNEX 1**  
**List of persons met/interviewed**  
**Fact finding mission to Bangladesh**  
**31 May – 9 June 2015**

<b>Name/ Position</b>	<b>Institutions/ other</b>
<b>ILO</b>	
Erlien Wubs, Development Partners Relations Officer/Evaluation Manager	ILO Geneva, PARDEV (by phone)
Srinivas Reddy, Director	ILO Country Office
Shahabuddin Khan, Programme Officer	ILO Country Office
Nisha, Chief Technical Adviser	ILO Labour Migration project (BGD/11/01/SDC)
Disha Sonata Faruque, National Programme Officer	ILO Labour Migration project (BGD/11/01/SDC)
Sharmin Sultana, Administrative Assistant	ILO Labour Migration project (BGD/11/01/SDC)
<b>BANGLADESH STAKEHOLDERS</b>	
H.E. Khandker Mosharraf Hossain, Minister	MEWOE
Dr. Zafar Ahmed Khan, Secretary	Ministry of Water Resources (former Secretary MEWOE)
Md. Hazrat Ali, Additional Secretary and NPC for the ILO Labour Migration project	Planning Wing, MEWOE
Md. Abdur Rouf, Joint Secretary, Development and Planning	Planning Wing, MEWOE
Rahnuma Salam Khan, Senior Assistant Chief	Planning Wing, MEWOE
Nurul Islam, Additional Secretary	Employment Wing, MEWOE
Kazi Abul Kalam, Joint Secretary	Employment Wing, MEWOE
Mohammed Azharul Huq, Joint Secretary	Welfare and Mission Wing, MEWOE
Badiur Rahman, Deputy Secretary	Welfare and Mission Wing, MEWOE
Begum Shamsun Nahar, Director General	BMET
Mohammed Nizam Uddin, ADG (Training and Emigration)	BMET
Shaidul Islam, ADG (Employment)	BMET
Motiur Rahman, Deputy Managing Director	Wage Earner's Welfare Board (WEWB)

Mohammed Mohsin Chowdhury, Director (Welfare)	Wage Earner's Welfare Board (WEWB)
Jabed Ahmed, Additional Secretary	Ministry of Food and Disaster (former ADG, BMET)
Shamima Nargis, Additional Secretary	ERD, Ministry of Finance
Mirza Mohammad Ali Reza, Senior Assistant Secretary	ERD, Ministry of Finance
Abul Barkat, Chief Advisor (Hon.)	Human Development Research Centre (HDRC)
Ali Ahmed, Research Consultant	Human Development Research Centre (HDRC)
Mamnzuna Ahsan, Research Associate	Human Development Research Centre (HDRC)
Syed Sultan Uddin Ahmed, Assistant Executive Director	Bangladesh Institute of Labour Studies (BILS)
Kazi Anowarul Haque, Director (Training)	Bangladesh Institute of Administration and Management (BIAM)
Shaquib Quoreshi, Secretary	Bangladesh Employers' Federation (BEF)
Kazi Saifuddin Ahmed, Labour Adviser	Bangladesh Employers' Federation (BEF)
Zafrul Hassan, Chairperson and BILS Secretary-General	NCCWE and BILS
Mojibur Rahman Bhuiyan, Member Secretary	NCCWE
Shirin Akter, Member, Bangladesh Parliament	Jatiya Shromik Jote (JSJB) and NCCWE Labour Migration Committee
Razequzzaman Ratan, General Secretary/Central Committee	Socialist Labour Front – SLF and NCCWE Labour Migration Committee
Ali Haider Chowdhury, Senior Vice President	BAIRA
Mohammad Obaidul Areef, Member of Executive Committee	BAIRA
Sarat Dash, Chief of Mission	International Organization for Migration (IOM)
Shahreen Munir , National Programme Officer	International Organization for Migration (IOM)
Christine Hunter, Country Representative	UN WOMEN
Tapati Saha, Program Coordinator, Economic Security and Rights	UN WOMEN
Sabina Saeed, Programme Associate	UN WOMEN
Nazia Haider, Senior Programme Officer and Focal Person for Labour Migration Project	Swiss Agency for Development and Cooperation (SDC)
Dr. Ehsanur Rahman, Executive Director	Dhaka Ahsania Mission (DAM)
Khawja Shamsul Huda, Director of Programs	Dhaka Ahsania Mission (DAM)
Mohammed Modasser Hossain, Project Manager, Safe Labour Migration Project	Dhaka Ahsania Mission (DAM)
Md. Shahidul Islam, Team Leader, Education Programs	Dhaka Ahsania Mission (DAM)

Syed Saiful Haque, Chairman	WARBE Development Foundation
Faruque Ahmed, Secretary General	WARBE Development Foundation
Jasiya Khatoon, Director	WARBE Development Foundation
Sumaya Islam	BOMSA
Kalpana Bosu, Legal Expert	BLAST
Tarek	BLAST

### Annex 3 - Indicator Verification June 2015

<b>Project title:</b>	<b>Promoting Decent Work for Migrant Workers through the Improvement of Migration Policy and Practice in Bangladesh</b>			
<b>Target Groups:</b>	Male and Female migrant workers and their families, their organizations, and service providers in government, business and trade unions	<b>Project duration:</b>	July 2011 – Oct 2015	
<b>Development objective:</b>	<b>Indicator(s):</b>	<b>Planned means of verification:</b>	<b>Verification measures/tools available as at June 2015:</b>	<b>Remarks, if any:</b>
To contribute to the sustainable economic and social development of Bangladesh through the creation of decent employment opportunities and the protection of the male and female migrant workers and their family members.	Number of Bangladeshi female and male migrant workers obtaining foreign employment opportunities through regular (legal) channels	Official statistical reports on Foreign Employment Contracts approved [Sex-disaggregated data]	The outbound migration of workers seems to have stabilised at around 410,000+ workers per annum.  All migration data, except return migration, available at <a href="http://www.bmet.gov.bd/BMET/statisticalDataAction">http://www.bmet.gov.bd/BMET/statisticalDataAction</a>  Data is disaggregated by sex, district, year, country of destination, district of origin and so on.	Government has carried on this work without any financial contribution from the project. While there is a serious need for data refinement and analysis, coordinated information management, occupational classification, and integrated information communication management and labour market information system, the current practice of monthly update of all data in the public domain is a significant display of the government's will and interest in sustainability.

Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
<p>1. Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families</p>	<p>Number of guidelines and circulars on national migration and overseas employment including bilateral agreements adopted; and</p> <p>Number of analytical reports on foreign employment used as basis for policy and programme planning</p>	<p>Official reports and documents:</p> <p>Review of policy: ILO</p> <p>Review of bilateral MoUs and agreements as requested by the government: ILO</p> <p>1 or 2 MoU or agreement: MEWOE</p> <p>Assessments and research reports:</p> <p>5 researches: ILO</p> <p>Regular reports concerning labour market from the MRU: IOM</p>	<p>ILO Memorandum of Technical Comments on:</p> <ol style="list-style-type: none"> <li>1. Draft law; and</li> <li>2. Three sets of rules</li> </ol> <p>ILO Memorandum of Technical Comments on overseas employment policy.</p> <p>A new law enabling regular migration governance passed by the Parliament, ie, Overseas Employment and Migrants Act, 2013.</p> <p>Overseas Employment Policy in adoption process.</p> <p>Four sets of rules as below being finalised by the ILO for submission (to be completed by June 2015):</p> <ol style="list-style-type: none"> <li>1. Registration Rules</li> <li>2. Migration management Rules</li> <li>3. Recruitment agent licence, conduct and classification Rules</li> <li>4. Migrant Welfare Rules.</li> </ol> <p>Review report of 7 bilateral MoUs and 1 agreement.</p> <p>A standard ToR for Joint Committees developed to serve as a model.</p> <p>A standard agenda for review meetings of joint committee.</p> <p>4 new bilateral MoU/agreement signed (UAE, Malaysia, Hong Kong (SAR), and Saudi Arabia).</p> <p>Reports and multiple other documents concerning 3 semestral review workshops and 8 meetings, discussion and joint committee meeting (male: 165; female: 54)</p> <p>Official seminar /conference reports</p> <ol style="list-style-type: none"> <li>1. Promoting Cooperation for Safe Migration and Decent Work</li> </ol>	<p>Far better and higher level results have been achieved compared to planned level of result. Government in its seriousness to sustain the technical inputs from the ILO and the stakeholders in their participation have been exceptionally forthcoming.</p> <p>Realisation of this objective as much as has been dependent on the high quality, consistent, and readily available support from the programme, it has tremendously benefited from MEWOE and BMET and other government bodies' ownership and leadership.</p> <p>Better transparency and accountability to workers established in the law.</p> <p>The proposed policy is based on good practices from across the world, adapted to Bangladeshi context and draws considerably on ILO Multilateral Framework on Labour Migration towards implementation of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990.</p>

Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
			<p>2. 5th Annual Labour Attachés Conference Report</p> <p>3. Report of the Tripartite Seminar under preparation</p> <p>Research reports:</p> <ol style="list-style-type: none"> <li>1. Causes of and potential redress for high recruitment and migration costs in Bangladesh</li> <li>2. Skilling the workforce Labour migration and skills recognition and certification in Bangladesh</li> <li>3. Reinforcing ties: Enhancing contributions from Bangladeshi diaspora members</li> <li>4. In the corridors of remittance</li> <li>5. Gender and Migration from Bangladesh: Mainstreaming Migration into the National Development plans from a Gender perspective</li> </ol> <p>Reports of consultations and research sharing sessions, panel discussions, workshops and raw data from the focus group discussions at the district level.</p> <p>Institutional Assessment: Comprehensive System Review of BMET, including, a broad review of regulation of the recruitment agent licence-holders, complaints in the destination and Bangladesh, a range of other systems.</p> <p>MRU Reports:</p> <ol style="list-style-type: none"> <li>1. Brief on Brazil, Italy, Singapore &amp; Qatar</li> <li>2. Brief on Japan and South Africa</li> <li>3. Brief on Oman &amp; Spain</li> <li>4. Brief on Sweden &amp; Australia</li> </ol>	
2. Improved operational efficiency and effectiveness in overseas employment promotion and social protection for	Reduced recruitment and documentation costs for migrant male and female workers going to 2-3 specific	Reports of surveys; feedback from the government in Bangladesh and/or destination country:	A study on skills in demand in Kuwait, Malaysia, Qatar, Saudi Arabia, and United Arab Emirates conducted collaboration with GiZ and EC funded ILO project on labour migration governance being implemented in India, Nepal and Pakistan (under	Migration process documents concerning migration to Hong Kong (SAR), Malaysia and Jordan are closely monitored. Singapore and Hong Kong (SAR)

Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
<p>male and female Bangladeshi workers, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers</p>	<p>countries of destination;</p> <p>Number of foreign employment contracts approved by the BMET following minimum conditions of work; and</p> <p>Change in public attitudes and awareness of recruitment and migration regulations and outcomes for foreign employment</p>	<p>Skills in demand in one or two destination and supply side assessment: ILO</p> <p>External market analysis for women in one country: UN Women</p> <p>1 Small random survey of migrants applying for foreign employment</p> <p>2 Knowledge and practice surveys</p>	<p>publication).</p> <p>A report on "Skills for the international labour market: Bangladesh country report" (under publication) to present TVET supply side picture</p> <p>A report on external market analysis for women workers (United Arab Emirates)</p> <p>Government's documents indicating that cost of migration to Hong Kong (SAR), Malaysia, Singapore, and Jordan reduced.</p> <p>A survey of 107 prospective migrant workers using services to migrate to different countries, randomly selected at the "Smart Card" point of the BMET, to assess their perception of operational efficiency and effectiveness of the systems, conducted in Nov-Dec 2013.</p> <p>A survey of 200 prospective migrant workers migrating to Malaysia, randomly selected at the "Smart Card" point of the BMET, to assess their perception of operational efficiency and effectiveness of the systems put in place for and cost of migration to Malaysia, conducted in Dec 2013.</p> <p>Approximately 694,964 workers, of which 126,566 are women, migrated between 24 Oct 2013 and 02 June 2015 under the new law which specifies minimum conditions.</p> <p>Code of conduct for the recruitment agents developed.</p> <p>Classification System for recruitment effectiveness developed.</p> <p>A report on theatre and community meetings as</p>	<p>involve participation of destination country stakeholders and results were much better for the workers in ensuring social security.</p> <p>Report of the meeting with workers, J-GATE and Jordanian authorities shows that recruitment for Jordan has regularised labour migration in favour of women workers</p> <p>Malaysia too has reported to the ILO that the cost of migration has come down. ILO is taking up a review as a final action under the programme to assess the achievements and challenges of the government-to-government MoU from June onwards.</p> <p>New bilateral MoU/agreement with the UAE, Saudi Arabia to be observed for their impact on the cost of migration.</p> <p>Qualitative reviews of various MoUs/agreements which are contributing to reduction in the cost should be pursued, subject to the concurrence of the destination countries and Bangladesh, not only to verify but also to assess what is working and what is not or where improvement is required along the same lines as the ILO has planned for the government-to-government MoU with Malaysia.</p>

Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
			<p>part of the larger number of communication activities implemented by the IOM.</p> <p>A report giving an assessment of the Public Awareness Campaign by UN Women</p> <p>End line Survey Report on change among potential migrant workers and their families as a result of DAM's Intervention</p>	<p>Qualitative assessment of the documents being processed, eg, contracts required for assurance. ILO has already undertaken this efforts in partnership with BLAST.</p> <p>Change in knowledge and practice requires prior planning and periodic monitoring as part of the implementation strategy. Communication activities must also be closely aimed at the key objectives to make communication contribute to the results.</p>
<p>3. Strengthened social protection for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return</p>	<p>Number of returning male and female migrant workers and their families availing of protective services offered by government and by accredited project partner organizations</p>	<p>Reports of feasibility and use of services;</p>	<p>Government's official request to the ILO to improve organization of the Wage Earners' Welfare fund through Rules and eventually through a law and development of social security programmes.</p> <p>Report of the review of the Wage Earners' Welfare Fund to assess its organization, efficiency and effectiveness, and use of the services by the male and female migrant workers and their families (involving around 457 persons, including workers).</p> <p>Report of a survey of 1200 returning workers "The homecoming: profiling the returning migrant workers of Bangladesh", including a report on employment and enterprise opportunities in Bangladesh (under publication).</p> <p>Report of the labour attaché about set up of the helpline in Dubai, United Arab Emirates (user data to be available by the end of June).</p> <p>Training manuals and tools to enhance social protection of the workers while in destination:</p>	<p>Realisation of this objective has been heavily dependent on the government's will and initiative driven by an interest in sustainability of technical interests it receives. This objective was affected by the delay in service delivery by the implementation partner. ILO's changed strategy to intensify technical support to the government towards services that it offers and commitments for framework level reform and institution development has contributed to results which are more likely to be sustainable and benefit much larger number of workers in the future as well as go beyond the project-based service delivery.</p> <p>This objective, like the first objective, has benefited from</p>



Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
			<p>1. Pre-departure (30 DEMO and TTC staff, 16 CSO trainers, 22 trade union trainers, and 30 recruitment agents sending women workers trained as master trainers):</p> <ul style="list-style-type: none"> <li>a. Trainer's manual for giving pre-departure training to workers migrating to Oman</li> <li>b. Trainer's manual for pre-departure training to workers migrating to Qatar</li> <li>c. Trainer's manual for mandatory pre-departure orientation to workers</li> </ul> <p>2. Language (89 trade based trainers from the 38 TTCs trained to train their trainees; and 200 trainees of whom around 40 were women benefitted in pilot testing):</p> <ul style="list-style-type: none"> <li>a. Basic English and Arabic words for Housekeeping trade: Promoting Decent Work for Domestic Workers</li> <li>b. Basic English and Arabic Words for Construction Trade: Promoting Decent Work for Construction Workers</li> <li>c. Basic English and Arabic Words for Electrical Trade: Promoting Decent Work for Electricians</li> <li>d. Basic English and Arabic words for care-work : promoting decent work for home-based care-providers</li> </ul> <p>A report on needs of returned workers (male: 364; female: 139).</p> <p>A report on mapping of service providers, including, draft standard operating procedures (male: 127; female: 357)</p> <p>Manual for economic reintegration of returned women workers.</p> <p>MoU with National Trauma Council and Bangladesh</p>	<p>excellent collaboration between the ILO and the government and the government's strategic ability to draw upon ILO's mandate and expertise in areas of social protection and social security of workers. The ILO constituents have also shown interest and initiative in this regard and this is potential area for much deeper work by the ILO and its constituents to improve the application of the international labour standards and to promote tripartite mechanisms.</p> <p>Pre-departure training for Oman and Qatar being conducted in Bangladesh-Korea Technical Training Centre and Sheikh Fajilatunnesa Mujib Women Technical Training Centre.</p> <p>Mandatory pre-departure training being started in District Employment and Manpower Office, Dhaka by the Wage Earners' Welfare Board. Eventually, planned to be decentralised to six other technical training centres at the division-level.</p> <p>Basic language to be integrated into all technical training centres imparting training into the four occupations for which print and audio-video tools have been developed.</p>

Project outcomes/objectives:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
			Jubo Unnayan Sangstha for referral service.  48 returned workers in the process of being integrated into SHGs and cooperatives (male: 08; female: 40).	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
<b>Project outcome/objective 1: Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families</b>					
1.1 Revised draft national migration policy prepared	<p>1.1.1 Review the "Overseas Employment Policy 2006" to consider consistency with international rights and labour standards and promote its implementation. For the "The Emigration Ordinance 1982" and its rules, prepare policy briefs to ensure gender-sensitiveness</p> <p>1.1.2 Undertake research studies on relevant migration and development issues such as social protection and welfare needs of male and female migrant workers and their families, taking into account gender needs and challenges; the reasons for high migration and recruitment costs especially as these affect male and women workers differently; measures to recognize skills acquisition; ways to encourage diaspora's contributions</p> <p>1.1.3 Convene consultations with key stakeholders, including tripartite constituents, civil society and other advocacy groups, to consider, among others, research findings and recommendations for specific policy and</p>	<p>Number of policy briefs and research studies prepared with attention to the situation of women migrant workers</p> <p>Number of dialogues and meetings with representative destination countries organized;</p> <p>Number of consultation meetings with constituents and stakeholders including migrant women and male workers organized to review policy</p>	Official documents and reports	<p>ILO Memorandum of Technical Comments on:</p> <ol style="list-style-type: none"> <li>1. Draft law; and</li> <li>2. Three sets of rules</li> </ol> <p>ILO Memorandum of Technical Comments on overseas employment policy.</p> <p>A new law enabling regular migration governance passed by the Parliament, ie, Overseas Employment and Migrants Act, 2013.</p> <p>Overseas Employment Policy in adoption process.</p> <p>Four sets of rules as below being finalised by the ILO for submission (to be completed by June 2015):</p> <ol style="list-style-type: none"> <li>1. Registration Rules</li> <li>2. Migration management Rules</li> <li>3. Recruitment agent licence, conduct and classification Rules</li> <li>4. Migrant Welfare Rules.</li> </ol> <p>Research reports:</p> <ol style="list-style-type: none"> <li>1. Causes of and potential redress for high recruitment and migration costs in Bangladesh</li> <li>2. Skilling the workforce Labour migration and skills recognition and certification in Bangladesh</li> </ol>	Based on the demand from the constituents and civil society, in particular, the government, the ILO intensified its technical cooperation. Outputs are many more than planned and resulted in supporting the government to move toward setting up a strong foundation for migration governance.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	legislative proposals			3. Reinforcing ties: Enhancing contributions from Bangladeshi diaspora members 4. In the corridors of remittance 5. Gender and Migration from Bangladesh: Mainstreaming Migration into the National Development plans from a Gender perspective 6. Three technical papers, one of which is on women in RMG sector who migrate, in a publication titled "Promoting Cooperation for Safe Migration and Decent Work".  Reports of consultations and research sharing sessions, panel discussions, workshops and raw data from the focus group discussions at the district level.	
1.2 Mechanisms to foster bilateral cooperation on migration established	1.2.1 Arrange semestral review meetings with representatives of destination countries <sup>1</sup> , including employers and trade unions, with bilateral agreements and employers' dialogues to promote cooperation in	Number of negotiated bilateral agreements, government-to-government, trade union-to-trade unions and business alliances	Official documents and reports	Review report of 7 bilateral MoUs and 1 agreement.  4 new bilateral MoU/agreements (UAE, Malaysia, Hong Kong (SAR), and Saudi Arabia).  A standard ToR for Joint Committees developed to serve as a model.	While work concerning preparations for bilateral arrangements and MoUs and agreements has been pursued very well and good number of outputs are available, advocacy is required to bring those MoUs and agreements in the public domain and

<sup>1</sup> 7 existing and 2 draft bilateral agreements have been negotiated by GOB.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	<p>increasing employment and protection of Bangladeshi nationals</p>			<p>A standard agenda for review meetings of joint committee.</p> <p>Report of Preparatory training workshop for joint committee meetings with Malaysia, Jordan, UAE and Qatar for officials of the MEWOE and BMET and with participation of the officials of the PMO, MoFA, MoHA, MoLE and MoLJPA on 1-2 October 2014 (male 27; female 8).</p> <p>Report of Workshop on Civil Society Organizations and Bilateral Cooperation and review and monitoring of MoUs for CSO stakeholders working in Bangladesh carried out on 10-11 November 2014 (male: 23; female: 4).</p> <p>Report of Workshop on Recruitment Agents and International and National Partnerships for recruitment Agents and their role in supporting application of MoUs and BLAs in Bangladesh carried out on 12-13 November 2014 (male: 9; female 1).</p> <p>Multiple documents concerning:  1. Discussion with workers on issues when they try migrate using government to government channels (male: 31; female 19).  2. Six meetings to support visits of</p>	<p>creation of tripartite+ mechanisms to review them as a regular practice. This advocacy would be required over a long time to bear any fruit as it concerns two state-parties and their concurrence would be essential for any institutionalised mechanism. Recruitment agents also approach and collaborate positively in this area in a non-confrontational manner and change with time which is seeing more and more tightening of immigration regimes in the destination countries.</p>

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				Bangladeshi delegation for joint committee meetings (male: 43; female: 15). 3. One joint committee meeting in Bangladesh (male: 59; female 15).	
1.3 A planning, coordination and training unit (PCT) established at the BMET to be responsible for institutional coordination, labour market analysis and staff training	1.3.1 Establish the information and data management system of BMET, with improvements, e.g. in occupational categories, segregated by sex, in out-migration and return migration data	Number of analytical reports on foreign employment and returnees that includes sex and occupation disaggregated data used as basis for policy and programme planning;	Official documents and reports  Fellowship, training, and study tour reports	Report of the Comprehensive Systems Review of the Bureau of Manpower Employment and Training (BMET) (male: 92; female: 24)  Documents concerning report sharing workshop held on 23 January 2014 and 5 February 2014 with BMET and WEF (male: 50; female: 10).  MRU Reports: 1. Brief on Brazil, Italy, Singapore & Qatar 2. Brief on Japan and South Africa 3. Brief on Oman & Spain 4. Brief on Sweden & Australia  5 research reports mentioned under 1.1 all of which carry gender disaggregate data where required and possible and gender analysis. One report is specifically on gender equality and migration.  Trainer's manual for giving pre-departure training to workers migrating to Oman and learning material  Trainer's manual for pre-departure	No cost to project except staff time for facilitation of MEWOE's and workers and employers organizations' participation in 12 different regional and international events and meetings.
	1.3.2 Undertake a systems review of BMET, considering, among others, ways to introduce innovative electronic processing of workers' documents, strengthen inter-agency governmental cooperation and decentralise appropriate functions to divisional level	Policy studies and recommendations on improvements of operational procedures developed  Number of training courses, including study tours and fellowships, implemented consistent with training plan and giving attention to gender issues;			
	1.3.3 Prepare and implement a training plan to meet the needs of the MEWOE, BMET and other stakeholders at the central and district levels, including but not limited to: migration management, licensing and recruitment regulation, overseas labour attaches and consular officials, pre-departure and pre-employment training, electronic processing, decentralized procedures,	Number of officers of male and female tripartite constituents and stakeholders trained;			

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	<p>social protection measures, with attention to female migrants and returning migrant workers</p> <p>1.3.4 Arrange study tours and fellowships of BMET, MEWOE and ERD officials concerned with migration management for learning and sharing relevant experience in specific areas of operations</p>			<p>training to workers migrating to Qatar and learning material</p> <p>Trainer's manual for mandatory pre-departure orientation to workers and learning material</p> <p>Report on ICT related needs assessment for setting up server for returning migrant database.</p> <p>BMET-SB MoU.</p> <p>Report of Study Tour/Labour Migration Academy from 06-17 May 2013 in the ITC/ILO, Turin for Mr Muzammel Hoque, Deputy Secretary, MEWOE (male:1).</p> <p>Report of Study Tour from 09-14 Nov 2013 to Jordan for MEWOE, BMET and ERD officials completed: Mr SM Ehsan Kabir, Joint Secretary, ERD; Mr Khalid Mahmood, Joint Secretary, MEWOE; Mr Nizam Uddin, ADG, BMET; Mr Abul Hasnat Ziaul Haque, Deputy Secretary, MEWOE; Ms Rahnuma Salam Khan, Senior Assistance Chief, MEWOE; and Ms Zubaida Mannan, Senior Assistant Chief, MEWOE (male: 4; female; 2).</p> <p>Documents concerning facilitation of MEWOE's and workers and employers organizations' participation in 12 different regional and</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>international events and meetings (male: 27; female 5)</p> <p>Attendance sheet concerning the preparatory training for the Bangladeshi participants from MEWOE and other ministries prior to the intergovernmental regional seminar on 30 June 2013 (male: 14; women: 9)</p> <p>Report of the 5th Annual Labour Attachés Conference held on 1-5 September 2013, and session material for orientation in 2014, and 2015 (male 26; female 6)</p> <p>Training of TTC trainer to register graduates of the TTCs in the Skilled Bangladesh database (participant data not available, follow up on).</p> <p>Attendance sheet of training on ISO 9001:2008 Quality Management System (QMS) for migration management by the BMET officials (male: 23; female: 2)</p> <p>Attendance sheet of training on Internal Audit Practices followed ISO 9001:2008 Standard for migration management by the BMET officials (male: 7; female: 1)</p> <p>Report of training of trainer for CSOs in Dhaka, Tangail and</p>	



Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Comilla on the Overseas Employment and Migrants Act 2013 based on training manual developed by BLAST (male: 51; female 33).</p> <p>Outreach trainings at community level to promote understanding of the Overseas Employment and Migrants Act 2013 by BOMSA and WARBE Development Foundation (ongoing, participant data not yet reported; TARGET to reach around 300 local bodies and DEMO officials and community stakeholders)</p>	
1.4 Sub-regional exchange of experiences and expertise of origin countries on migration management facilitated	1.4.1 Co-organize government sub-regional consultations, at the political and technical levels, on common issues of legal and policy frameworks, operational effectiveness and capacity, including recruitment and migration costs, and recovery and reintegration of male and female migrant returnees	<p>Number of sub-regional consultations including discussions on gender and migration conducted</p> <p>Number of male and female officials and stakeholders participated</p>	<p>Project progress reports;</p> <p>Consultation reports;</p> <p>Technical papers/reports</p>	<p>Seminar report of the Intergovernmental regional seminar of 12 countries (South Asian, Arab, and East Asia) and SAARC Secretariat organized on 01-02 July 2013 and technical paper titled "Promoting Cooperation for Safe Migration and Decent Work". The report has three technical papers, one of which is on women in the RMG sector migrate for employment (male; 32; female 9).</p>	Report of the Asia Tripartite Meeting on 'Realizing a Fair Migration Agenda: Labour flows between Asia and the Arab States Expert Meeting' is held on 06-07 May 2015 under preparation.
	1.4.2 Negotiate employer and trade union organizational agreements with their counterparts in origin and destination countries on employment protection and better protection of migrant workers, especially women migrant workers			<p>Report of the follow up done in coordination with the ILO Regional Office for Asia and the Pacific (ROAP) and ILO Regional Office for Arab States (ROAS) to further distil and prioritize issues at the Experts Level between the two regions from 03-04 Dec 2014 (approx. male: 25; female: 15).</p>	
	1.4.3 Conduct training for male and female Bangladesh officials and stakeholders to effectively engage in region-wide				

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	processes and dialogues			<p>Report of National seminar of Bangladeshi Trade Unions in Dhaka on 03 Dec 2012 for national plan development.</p> <p>Report of the Leadership Meeting to exchange views on NCCWE's proposed work on labour migration on 11 June 2014 and Declaration of the leadership meeting on 06 July 2014 (male: 26; female 13).</p> <p>Labour Day charter of demand and publications (01 May 2013 and 2014) by the trade unions.</p> <p>7 Technical Cooperation Progress Reports (TCPR). Report of Training in international labour migration regime, national legal framework for Trade Unions held on 15 June 2013 (male: 26; female: 13)</p> <p>Documents concerning a sub-regional leadership level consultation held in Dec 2013 and consultations among trade unions of five countries in South Asia held in 2014-15 (Bangladesh participants - male: 38; female 15)</p> <p>SARTUC plan of action in Kathmandu jointly with this programme and the ILO Regional Office for Asia and the Pacific and ILO ACTRAV.</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Documents concerning lobbying with governments for inclusion of labour migration in the 18<sup>th</sup> SAARC Summit agenda.</p> <p>Bangladesh trade union position paper.</p> <p>Report of the session on labour migration for South Asian Employers in held in Oct 2013 in Delhi (Bangladesh participant – male: 1)</p> <p>Planning documents of a regional seminar of employers' underway (BEF) to share the research and employer accreditation blueprint (refer to activity 2.1.3 ) (Planned participants – male: 20; female: 10)</p> <p>Report of Training in international labour migration regime, national legal framework for Trade Unions leaders held on 15 June 2013 (male: 26; female 13).</p> <p>Report of two-day National level training of trainers to create master trainers in migration laws and migrant workers mobilization from among trade union in Oct 2014 (male: 26; female 13).</p> <p>Report of two-day divisional level training for migrant workers visiting homes and those who have</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				returned in Dhaka, Chittagong, Comilla and Tangail over October and November 2014 (male: 104; female: 52).	
<b>Project outcome/objective 2: Improved operational efficiency and effectiveness in overseas employment promotion and social protection for male and female Bangladeshi workers, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers</b>					
2.1 Strategic measures to promote overseas employment in countries under protected conditions	2.1.1 Conduct an external market analysis to identify overseas employment opportunities for the migrants, especially female migrants <sup>2</sup>	Analytical reports on overseas employment opportunities for Bangladeshi male and female workers prepared Number of consultations with BAIRA and BOESL; and male and female participants involved	Official documents and reports;  Project progress reports  <b>Promotional products</b>	A study on skills in demand in Kuwait, Malaysia, Qatar, Saudi Arabia, and United Arab Emirates conducted collaboration with GiZ and EC funded ILO project on labour migration governance being implemented in India, Nepal and Pakistan (under publication) (Approx. male: 60; female: 15).  A report on "Skills for the international labour market: Bangladesh country report" (under publication) to present TVET supply side picture (male: 32; female: 2).  A report on in-demand skills and enterprise opportunities in Bangladesh .  A report of the Exploratory Research on Impact of Labor Migration on selected sectors in South Asia.	
	2.1.2 Dialogue with private recruitment agencies, including members of the Bangladesh Association of International Recruiting Agencies (BAIRA) and the Bangladesh Overseas Employment Services Limited (BOESL), the government's official recruiting agency, on ways of improving the professionalism of the private sector in negotiating foreign employment contracts	Number of recruitment agencies participating in dialogues  Promotional materials on Bangladeshi foreign employment program prepared with private sector involvement			
	2.1.3 Pilot-test promotional				

<sup>2</sup> The ILO and UNIFEM are currently conducting research on overseas demands for skilled workers as requested by GOB. IOM as part of an ongoing project has plans to help the MEWOE establish a Market Research Unit that would be undertaking similar activities. The project will need to assess whether this activity would need readjustment.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	<p>campaigns to inform prospective employers about the strengths of the Bangladesh migrant workers, sensitive to needs of women workers, and the support mechanisms for facilitating foreign employment and protection</p>			<p>Outline of a blueprint of employer accreditation.</p> <p>A report on external market analysis for women workers (United Arab Emirates) (male: 37; female: 22).</p> <p>Labour attaché's report on technical internship promotion in July in Tokyo, Japan.</p> <p>Report of the IM Japan's visit in Dec 2014 for technical internship cooperation.</p> <p>7 Project technical cooperation (TCP) progress reports, and other office documents indicating 21 rounds of meetings with BAIRA involving 45 members of the previous and current Executive Committee (male 44; female 01).</p> <p>Attendance sheets indicating BOESL participation (any of MD, GM, DGM, or AGM) in all policy, law, Rules, and Code of Conduct and Classification System related discussions.</p> <p>Workshops reports, attendance sheets and meeting minutes indicating 104 recruitment agents participation (male: 101; female 03).</p> <p>Short employment promotion</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				video highlighting available skills training facilities of Bangladesh developed for use by BMET, MEWOE and labour wings based in Bangladesh foreign missions.	
2.2 Recruitment agencies better regulated and more effective licensing system established	2.2.1 Provide technical and logistical support to MEWOE and BMET for implementing the recommendations of various studies that include the system of licensing, regulation and inspections of recruitment agencies	Number of licensed agencies inspected;	Project progress reports	<p>7 Project technical cooperation (TCPR) progress reports</p> <p>A report containing analysis of 836 recruitment agents' business documents (as part of BMET systems review) (male owners 814; female owners: 22).</p> <p>A survey of 107 prospective migrant workers using services to migrate to different countries, randomly selected at the "Smart Card" point of the BMET, to assess their perception of operational efficiency and effectiveness of the systems, conducted in Nov-Dec 2013 (male: 66; female: 41).</p> <p>A survey of 200 prospective migrant workers migrating to Malaysia, randomly selected at the "Smart Card" point of the BMET, to assess their perception of operational efficiency and effectiveness of the systems put in place for and cost of migration to Malaysia, conducted in Dec 2013 (male: 198; female 2).</p>	
	2.2.2 Review, with BAIRA and private recruitment agencies, the existing codes of conduct <sup>3</sup> and other voluntary guidelines with aim of strengthening, promoting and monitoring their application	Number of private agencies engaging in code of conduct dialogue			
	2.2.3 Implement decentralized community training and employment centres for trained migrant worker-applicants in selected districts, in cooperation with NGOs, including the donor designated Dhaka Ahsania Mission (DAM)	Number of trained male and female worker applicants registered in local districts			

<sup>3</sup> BAIRA has drafted a "code of conduct for recruitment agencies", MOEWOE, with support from the IOM and UNIFEM.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Code of conduct (as finalised by MEWOE's tripartite+ committee)</p> <p>Classification System and Implementation plan (as finalised by MEWOE's tripartite+ committee)</p> <p>Multiple documents concerning communication with previous BAIRA Executive Committee of 18 (male: 18) and current BAIRA Executive Committee of 27 members (male: 26; female 1)</p> <p>Attendance sheets, meeting records and workshop records covering 104 recruitment agents from among a total of around 950* of which 937 are BAIRA members have engaged in various meetings, consultations, and trainings (male: 101; female: 03) (*data on recently issued licences not available yet)</p>	
2.3 Awareness raising programmes aimed at introducing people to risks involved in overseas employment developed and implemented	2.3.1 Prepare a well-defined communications strategy with clear and consistent messaging for the central and grassroots levels, based on an assessment of information needs of men and women migrant applicants and consultations with stakeholders, business and trade union organizations and	<p>Number of pre-departure orientation programmes organized following approved curriculum with included sessions on gender-sensitivity;</p> <p>Number of pre-departure briefing materials reviewed and</p>	<p>Project Progress Reports;</p> <p>Pre-departure orientation programme reports;</p>	<p>Government statement in the parliament to strive towards coverage of all workers – male and female - migrating for employment by pre-departure orientation and training;</p> <p>Report of community level outreach covering: 1. Life skills and migration awareness carried out for</p>	Cost of the adapted and translated copy of the Guidebook for Domestic Workers in Lebanon covered by the ILO RO-Arab States.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	<p data-bbox="501 248 772 304">NGOs, including donor designated DAM</p> <p data-bbox="416 360 853 536">2.3.2 Assess existing pre-departure briefing materials from various sources, ensure sensitivity to needs of female migrants and develop new materials as needed<sup>4</sup></p> <p data-bbox="416 544 853 775">2.3.3 Raise public awareness and outreach with broad dissemination across districts, using whenever possible the demo centres and groups of return migrants and channels reaching both male and female applicants</p>	<p data-bbox="889 248 1010 272">updated;</p> <p data-bbox="889 312 1167 456">Extent of pre-departure briefing reach to male and female migrant workers as a result of govt. efforts;</p>		<p data-bbox="1388 248 1749 304">women and underprivileged youth (male: 65; female 130).</p> <p data-bbox="1388 312 1682 360">2. Skills training (male; 99; female:141)</p> <p data-bbox="1388 368 1760 488">3. 29 meetings with returning workers and their family members to help redress their issues (male; 420; female: 745)</p> <p data-bbox="1388 496 1771 568">4. Job-placement service in local labour market (male: 66; female: 122)</p> <p data-bbox="1388 608 1671 632">Report of assessment of:</p> <p data-bbox="1388 639 1715 687">1. Pre-Departure Orientation Manual by IOM</p> <p data-bbox="1388 695 1771 743">2. Handbook for Migrant Workers by IOM</p> <p data-bbox="1388 751 1727 839">3. Pre-departure Orientation Guide for Potential Female Migrant Workers by BOMSA</p> <p data-bbox="1388 847 1771 895">4. Information Storehouse/Guide for Migrant Workers by RMMRU</p> <p data-bbox="1388 903 1771 983">5. Information Guide for Potential Female Migrant Workers by RMMRU</p> <p data-bbox="1388 991 1760 1038">6. Pre-Departure Training Guide by TDH</p> <p data-bbox="1388 1046 1783 1094">7. Important Information for Female Migrant Worker by BMET</p> <p data-bbox="1388 1102 1760 1190">8. Pre-Departure Training Guide by WARBE Development Foundation</p> <p data-bbox="1388 1198 1760 1310">9. Seven-Day Pre-Departure Training Manual on Cultural Adaption Skills of Outgoing Bangladeshi female Domestic</p>	

<sup>4</sup> IOM has prepared, for the Bangladesh context, destination country specific booklets and materials.



Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Workers by OKUP</p> <p>Government report confirming pre-departure orientation-coverage of 100% women workers migrating for employment and all men migrating for employment on group visa (male: no confirmed figure from BMET; female: 126,566 who migrated between 24 Oct 2013 May 2015)</p> <p>A communication strategy</p> <p>Radio programme aired on Radio ABC (episode and listener size not available).</p> <p>Radio programme aired on Bangladesh Betar (8 episodes 1,000,000 listeners).</p> <p>Calendar 2013 mainly as a corporate product (4,500 pieces).</p> <p>Posters containing pre-migration information was printed and disseminated at International Migrants' Day and through TTCs, BMET, DEMO and shared with all project partners (25,000 pieces).</p> <p>Buses painted with messages of safe migration message (4 buses)</p> <p>Interactive community theatre programmes held in: Dhaka Zone</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Theatre show 78  District coverage 03  Upazila coverage 12  Union coverage 36  Audience covered approx 27,000 (gender disaggregated data not available)</p> <p>Faridpur zone  Theatre show 78  District coverage 01  Upazila coverage 08  Union coverage 34  Audience covered approx 25,500 (gender disaggregated data not available)</p> <p>Cox's Bazar zone  Theatre show 78  District coverage 01  Upazila coverage 04  Union coverage 30  Audience covered approx 28,000 (gender disaggregated data not available)</p> <p>Khulna zone  Theatre show 78  District coverage 01  Upazila coverage 06  Union coverage 30  Audience covered approx 24,000 (gender disaggregated data not available).</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Community meetings in:</p> <p>Dhaka zone  Community meeting 12  District coverage 01  Upazila coverage 08  Union coverage 34  Audience covered approx 600 (gender disaggregated data not available).</p> <p>Faridpur zone  Community meeting 12  District coverage 01  Upazila coverage 08  Union coverage 34  Audience covered approx 520 (gender disaggregated data not available).</p> <p>Cox's Bazar zone  Community meeting 12  District coverage 01  Upazila coverage 08  Union coverage 34  Audience covered approx 800 (gender disaggregated data not available).</p> <p>Theatre shows conducted using theatre for development approach (45 shows reaching 15,000. Sex disaggregated data not available)</p> <p>MEWOE Souvenir publication on labour migration on each of the</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				International Migrants Day, 18 December in 2012, 2013 and 2014  Adapted and translated copy of the Guidebook for Domestic Workers in Lebanon produced by the ILO Regional Office for Arab States (ROAS) and the Ministry of Labour of Lebanon with funding from the SDC (50,000 – disseminated 50:50 in Bangladesh and Lebanon).	
<b>Project outcome/objective 3: Strengthened social protection for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return</b>					
3.1 Key social protection programmes reviewed and revised to better serve male and female migrant workers and their families, with special attention on female migrant workers	3.1.1 Undertake an independent study to compare the purpose and operations of the Bangladesh Labour Welfare Fund with similar bodies in other labour sending countries with the aim of effecting its use for the better protection of migrant workers, especially of female migrant workers	Policy brief and recommendations on the use of the <b>Wage Earners' Welfare Fund</b> ;  Number of abused and exploited male and female migrant workers provided with services in countries of destination	Project progress reports;  Case monitoring reports from Bangladeshi foreign missions	Report of the review of Wage Earners' Welfare Fund and documents concerning three workshops to share, discuss actions and finalize the report (male: 36: female: 5).  A background booklet on a pilot initiative for effective professional reintegration of returning migrants through a job fair by BEF for May 2015 and other documents of the job fair (participant data not yet available).  Analysis report of six-labour wings in Saudi Arabia, United Arab Emirates, Malaysia, Bahrain, Japan, and Singapore over 8 months indicating average	Report of the job fair is under preparation.  Helpline in Dubai has been set up, and is in process in Muscat. Monitoring is being planned.
	3.1.2 In cooperation with ongoing TVET projects <sup>5</sup> , work with BMET to strengthen training programmes conducted by the Technical Training Centers for women				
	3.1.3 Assist BMET in strengthening its overseas mechanisms, including ways of reaching out and organizing migrant				

<sup>5</sup> ADB-SDC-GOB and EC-ILO-GOB are currently ongoing for the same duration of the project. Skills training modules for women migrant workers for housekeeping trades has already been developed and is implemented. Language courses and training programmes on nurses and hotel services are possibilities.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	<p>communities to monitor and report cases of abuse and exploitation of migrant workers, especially female migrant workers</p>			<p>caseload of around 3,500 in eight months (MEWOE is not yet producing consolidated data disaggregated in manner on complaints and redress).</p> <p>BMET's documents concerning follow up on international accreditation.</p> <p>Trainer manual and audio-video material on Basic English and Arabic words for Housekeeping trade: Promoting Decent Work for Domestic Workers.</p> <p>Trainer manual and audio-video material Basic on English and Arabic Words for Construction Trade: Promoting Decent Work for Construction Workers.</p> <p>Trainer manual and audio-video material on Basic English and Arabic Words for Electrical Trade: Promoting Decent Work for Electricians.</p> <p>Trainer manual and audio-video material on Basic English and Arabic words for care-work : promoting decent work for home-based care-providers</p> <p>Report of training of TTC technical trainers from 38 TTCs (male: 65; female: 24)</p>	

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
				<p>Reports of ToT in pre-departure (total 98; gender disaggregated data not yet available):</p> <ol style="list-style-type: none"> <li>1. From 04-07 May 2014, ToT for 30 DEMO and TTC Officials.</li> <li>2. From 11-13 May ToT for 16 trainers nominated by the CSOs.</li> <li>3. From 17 – 18 May ToT for 22 trainers nominated by the trade unions.</li> <li>4. From 26-27 May 2014, ToT for 30 recruitment agents authorized to recruit women workers.</li> </ol> <p>Training manual for complaints handling.</p> <p>Government notice to Labour Wings in Dubai and Muscat to set up Helplines and hold open days.</p>	
3.2 System for monitoring return migration developed and operational	<p>3.2.1 Prepare a database of registered return male and female migrant workers and as needed, conduct supplementary surveys, to obtain relevant profiles and need for services<sup>6</sup></p> <p>3.2.2 Based on profile of male and female returnee migrant workers and their need for services, design a comprehensive package of services, with customized components to meet various needs – business training,</p>	<p>Return male and female migrant workers register in a database;</p> <p>Standard operating procedures to refer returned male and female migrant workers to catalogue of available services;</p>	Project progress reports	<p>Report of profiling survey of 1200 workers (male: 928; female: 272).</p> <p>A report on needs of returned workers (male: 364; female: 139).</p> <p>A report on mapping of service providers, including, draft standard operating procedures and costing of service package on pg 51-52 (male: 127; female: 357)</p> <p>Manual for economic reintegration of returned women</p>	BMET is not able to produce monthly reports from the database set up under Objective 1 due to some technical or coordination snag. The issue is to be followed up.

<sup>6</sup> Such a scheme is considered as part of a regular system based on BMET “SMART Card” scheme for migrants. IOM is conducting a baseline study on returning migrants.

Project outputs:	Activities:	Indicators:	Planned means of verification:	Verification measures/tools available as at June 2015:	Remarks, if any:
	employment in Bangladesh, social counselling, legal services, health and medical support			workers.	
3.3 Networks and institutions providing referral services for returning migrant workers established and functioning	3.3.1 Organise work arrangements with a network of government, trade unions and business associations, NGOs and other service providers in meeting needs of returning migrants	Number of returned male and female migrant workers and members of their families accessing services	Project progress reports	MoU with National Trauma Council and Bangladesh Jubo Unnayan Sangstha for referral service.	
	3.3.2 Provide referral services with return migrants in selected communities and assist them in organizing self-help groups	Number of self-help groups of male and female migrant workers formed		Case studies of three women receiving psycho-social counselling.  48 returned workers in the process of being integrated into SHGs and cooperatives (male: 08; female: 40).	

## ANNEX 4: TERMS OF REFERENCE

### Terms of Reference for Independent Final Evaluation

#### “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh”

BGD/11/01/SDC

07 April 2015

#### **1. Introduction and rationale for independent final evaluation**

As per ILO's policy, an independent final evaluation is required for the completion of project “*Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh*”, to ensure accountability and appropriate usage of funding provided by the donor, as well as for organizational learning.

The evaluation will be managed by an independent evaluation manager. The evaluation team will consist of two independent evaluators – one international and one national consultant. The evaluation process will be participatory and will involve tripartite constituents throughout the process. The Government of Bangladesh, the Swiss Agency for Development Cooperation (SDC), the International Labour Office (ILO), and its implementing partners are the primary users of the evaluation findings and lessons learnt.

The evaluation will comply with UN norms and standards and will ensure that ethical safeguards will be followed<sup>1</sup>.

#### **2. Project background and context**

The “*Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh*” project (BGD/11/01/SDC), is executed by the ILO with a budget of US\$ 3.5 million, funded by SDC. The project is implemented by the ILO Country Office for Bangladesh, with technical support from the Labour Migration Branch and the Regional Office for Asia and the Pacific.

The project is a follow-up to the recommendations of a regional symposium and builds on various migration-related efforts in Bangladesh over the last few decades. The project has a rights based approach in line with the UN and ILO Conventions, the ILO Multilateral Framework on Labour Migration, the United Nations Convention on the Protection of the Rights of All Migrant Workers and Their Families, the Convention on the Elimination of All Forms of Discrimination against Women and other international instruments covering governance of labor migration, protection of migrant workers and promotion of migration development linkages.

The project consists of two phases. After a six months opening phase from July-December 2010, the first phase of the project was to commence in July 2011 but could begin only in mid-2012<sup>2</sup>. The delayed start of the project necessitated an extension of the project timeframe by one year to enable

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<sup>1</sup> United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the UN System, 2005.

<sup>2</sup> The approval of project by the government through a process called the TPP (Technical Programme Proposal) approval, took nine months longer than planned, and resulted in the delayed start of the project.



the ILO to implement all the activities of the first phase. The timeframe of the first phase, which is to undergo a final evaluation, is therefore from 1 July 2011 to 30 June 2015, though now the government has permitted the ILO to complete all activities and reporting. This first phase was designed as a pilot phase, exploring a range of actions towards establishing labour migration governance framework, to be followed by a second phase to expand proven practices based on assessment and learning and identified needs. Project implementation of the first phase is about to be completed and the ILO has started development of the second phase<sup>3</sup> using a programmatic approach is well underway.

The overall objective of the project is to “strengthen legal, policy and institutional capacities: improving operational efficiency and effectiveness; laying the groundwork for protective measures for male and female migrants and their families; and starting monitoring and referral schemes for returning migrants”, especially those affected by the global financial crisis. The first phase of the project pursues a three-pronged strategy of:

1. Strengthening Policy and Institutional Frameworks – Measures to upgrade legal, policy and institutional frameworks, including the training of a core team of committed male and female professionals on managing migration for decent work and enhancing migration knowledge through research and meaningful statistics;
2. Improving Operational Efficiency and Effectiveness in Overseas Employment Promotion – Gender sensitive measures to improve the efficiency, effectiveness and relevance of current processes and procedures with special attention to the better regulation of private recruitment agencies, recruitment fees and costs and increased social protection and services, especially women in vulnerable occupations;
3. Strengthening the Social Protection and Support for male and female Migrant Workers, with special attention to returning migrants – Measures to enhance services in countries of destination and to provide referral services to returning migrant workers, especially those most affected by the global economic crisis.

The project supports the Government of Bangladesh Vision 2021 which aims to make Bangladesh a mid-income country by supporting the governance of labour migration which is estimated to cover about 28% of the total employment. In doing so it is also adding value to the implementation of the Sixth Five Year Plan that promotes overseas employment. The project is aligned to United Nations Development Framework (UNDAF) Pillar 2: Outcome 1 on Economic Growth, Pillar 3: Outcome 2 on Social Protection, Pillar 6: Outcome 1 on Employment for Urban Poor, and Pillar 7: Outcome 1 on Gender Equality. The Project directly contributes to the realisation of the Decent Work Country Programme Priority 3: Outcome 9 on labour migration management.

The project has partnerships with a variety of entities and explores new partnerships for longer-lasting solutions. Apart from the Ministry of Expatriates’ Welfare and Overseas Employment (MEWOE) and its different bodies like the Bureau of Manpower, Training and Employment (BMET), wings, welfare fund, the key implementation partners include the International Organization for Migration (IOM), the Dhaka Ahsania Mission (DAM) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). IOM was a key implementation partner in institutional capacity strengthening and safe migration awareness raising areas and concluded its actions in Aug 2014. DAM is working on skills improvement and community based information, communication and support needs of the migrant workers and their families and completed work in March 2015. UN Women activities are dedicated to the social

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<sup>3</sup> A prodoc developed in consultation with the ILO constituents, the Ministry of Expatriates Welfare and all its subordinate bodies, and a range of actors at the time of drafting of this ToR was in the appraisal process.

protection issues concerning the vulnerable migrant workers, with specific focus on women and will conclude in June 2015.

The Project Steering Committee is headed by the Secretary of the MEWOE. This 20 members body includes: SDC, MEWOE, BMET, Ministry of Labour and Employment, Ministry of Foreign Affairs, Ministry of Planning, Ministry of Finance, Ministry of Education, Implementation Monitoring and Evaluation Division, Bangladesh Employers Federation (BEF), National Coordination Committee for Workers' Education (NCCWE), Bangladesh Association of International Recruitment Agencies, Warbe Development Foundation, Refugee and Migratory Movements Research Unit (RMMRU), IOM, UN Women and the ILO.

The coordination among implementation partners is maintained through the Project Coordination Committee which is chaired by the Director General of the BMET. It includes representatives of MEWOE, BMET, IOM, UN Women, and the ILO. Sometimes, it is also attended by other ministries and divisions. For the purposes of government liaison, leadership is provided by the Additional Secretary of the MEWOE.

The project serves as the interface in the partnership between ILO constituents – workers' organization employers' organization and the government - for labour migration. The ILO promotes new collaborations and alliances in furtherance of the project goal and provides technical assistance to new initiatives of the government. Partnerships with other government organizations such as BIAM Foundation and Bangladesh Public Administration Training Centre (BPATC), and NGOs and research institutions, such as Human Development Research Centre, Bangladesh Institute of Labour Studies, Migration Policy Institute, RMMRU, BRAC have been established to bring about knowledge, information and pilots to better inform labour migration management in the country. The ILO project management team comprises a Chief Technical Advisor, a National Project Officer, an Admin and Finance Assistant and a Driver, and temporarily had an SDC-staff on loan.

### **Mid-term evaluation**

The mid-term evaluation (MTE) of the project was carried in October 2013 and found that the project was well designed and relevant. Significant progress had been made in relation to Objective 1, while results relating to Objectives 2 and 3 were work in progress. The ILO had delivered in a fast and efficient way on most activities, whereas some implementing partners were running behind the original schedule. The MTE noted that resources were being used in an efficient way, and that implementation difficulties had been correctly addressed. Gender issues had been taken into consideration and implementing partners and sub-contractors were committed to achieve the expected results. Close monitoring of activities is well done by project management but a (potential) impact assessment at all levels would be required. The project had not yet generated tangible impact as such, but a number of effects had already materialized. The MTE confirmed that the implementation strategy was appropriate and that final results largely depended on the speedy delivery of outputs related to objectives 2 and 3. The MTE also identified where adjustments could be made in order to ensure better sustainability of the intervention, as well as some areas providing the basis for lessons learned and good practices.

The MTE provided the following recommendations with many having bearing on the next phase:

- In order to better assess what the project will have achieved upon closure, a potential Impact analysis needs to be made by all parties involved;
- Upgrade the Logical Framework Matrix with clearly defined and quantified indicators;
- Define a clear action plan with the MEWOE and BMET to facilitate the implementation of the new Migrant Workers Bill in the next phase;

- Following the review of the BMET and of the WEF, provide assistance to clarify role and responsibilities and to implement recommendations of the reviews in the next phase;
- In order to ensure the sustainability of capacity development activities which will result from the review, introduce the knowledge management concept at BMET in the next phase;
- Adjust and/or reconsider activities with limited potential impact and uncertain sustainability;
- Ensure strict compliance of updated work plans with all partners in order to maximize the outcomes of the project;
- Provide additional support to trade unions in the execution of their agreed Action Plan and promote regional and inter-regional cooperation in the framework of the Kathmandu Plan of Action, calling upon ACTRAV to facilitate the implementation of the initiatives;
- Encourage the private sector in ethical recruitment and its important role in employment services and job matching, particularly in labour migration corridors to GCC countries;
- Increase the outreach to civil society to maximize benefits for migrant workers and their families.

### **3. Scope and purpose of the evaluation**

#### ***Evaluation scope***

The final evaluation will cover all components of the project, and will assess the project for the implementation period between July 2011 and May 2015. The evaluation builds on the findings of the mid-term evaluation and should take into account the project's purpose and objectives as set out in the project document.

Gender equality will be integrated as a cross-cutting theme throughout its methodology and all deliverables, including the final report. Data, where appropriate, would be gender disaggregated.

#### **Purpose**

The independent final evaluation will determine whether the project objectives have been achieved and assess the emerging impact of the project. It will also draw lessons learned from project implementation with a view to guide the approach and management of the second phase.

The evaluation has the following key objectives:

- To assess the extent to which the project has taken into account and acted upon the midterm evaluation's recommendations.
- To assess the overall performance of the project against its results framework.
- To assess the effectiveness of the project's governance framework, and the effectiveness of the partnerships with implementing partners
- To assess the emerging impact of the project and the sustainability of project results
- To identify key lessons learnt and good practices, and provide recommendations for the implementation of the second phase, which is expected to commence from July/Aug 2015.

### **4. Evaluation criteria and questions**

Each independent evaluation conducted by the ILO is expected to assess the key evaluation criteria defined by OECD/DAC. These criteria are: relevance, effectiveness, efficiency, impact and sustainability. This evaluation will also address the validity of the design, gender and lessons learnt. To guide the evaluation process, specific evaluation questions have been formulated on important aspects and issued to be considered. The main source of these questions was the initial consultation with stakeholders. Other aspects can be added as identified by the evaluation team in consultation with the evaluation manager.

### **Relevance and strategic fit of the project**

- To what extent has the project effectively addressed national priorities in the context of the labour migration governance agenda laid out in the 6<sup>th</sup> five year plan? Which gaps remain?
- Formulate recommendations about the remaining gaps that could be addressed by the project in the second phase.
- How does the project align with and support ILO strategies in Bangladesh and more broadly (DWCP, Multilateral Framework on Labour Migration, Protection of the Migrant Workers)?
- How does the project align with SDC's Cooperation Strategy in Bangladesh?

### **Validity of design**

- Were the project strategy, objectives and assumptions appropriate for achieving the intended results at the outcome level? To what extent is the project strategy likely to have an impact on the female and male migrant workers?
- To what extent has appropriate follow-up been given to the recommendations of the mid-term evaluation?

### **Project progress and effectiveness**

- To what extent has the project achieved its planned outcomes and delivered the planned outputs (quality and quantity)? How have outputs contributed to outcomes?
- Which external and internal factors have affected the project's results?
- How and to what extent have the government and target groups (social partners, recruitment agencies etc.) been involved in project formulation and implementation?
- To what extent was the project able to be flexible to address changing issues in migration realities, related to the project scope?
- To what extent did the national and regional components of the project built synergies through collaboration with other ILO interventions (inside and outside Bangladesh), and how could this be leveraged in the next phase?

### **Effectiveness of management arrangements and partnerships**

- Is the governance structure of the project effective? Has the Project Steering Committee been active and effective in guiding project implementation? Are they clear about their roles and responsibilities?
- How did the collaboration with key implementing partners (MEWOE, BMET, IOM and UN Women) facilitate and/or constrain the results the project achieved and ability to move forward in the future (in terms of progress achieved, strategic partnerships, capacity/credibility)? Has the Project Coordination Committee been effective in coordinating among implementing partners?
- Did the project have adequate staff capacity to implement the project? What could have been done differently?
- Did the project receive adequate technical, administrative and political support from the ILO Office in Dhaka, the Regional Office for Asia and the Pacific, the MIGRATION Branch, technical specialists and support units at HQ (FINANCE, PARDEV).

### **Efficiency of resource use**

- Have project resources being utilized in an efficient and effective manner?
- Would there have been more efficient ways and means of delivering more and better outputs with the available inputs?
- How was the individual performance of key implementing partners (IOM, UN Women and DAM) in terms of cost effectiveness? Have activities been delivered in an efficient and effective manner? Were the actions of the various implementation partners complementary?

### **Emerging Impact**

- Which emerging impacts that can be attributed to the project?
- Which benefits of the project have started accruing towards the ultimate target group, ie, migrant women and men workers?
- To what extent have the project outcomes contributed to achieving outcome 9 of the DWCP?
- Has the project collected necessary baseline information to be able to measure the effects and impact of the project in the second phase? If not, which additional information should be collected?
- What could be done to either enhance opportunities or mitigate risks, if any, so that the project could have greater overall impact?

### **Sustainability**

- How likely is it that the project's benefits will be sustainable?
- Have the project and stakeholders put in place a strategy to ensure the sustainability of the results of the project? What needs, if any, were identified for further capacity building or support to promote the likelihood of sustainability?
- Is the exit of activities which require follow up actions from the phase-1 and their incorporation into phase-2 planned clearly?

### **Gender and Human Rights Concerns**

- To what extent were gender equality issues identified and addressed in different components of the project?
- Have migrant women and men benefitted equitably from the project activities?
- How could gender issues be better leveraged in the next phase?

### **Lessons Learned**

- What are the key lessons learnt?
- Formulate recommendations for the government to support sustainability of the achieved results
- Based on learning formulate recommendations for the ILO and all its partners of this phase on the strategic direction, keeping in view national goals and priorities.

## **5. Methodology**

The evaluation will be conducted in accordance with ILO guidelines for independence, credibility and transparency. The evaluation will be conducted between late May and mid July 2015 and will include field visit to Bangladesh in the first three weeks of June 2015.

The *ILO policy guidelines for results-based evaluation* provide the general framework for carrying out the evaluation and writing the evaluation report, including the requirements for the recommendations made, lessons learned and good practices documented in the report ([http://www.ilo.org/eval/Evaluationguidance/WCMS\\_176814/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm)). These guidelines adhere to the evaluation norms and standards of the United Nations system, as well as to the OECD/DAC Evaluation Quality Standards. In addition, the *UNEG Ethical Guidelines for Evaluation* are to be followed by all parties involved with the process.

The evaluation is to be carried out independently and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the evaluation manager. The following primary and secondary data collection techniques are recommended:

The evaluation process will be participatory. The Office, tripartite constituents and other parties involved in the execution of the project will have the opportunity to be consulted, provide inputs and use the evaluation findings and lessons learnt, as appropriate.

The evaluation is expected to use a mixed methodological approach and takes advantage of the following tools:

- Desk review: to analyse project documentation and other documents, including:

- Project document
- Mid-term evaluation report
- Project progress reports, work plans, monitoring reports
- Bangladesh DWCP
- Knowledge products, communication material
- Other key documents produced by the project
- Concept-note phase II

To the extent possible, key documentation will be sent to the team members in advance. The desk review will suggest a number of initial findings that in turn may point to additional or fine-tuned evaluation questions. This will guide the final evaluation instrument which should be finalized in consultation with the evaluation manager. The evaluation team will review the documents before conducting any interview.

- Focused group discussion and/or semi-structured interviews and phone conversations:

- SDC
- Government
- UN and non-government implementing partners
- Trade unions and Employers' organizations
- Project Steering Committee
- Project staff, CO-Dhaka officials, ILO-staff outside Dhaka (ROAP, MIGRANT etc.)

- Field visits to project implementation sites

A detailed draft itinerary will be developed by the ILO in consultation with implementing partners and SDC, and will be presented to the evaluation team for comments and suggestions, before embarking on interviews in Bangladesh.

Other data gathering instrument and methods may be used in discussion with the Evaluation Manager. Data gathering instruments and methods used should disaggregate data by sex and the evaluation methodology and analysis should explicitly address gender issues.

Gender equality has been identified by the ILO as a cross-cutting issue of the strategic objectives of its global agenda of Decent Work. To the extent possible, data collection and analysis will be disaggregated by gender as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes.

## **6. Main outputs and schedule**

Deliverables	Submission
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	by
1. Inception report	29 May 2015
2. Stakeholders workshop in Bangladesh with tripartite partners, SDC, Project Steering Committee members and other stakeholders	9 June 2015
3. Draft evaluation report	23 June 2015
4. Second draft evaluation report	15 July 2015
5. Final evaluation report	17 July 2015
6. Evaluation Summary	
7. PP presentation	

### **1) Inception report**

- Describes the conceptual framework that will be used to undertake the evaluation.
- Sets out in some detail the approach for data collection and the evaluation methodology, i.e. how evaluation questions will be answered by way of data collection methods, data sources, sampling and indicators.
- Sets out the detailed work plan for the evaluation, which indicates the phases in the evaluation, their key deliverables and milestones.
- Describes the choice of any site visits, either randomly or based on selection criteria which should be specified.
- Sets out any workshops planned for data collection, interviews or discussions.
- Includes the consultant's acknowledgement of the formatting requirements (see Annex x).

### **Evaluation report and Evaluation summary**

The evaluation report will include an executive summary (using ILO standard format) and a full report with findings and recommendations (following the ILO checklist of quality evaluation reports), to be finalized by the team leader. The contents of the report include:

- Title page (follow ILO standard template)
- Table of contents
- Executive summary (follow ILO standard template)
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices and models of intervention (each lesson learnt or good practice – 1 page filled information in the standard template is needed – to be attached in the evaluation report)
- Annexes:
  - a. Terms of Reference
  - b. Data collection instruments
  - c. List of persons and organizations interviewed
  - d. List of publications cited
  - e. Other relevant information

The evaluation report should be concise and not exceed 35 pages excluding annexes (supporting data and details can be included in annexes). The quality of the report will be assessed against the EVAL checklists 4, 5, 6 & 7 (see Annex).

The Evaluation Summary should follow ILOs standard format, and will be assessed against the EVAL checklist 8 (see Annex).

The report and all other outputs of the evaluation must be produced in English. All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyrights of the evaluation report rests exclusively with the ILO. Use of the date for publication and other presentation can only be made with the agreement of ILO-Dhaka. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## **7. Management, time frame and resources**

### **Management**

The evaluation team will report to the evaluation manager (Ms. Erlien Wubs, [wubs@ilo.org](mailto:wubs@ilo.org)) and should discuss any technical, methodological or organizational matters with the evaluation manager. The Monitoring & Evaluation Officer at ILO ROAP will provide quality control of the evaluation process and report.

The evaluation will be carried out with logistical support of the project team and with the administrative support of the ILO Office in Dhaka.

### **Composition evaluation team**

The evaluation team will consist of one independent international consultant, and one independent national consultant. The international consultant will be team leader and have final responsibility for the overall evaluation and the evaluation report. The team leader is responsible for the division of labor among the team members. The national consultant will contribute substantively, take part in the evaluation missions and provide substantive inputs to the evaluation process and to the report to be drafted by the team leader. Gender balance and knowledge of gender issues will be considered in the selection of the evaluation team.

The team leader will report to the evaluation manager. The national consultant will technically report to the team leader but the evaluation manager will also have the overall oversight responsibility

### **Team leader: profile and responsibilities**

<b>Profile</b>	<b>Responsibilities</b>
<ul style="list-style-type: none"> <li>- Experience in design, management and evaluation of development and/or human rights projects</li> <li>- Experience in designing evaluation tools that fit the need of the exercise, conducting desk reviews and evaluation missions, drafting of evaluation reports</li> <li>- Experience in evaluations in the UN system, preferably as a team leader</li> <li>- Experience in the areas of migration and gender</li> <li>- Experience in facilitation of workshops</li> <li>- Relevant regional experience</li> <li>- Ability to write concisely in English</li> </ul>	<ul style="list-style-type: none"> <li>- Coordinate the evaluation processes and methodologies. Responsible for the evaluation instrument and the inception report</li> <li>- Facilitate the preparation of outputs of the evaluation team</li> <li>- Final responsibility for conducting the evaluation according to the Terms of Reference, including the quality of the report and compliance with deadlines</li> <li>- Conduct workshop with stakeholders to disseminate evaluation findings</li> </ul>



### National consultant: profile and responsibilities

Profile	Responsibilities
<ul style="list-style-type: none"><li>- Experience in design, management and evaluation of development and/or human rights projects</li><li>- Technical knowledge in the areas of migration and gender</li><li>- Experience in facilitating workshops</li><li>- Fluency in Bangla and English</li></ul>	<ul style="list-style-type: none"><li>- Assist in desk review of project documentation, fact finding, research on relevant national policy and program documents</li><li>- Undertake field visits with team leader</li><li>- Hold and facilitate interviews and discussions</li><li>- Assist in the documentation, analysis and interpretation of evaluation findings</li><li>- Assist in the preparation and facilitation of workshop with stakeholders to disseminate evaluation findings</li></ul>

\* Neither consultant will have links to project management, or any other conflict of interest that would interfere with the independence of the evaluation

### Timeframe

The total duration of the evaluation process is two months. The evaluation team leader will be engaged for approximately 24 work days (late May – mid July 2015), of which about 9 work days will be Bangladesh.

Meetings in Bangladesh will be organized by the project, in accordance with the team leader's requests and consistent with the Terms of Reference. A detailed program for the in-country mission will be prepared by the project. In view of the ongoing situation in Bangladesh which is marked by political strikes, a level of flexibility will be expected from the evaluation team, with regard to overall timeframe, meeting schedule and internal travel within Bangladesh.

### Provisional work plan

Phase	Description	Tentative Dates	Responsible persons
0.	Preparation of ToR and consultation with constituents and stakeholders	February-March 2015	Evaluation manager
1.	Briefing with evaluation manager (phone) Desk review of project documentation Inception report	25 – 29 May 2015	Evaluation team leader, with support from evaluation team
2.	Fact finding mission in Bangladesh, consultations with stakeholders, closing meeting with ILO	31 May – 8 June 2015	Evaluation team with logistical support from the project
3.	Stakeholders Workshop, in Dhaka	9 June 2015	Evaluation team leader, with support from evaluation team
4.	Draft evaluation report based on desk review and fact finding mission	<b>To be submitted by 23 June 2015</b>	Evaluation team leader, with support from evaluation team
5.	Circulate draft evaluation report to key stakeholders, consolidate comments and send to evaluation team leader	25 June – 9 July 2015	Evaluation manager
6.	Submission of revised evaluation report (including explanations why comments were not included)	15 July 2015	Evaluation team leader
7.	Final report, with Executive Summary in ILO template, and PP presentation	17 July 2015	Evaluation team leader

### Working days of consultancy

- 5 days Desk review
- 9 days Data collection in Bangladesh
- 5 days Drafting of report
- 1 day Workshop dissemination evaluation findings
- 2 days Integration of comments/feedback
- 2 days International and local travel

## **Final report submission procedure**

For this independent final evaluation, the following procedure is used:

- The team leader will submit a draft evaluation report to the evaluation manager.
- The evaluation manager will forward a copy to key stakeholders for comment and factual correction.
- The evaluation manager will consolidate the comments and send these to the team leader.
- The team leader will finalize the report incorporating any comments deemed appropriate and providing a brief note explaining why any comments might not have been incorporated. He/she will submit the final report to the evaluation manager who then forwards it to EVAL for approval.
- The evaluation manager officially forwards the evaluation report to key stakeholders. The project forwards the evaluation report to other interested partners.

## **Resources**

The resources required for this evaluation are:

### For the team leader:

- Fees for team leader for approximately 24 work days;
- Fees for international travel from consultants' home to Dhaka in accordance with ILO regulations and policies;
- Fees for local DSA during the field visits, in accordance with ILO regulations and policies.

### For the evaluation team member:

- Fees for a national consultant for approximately 15 work days;
- Fees for local DSA during the field visits, in accordance with ILO regulations and policies.

### For the evaluation exercise as a whole

- Stakeholder workshop expenditures
- Transport cost in Bangladesh
- Reasonable communication costs in kind (for example, use of the ILO premises, telephone, internet, etc) for the purpose of interviews and meetings related to the evaluation.

## **8. Evaluation ethics**

The final evaluation will be conducted in accordance with the principles outlined in UNEG Norms and Standards for Evaluation in the UN System (Annex x), the UNEG 'Ethical Guidelines for Evaluation' (Annex x) and by the UNEG Code of Conduct (Annex x). The consultants are required to ensure a strict adherence to these documents, including establishing protocols to safeguard confidentiality of information obtained during the evaluation.

### List of Annexes

#### **Annex : All relevant ILO evaluation guidelines and standard templates**

Code of conduct form (To be signed by the evaluators)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Checklist No. 3 Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

Template for lessons learnt and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

Template for evaluation summary:

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

## **ANNEX 5: INCEPTION REPORT**

# FINAL INDEPENDENT EVALUATION OF THE PROJECT

BGD/11/01/SDC

## “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh”

### INCEPTION REPORT

#### Introduction

The project BGD/11/01/SDC “**Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**” is funded by the Swiss Development Cooperation (SDC) and executed by the International Labour Organization (ILO). The project budget is US\$ 3,500,000. It is implemented by the ILO Country Office for Bangladesh, with technical support from the Labour Migration Branch and the Regional Office for Asia and the Pacific.

The project official duration is from 1 July 2011<sup>4</sup> to 30 June 2015. A final independent evaluation has been envisaged from the outset and is accordingly taking place during the period 25 May – 15 July 2015<sup>5</sup>.

#### 1 – Project background

The project “*Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh*” (BGD/11/01/SDC), subject to this evaluation exercise, represents the first phase of a wider engagement by the Government of Bangladesh, with technical and financial assistance from ILO and SDC, to improve the governance of labour migration, the protection of migrant workers and the promotion of migration development linkages.

As explained in the ToR, this project was designed as a pilot phase, exploring a range of actions towards establishing a labour migration governance framework, to be followed by a second phase meant to expand proven practices on the basis of learning and identified needs. While implementation of the first phase is coming rapidly to conclusion, project development for the second phase is already at an advanced stage and the new project is expected to start during the third or fourth quarters of 2015.

The ongoing project (first phase) pursues a three-pronged intervention strategy and accordingly consists of three well defined components, separate but mutually reinforcing, having the following specific objectives or project outcomes<sup>6</sup> :

- 1) **Strengthened policy and institutional frameworks** to maximize the development impact of migration and the improved protection of migrant male and female workers and their families;

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<sup>4</sup> Although activities actually started only in mid-2012 due to a longer than expected approval process.

<sup>5</sup> A Mid-Term Evaluation was carried out in October 2013.

<sup>6</sup> Have used the full text for the three objectives as it appears in the logical framework while showing in bold the key wording used in the ToR.

[Measures to upgrade legal, policy and institutional frameworks, including the training of a core team of committed male and female professionals on managing migration for decent work and enhancing migration knowledge through research and meaningful statistics]

- 2) **Improved operational efficiency and effectiveness in overseas employment promotion and social protection for male and female Bangladeshi workers**, with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers;

[Gender sensitive measures to improve the efficiency, effectiveness and relevance of current processes and procedures with special attention to the better regulation of private recruitment agencies, recruitment fees and costs and increased social protection and services, especially women in vulnerable occupations]

- 3) **Strengthened social protection and support for Bangladeshi migrant workers**, with special attention on female migrant workers, available onsite and on their **return**.

[Measures to enhance services in countries of destination and to provide referral services to returning migrant workers, especially those most affected by the global economic crisis]

Each component has been developed by identifying well defined sets of results and clusters of activities and sub-activities, appropriately inter-connected, which should lead to the achievement of the referred specific objectives.

As regards content, the project builds on various migration-related efforts by the Government of Bangladesh and several other actors over the last few decades, it is based on ILO's overall programming and longstanding activities in the country, as well as in the region, and is consistently fed through discussions with the tripartite constituents and international organizations working in the field of migration. Finally, solid partnerships have been developed with a variety of entities for implementation purposes as well as to achieve extra-project synergies for longer-lasting solutions. In addition to the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) and its different bodies, the key implementing partners are the International Organization for Migration (IOM), the Dhaka Ahsania Mission (DAM) and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women).

## 2 – Purpose, scope and beneficiaries of the evaluation

As stated in the ToR, the purpose of the evaluation is to determine whether the project objectives have been achieved and to assess the emerging impact of the project. More specifically, the evaluation has the following key objectives:

- To assess the extent to which the project has taken into account and acted upon the mid-term evaluation's recommendations.
- To assess the overall performance of the project against its results framework.
- To assess the effectiveness of the project's governance framework, and the effectiveness of the partnerships with implementing partners.
- To assess the emerging impact of the project and the sustainability of project results.
- To identify key lessons learnt and good practices, and provide recommendations for the implementation of the second phase, which is expected to commence from July/Aug 2015.

The evaluation is expected to cover the entire project duration and will serve the following - external and internal - client groups:

- Government of Bangladesh ;

- Target groups, project implementing partners and ILO tripartite constituents in Bangladesh and other relevant countries ;
- The Swiss Agency for Development Cooperation ;
- ILO management and technical specialists at ILO DWT/CO Bangladesh, ROAP and Headquarters;
- Project staff ;
- Final beneficiaries of the project – female and male migrant workers.

### 3 – Evaluation criteria and methodology

The evaluation will be conducted in accordance with the ILO guidelines for independence, credibility and transparency and will be consistent with the OECD/DAC criteria for evaluating development assistance.

It will therefore address the following overall aspects of the project (relevance; quality of design ; efficiency and implementation ; effectiveness ; emerging impact and sustainability).

For each criterion, the following potential issues will be analysed :

#### **Relevance and rationale of the project**

Potential issues : a) compliance with national strategies and priorities in the context of the labour migration governance agenda and project consistency with ongoing trends and patterns of labour migration in Bangladesh and potential receiving countries; b) strategic fit of project objectives with ILO/DW country programming and ILO global strategies ; c) compliance with SDC's cooperation strategy in Bangladesh.

Method: analysis of relevant documentation – interviews with stakeholders.

Indicators: degree of compliance, complementarity and focus.

#### **Quality of project design**

Potential issues : a) coherence of the overall project design; b) choice of stakeholders (partners, target groups etc) ; c) changes that occurred during the life of the project and consistency of new activities in relation with the original objectives and expected results.

Method : analysis of relevant documentation – interviews with stakeholders.

Indicators : level of pre-project preparation, synergy with other initiatives, follow-up given to the recommendations of the mid-term evaluation ; technical quality.

#### **Efficiency and implementation** (including overall management approach)

Potential issues : a) availability and use of resources ; b) management of the implementation and respect of timetable/deadlines ; effectiveness of the project governance structure (PSC, PCC) ; collaboration with key project partners; quality of outputs.

Method : analysis of relevant documentation – interviews with stakeholders.

Indicators : compliance with contractual obligations, rules and procedures; technical quality of work plans, reports and timelines; transparency.

#### **Effectiveness**

Potential issues : a) achievement of planned results/outputs by component and contribution to the achievement of the project objectives; b) level of involvement and participation of partners and target groups in actual implementation; c) level of satisfaction of partners, target groups and beneficiaries with the project outcomes.

Method : analysis of relevant documentation – interviews with stakeholders – participation in project events.

Indicators : compliance with project OVIs; degree of participation in project activities ; level, quality and timeliness of feedback received from stakeholders.

#### **Emerging impact and sustainability**

Potential issues: a) tangible impact on target groups (including benefits for female and male migrant workers); b) multiplier effects and scope for replication, extension of the project outcomes and dissemination of results ; c) institutional sustainability and ownership ; d) financial sustainability of the activities/structures funded or supported by the project; e) structural and possible long-term impacts.

Method: analysis of relevant documentation – interviews with stakeholders – participation in final project events.

Indicators: compliance with project OVIs ; coordination and complementarity with other initiatives ; forward planning by relevant stakeholders.

The evaluation will pay particular attention to **gender and human rights** concerns. In this regard, it should seek to determine to what extent gender equality issues have been identified and addressed in the different components of the project and whether migrant women and men have benefited equitably from the various project activities. It should also reflect on how gender issues could be better leveraged in the second phase of the project.

Analysis of the project on the basis of the above-mentioned standard criteria will be structured along the lines proposed in the ToR in order to address the clusters of evaluation questions presented therein for each of these criteria and determine whether and/or to what extent the project has achieved its stated objectives and produced the desired outputs/results. In addition, the evaluation findings shall document **lessons learned** and **best practices**, and lead to the formulation of a set of **recommendations** addressed to the relevant national authorities, ILO, SDC and other project partners, for their consideration with respect to the envisaged second phase of the project and other similar interventions in the future.

As regards the methodological approach, and considering the short time available for the actual implementation of the evaluation exercise, qualitative methods and tools for data collection and analysis will mostly apply ; more specifically a combination of the following :

- a) Desk review of relevant project documentation (Project document and logical framework; Mid-term evaluation report; Project progress reports, work plans, monitoring reports; Bangladesh DWCP; Knowledge products; other key documents produced by the project; Concept-note for Phase II, etc.);
- b) Individual interviews of key informants or focus group interviews with target groups arranged during the field mission to Bangladesh;
- c) Interviews by skype or telephone with selected informants based outside Bangladesh (ILO Geneva, ILO ROAP Bangkok; GoB Labour attachés in receiving countries and others) including for the initial briefings and post-field visit debriefing, as applicable;
- d) Direct on-site observation, if possible, of some project activities during the mission to Bangladesh (for example through participation to project events) to enable assess the impact of the project and give an insight of the progress achieved.
- e) Stakeholders workshop in Bangladesh with tripartite partners, SDC, Project Steering Committee members and other stakeholders (as applicable) to be held at the end of the field mission (9 June) to present the preliminary findings of the evaluation and provide an opportunity for self-evaluation to stakeholders, to reflect on lessons learned and best practices and to suggest recommendations for the future.

The field mission will be followed by a reporting phase and a draft final report will be submitted by 23 June.

## 4 – Main deliverables

- A. Inception Report in English (in electronic format) – submitted on 29 May 2015 (prior to departure to Bangladesh);



- B. Draft Final Report in English (in electronic format) – to be submitted by 23 June 2015;
- C. Final Report in English (in electronic format) – incorporating comments made by project stakeholders (early-mid July 2015);
- D. ILO Lesson learned/Best practices templates and Evaluation Summary (early-mid July 2015).

## 5 – Management arrangements and work plan

The ToR provides a satisfactory level of detail on requirements, roles and responsibilities and management arrangements for the entire duration of the assignment. The evaluation will be managed by the ILO evaluation manager. The evaluation team consists of one independent international consultant, and one independent national consultant. The international consultant acts as the team leader and has final responsibility for the overall evaluation and the evaluation report. The team leader is also responsible for the division of labor among the team members; these issues will be discussed in detail by the team and agreed upon at the beginning of the mission.

The following is the tentative workplan :

Phase	Description	Tentative Dates	Responsible persons
1.	Briefing with evaluation manager (phone) Desk review of project documentation Inception report	25 – 29 May 2015	Evaluation team leader, with support from evaluation team
2.	Travel to Bangladesh	30 May 2015	Team Leader
3.	Fact finding mission in Bangladesh, consultations with stakeholders, closing meeting with ILO. A complete mission itinerary and agenda of meetings has been prepared by the ILO CO Bangladesh and is constantly updated to reflect any changes (please refer to the last available evaluation schedule for an up-to-date programme of the mission)	31 May – 8 June 2015	Evaluation team with logistical support from the project
4..	Stakeholders Workshop, in Dhaka	9 June 2015	Evaluation team leader, with support from evaluation team
5.	Return travel from Bangladesh	10 June 2015	Team Leader
6.	Draft evaluation report based on desk review and fact finding mission	<u>15-23 June 2015</u>  <u>To be submitted by 23 June 2015</u>	Evaluation team leader, with support from evaluation team
7.	Circulate draft evaluation report to key stakeholders, consolidate comments and send to evaluation team leader	25 June – 9 July 2015	Evaluation manager
8.	Submission of revised evaluation report (including explanations if/why comments were not included)	15 July 2015	Evaluation team leader
9.	Final report, with Executive Summary in ILO template, and PP presentation	17 July 2015	Evaluation team leader

The evaluation will comply with UN norms and standards and will ensure that ethical safeguards are followed. The evaluators will sign the ILO Code of conduct form at the beginning of the mission in Bangladesh.

The evaluation team hereby acknowledges having received all relevant ILO evaluation guidelines and standard templates.

## **ANNEX 6: GOOD PRACTICES**

## ILO Emerging Good Practice Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**

**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 18 July 2015**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The project provided a platform and a framework for all categories of stakeholders engaged in labour migration governance (national authorities, trade unions, employers, international organizations, NGOs/civil society organizations, research institutions, etc.) to come together and express their views and ask questions to each other.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	<p>The strategy used by the ILO project in pursuing this has been admirable in the sense that it has not attempted to lead or impose the discussion but has rather put the constituents at the forefront, allowing them to define their priorities, to seek concurrence of all participants to the dialogue within a specific category, and step in eventually to provide technical assistance to support agreed courses of actions, which are of course inspired by international instruments, standards and best practices.</p> <p>While all situations are obviously different, the modalities followed here would ideally be beneficial to other settings as well.</p>
<b>Establish a clear cause-effect relationship</b>	With minor exceptions, substantial cooperation and interplay among the various stakeholders was maintained throughout project implementation and became an important feature of the project.
<b>Indicate measurable impact and targeted beneficiaries</b>	The targeted beneficiaries or users of the good practice are all ILO constituents in the country (within the spirit of the Tripartite Plus approach) as well as relevant international actors and other entities engaged in labour migration governance in Bangladesh.
<b>Potential for replication and by whom</b>	The good practice will be replicated and adapted to the requirements of the second phase of the project by the ILO PMT.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	The good practice has a clear impact in facilitating the achievement of priorities and outcomes of the ILO Decent Work Country Programme for Bangladesh for 2012-2015 and in particular with DWCP priority 3 (Extending social protection to the workers and their families, including migrant workers) and relating DWCP outcome 9 (Management system of labour migration improved).

<b>Other documents or relevant comments</b>	
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## ILO Emerging Good Practice Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**

**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 18 July 2015**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The project has produced a vast number of studies, research and practical tools of generally high quality which were made accessible to relevant stakeholders. Evidence has emerged that these outputs are currently used by the target groups in defining their policies and priorities, for the elaboration of new project interventions or as the basis for further evaluation and research.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Given the high turnover that affects most, if not all, the actors involved, there is however the need to ensure capitalisation of the knowledge produced by the project over the longer term by assisting target groups, whenever required, in systematizing the knowledge provided.
<b>Establish a clear cause-effect relationship</b>	The studies, research and practical tools developed during the first phase were meant to address the specific needs and concerns of the target groups and practical application has already materialized during the project lifetime. A high level of stakeholders' satisfaction was detected in the course of the field interviews.
<b>Indicate measurable impact and targeted beneficiaries</b>	The targeted beneficiaries or users of the good practice cover the entire range of actors engaged in labour migration governance in Bangladesh. The data and analytical work compiled and elaborated by the project, which was for the most part previously unavailable, will serve several categories of actors in defining their continued engagement in this area in future.
<b>Potential for replication and by whom</b>	The good practice will continue to be an important feature of the project in the second phase. For the most part, the first phase did in fact provide the groundwork for such continued and expanded engagement. A number of national research institutions have performed very well and developed outputs of very high quality. The ILO PMT will certainly bear in mind quality issues when determining institutions and organizations to be associated in the second phase in order to increase the knowledge base in the areas addressed by the project.

<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>The good practice has a clear impact in facilitating the achievement of priorities and outcomes of the ILO Decent Work Country Programme for Bangladesh for 2012-2015 and in particular with DWCP priority 3 (Extending social protection to the workers and their families, including migrant workers) and relating DWCP outcome 9 (Management system of labour migration improved).</p>
<p><b>Other documents or relevant comments</b></p>	

## ILO Emerging Good Practice Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**

**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 18 July 2015**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The project inspired confidence-building and made possible effective collaboration among all target groups (despite their differences) in achieving their own specific as well as common goals in this complex and multi-faceted project. The fact that the ILO PMT is based within the premises of the Ministry of Expatriates' Welfare and Overseas Employment was of high strategic and practical value as it made possible to maintain constant contact (formal and informal) with all the relevant MEWOE wings, the Bureau of Manpower, Employment and Training (BMET) and the Wage Earners' Welfare Fund (WEWF) and therefore facilitates cooperation and coordination at a national level on a daily basis.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The choice of office location has produced effects that go beyond the project itself as it allowed the ILO PMT, among other things, to support the government counterparts when they required including through ad hoc extra-project specific inputs, as well as to facilitate interplay between different categories of stakeholders (for instance Governments vs. Trade Unions, Trade Unions vs. Civil society organisations etc.)
<b>Establish a clear cause-effect relationship</b>	With minor exceptions, substantial cooperation and interplay among the various stakeholders was maintained throughout project implementation and became an important feature of the project.
<b>Indicate measurable impact and targeted beneficiaries</b>	The targeted beneficiaries or users of the good practice are all ILO constituents in the country (within the spirit of the Tripartite Plus approach) as well as other relevant actors that will be involved in the implementation of the second phase of the project.
<b>Potential for replication and by whom</b>	The good practice will be replicated and adapted to the requirements of the second phase of the project by the ILO PMT. There are indications that the current arrangement of hosting the ILO PMT within the premises of the Ministry of Expatriates' Welfare and Overseas Employment will be maintained for the second phase as well.

<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>The good practice has a clear impact in facilitating the achievement of priorities and outcomes of the ILO Decent Work Country Programme for Bangladesh for 2012-2015 and in particular with DWCP priority 3 (Extending social protection to the workers and their families, including migrant workers) and relating DWCP outcome 9 (Management system of labour migration improved).</p>
<p><b>Other documents or relevant comments</b></p>	



**ANNEX 7: LESSONS LEARNT**

## ILO Lesson Learned Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application** in **Bangladesh**

**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 22 July 2015**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Flexibility of design and in implementation turned out to be very beneficial for the actual achievement of the intended results in view of the participatory approach followed in all phases of the project cycle.
<b>Context and any related preconditions</b>	While the three specific objectives/outcomes and the relating main outputs remained valid throughout project duration, very significant changes took place at the level of activities and sub-activities during implementation. Furthermore, considerable changes were required in terms of methodological adaptation. This occurred for a number of reasons. Firstly, not all activities had been already identified, or sufficiently elaborated and detailed in the original project document, given the expected long period of implementation during which drastic changes can anyway occur. Secondly, modifications were in fact made in response to the needs of target groups, as they developed, due to mutating circumstances or to ensure complementarity with other initiatives and cost effectiveness. The national partners in particular have been fully associated to this process of change and continued to evaluate how activities had remained valid or whether alternatives and/or corrective measures should instead have been pursued.
<b>Targeted users / Beneficiaries</b>	<ul style="list-style-type: none"> <li>- ILO management in charge of TC projects design and implementation</li> <li>- Project implementations teams</li> </ul>
<b>Challenges /negative lessons - Causal factors</b>	Some gaps in the in the consultation process with some implementing partners have arisen along the way, mostly as regards operational modalities, and this had some negative impact on efficiency and management.
<b>Success / Positive Issues - Causal factors</b>	The active involvement of all national stakeholders in this process of project adaptation, has ensured the constant alignment of the activities with their needs and priorities and this had a clear impact on ownership of results.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Project design for the second phase is already at an advanced stage and most ILO administrative issues have already been incorporated therein accordingly.



## ILO Lesson Learned Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**  
**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 22 July 2015**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	<p>The project was characterized by a very comprehensive approach which was necessary to overcome the high degree of fragmentation, that prevailed at the time of its conception, in providing responses to international migration challenges.</p> <p>By inter-linking all relevant dimensions of labour migration and bringing together for the first time all fundamental actors in this domain, the project represented a first attempt of coordinated action in this field. This approach should be directly credited with the impressive achievements reached, particularly as regards policy development and a strengthened institutional framework and commitments concerning outreach and social protection.</p>
<b>Context and any related preconditions</b>	The shared aspiration of its primary initiators was to build upon earlier interventions, which were characterized by a more restricted scope, and design this time a very comprehensive programme addressing all critical aspects of labour migration governance with a particularly strong emphasis on policy development and institutional support.
<b>Targeted users / Beneficiaries</b>	<ul style="list-style-type: none"> <li>- ILO management in charge of TC projects design and implementation</li> <li>- Project implementations teams</li> <li>- Government of Bangladesh (MEWOE)</li> <li>- Trade Unions; Employers' Organizations; NGOs/CSOs</li> </ul>
<b>Challenges /negative lessons - Causal factors</b>	To focus the intervention in the second phase on the most crucial issues (per component) while maintaining the same comprehensive approach that have proved so successful in the current phase, can represent a challenge for ILO and the primary stakeholders..
<b>Success / Positive Issues - Causal factors</b>	The project brought together for the first time all fundamental actors in the field of labour migration: ILO, MEWOE, BMET (and other GoB actors), Trade Unions and Employers' Organization, BAIRA (private recruitment agencies), CSOs/NGOs, IOM, UN Women, universities and research institutions.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Project design for the second phase is already at an advanced stage and most ILO administrative issues have already been incorporated therein accordingly.



## ILO Lesson Learned Template

**Project Title: Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh**  
**Project TC/SYMBOL: BGD/11/01/SDC**

**Name of Evaluator: Luca Aiolfi**

**Date: 22 July 2015**

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	The project, by bringing together all different categories of stakeholders and allowing all constituents to participate in the elaboration of the various activities, directly contributed to a dialogue shift which should prove its significance beyond the scope of an individual project.
<b>Context and any related preconditions</b>	While it is universally recognized that the ILO's tripartite structure is a given factor for generating added value, the contributions of the ILO Country Office and PMT were in this case particularly crucial in view of the fact that (in Bangladesh) Government, trade unions and employers (plus civil society) do not have a tradition of close cooperation.
<b>Targeted users / Beneficiaries</b>	<ul style="list-style-type: none"> <li>- ILO management in charge of TC projects design and implementation</li> <li>- Project implementations teams</li> <li>- Government of Bangladesh (MEWOE)</li> <li>- Trade Unions; Employers' Organizations; NGOs/CSOs</li> </ul>
<b>Challenges /negative lessons - Causal factors</b>	Further efforts should be made in the second phase to consolidate results so far obtained. Challenges exist in particular with regards to private recruitment agencies which have only recently been more conspicuously associated to the entire process.
<b>Success / Positive Issues - Causal factors</b>	The Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) has taken technical cooperation from the ILO very seriously, especially as regards social protection and outreach to the migrant workers. MEWOE fully understands ILO's mandate in promoting employment and social protection and inclusion which has enabled officials and other partners to develop new services, assess new policies and exchange good practices in outreach to migrant workers through trade unions and employers organizations.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Project design for the second phase is already at an advanced stage and most ILO administrative issues have already been incorporated therein accordingly.