

**ILO Project GLO/06/57/UKM**

**EFFECTIVE ACTION FOR LABOUR  
MIGRATION POLICIES AND PRACTICE**

**Independent Final Evaluation**

Period Covered: November 2006 - July 2009

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## PROJECT SUMMARY INFORMATION

**Effective Action for Labour Migration Policies and Practice** (FID-ILO Project GLO/06/57/UKM)

**Donor:** Department for International Development of the United Kingdom (DFID)

**Budget:** US\$ 2,580,649

**Project duration:** November 2006- December 2009 (38 months)

**Implementing Agency:** International Migration Programme of the International Labour Office (ILO-MIGRANT)

**Geographical coverage:** Global

## LIST OF ACRONYMS

<b>ACTEMP</b>	International Labour Office, Bureau for Employers' Activities
<b>ACTRAV</b>	International Labour Office, Bureau for Workers' Activities
<b>ASEAN</b>	Association of Southeast Asian Nations
<b>ASEM</b>	Asia-Europe Meeting
<b>BSR</b>	Business for Social Responsibility
<b>CCA</b>	United Nations Common Country Framework
<b>DAC</b>	Development Assistance Committee
<b>DFID</b>	Department for International Development
<b>DOL</b>	Department(s) of Labour (various countries)
<b>DWCP</b>	Decent Work Country Programme
<b>EPS</b>	Employment Permit System (Korea)
<b>GFMD</b>	Global Forum on Migration and Development
<b>ILC</b>	ILO International Labour Conference
<b>ILO</b>	International Labour Office/Organization (according to context)
<b>ILO-ROAP</b>	International Labour Office, Regional Office for Asia and the Pacific
<b>IMP</b>	International Migration Paper
<b>IOE</b>	International Organization of Employers
<b>IOM</b>	International Organization for Migration
<b>ITUC</b>	International Trade Union Confederation
<b>LMPP</b>	Labour Market Policies and Practice project
<b>LMRA</b>	Labour Market Regulatory Authority (Bahrain)
<b>LOA</b>	Letter of Agreement
<b>LPC</b>	Local Project Coordinator
<b>MDG</b>	Millennium Development Goal
<b>MFLM</b>	Multilateral Framework on Labour Migration
<b>MIGRANT</b>	International Labour Office, International Migration Programme
<b>MOL</b>	Ministry of Labour (various countries)
<b>MOU</b>	Memorandum/a of Understanding
<b>NLMP</b>	National Labour Migration Policy (Sri Lanka)

**NGO** Non-Governmental Organization

**OECD** Organization for Economic Co-operation and Development

**OSCE** Organization for Security and Cooperation in Europe

**P&B** Programme and Budget

**PFA** Partnership Framework Agreement

**PRODOC** Project Document

**PSI** Public Service International

**PRSP** Poverty Reduction Strategy Paper

**RBSA** Regular Budget Supplementary Account

**RMCS** Regional Model Competency Standards

**SAARC** South Asian Association for Regional Cooperation

**SLOM** Senior Labour Officials Meeting

**STAT** ILO Bureau of Statistics

**TOT** Training of Trainers

**UN** United Nations

**UNDAF** United Nations Development Assistance Framework

**UNESCAP** United Nations Economic and Social Commission for Asia and the Pacific

**UNIFEM** United Nations Development Fund for Women

**WEP** Workers Education Project

## EXECUTIVE SUMMARY

### Background

The ILO project “Effective Action for Labour Migration Policies and Practice” (hereafter referred to as the LMPP project) aims to “increase member-state capacities to develop policies or programmes focused on the protection of migrant workers.” The project’s strategic objectives are to: (1) increase the capacity of ILO constituents to govern and regulate labour migration in ways that protect migrants and accelerate development, promote the ILO Multilateral Framework on Labour Migration, and enhance the ILO’s ability to serve as a knowledge base on international labour migration (2006-07); and (2) help ILO constituents to formulate and implement effective rights-based and gender-sensitive policies to manage labour migration at the national level (2008-09).

The broad objective of the LMPP project is to promote a rights-based approach to managing labour migration that emphasizes the ILO’s core principles, viz, tripartism, standards, and gender responsiveness. Specifically, the LMPP project aims to:

- Increase the capacity of ILO constituents—workers, employers and governments—to effectively manage labour migration in ways that foster protection and decent employment of migrant workers as well as to promote development,
- Improve protections for migrant workers by winning wider recognition of and implementation of the ILO Multilateral Framework on Labour Migration,
- Expand the capacity of ILO staff to augment the stock of knowledge on effective migration governance and regulation, improve the international labour migration database, and generate good practice migration policy and practice profiles,
- For 2008-09, the project aims to (1) develop national policy frameworks and programmes to support good governance and regulation of labour migration and (2) improve national protection programmes for migrant workers, especially women and other vulnerable migrants.

### Purpose of the Evaluation

The purpose of this evaluation is to assess (1) the extent to which project goals or outcomes have been accomplished and (2) how the project contributed to overall ILO strategies and priorities. The evaluation covers two biennia – 2006-07 and 2008-09.<sup>1</sup>

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<sup>1</sup> Project funds were released in November 2006, and the project formally commenced in December 2006.

## **Methodology and Procedures**

This evaluation was prepared for DFID, MIGRANT and other ILO units and project partners in target countries and regions. In accordance with ILO evaluation policy guidelines, it examines project outcomes along five major dimensions: relevance, effectiveness, impact, sustainability and efficiency. It also examines the project's contributions to the ILO's overall goals of decent work, gender equality, and tripartism, and the expansion of results-based management in the International Migration Programme of the ILO, known as MIGRANT.<sup>2</sup>

The methodology for the evaluation had three major components:

1. Desk review of project documents, including workshop and mission reports, reviews of the ILO migration and good-practices databases, and assessments of training and other materials produced by the ILO and project partners. This also included a review of the forthcoming ILO book, "International labour migration: towards a rights-based approach."
2. Interviews with the project management team, staff at MIGRANT and other units at the ILO Headquarters, and global employer and trade union representatives (IOE, ITUC, and PSI).
3. Field visits to selected countries to obtain first-hand information from constituents and related interviews with stakeholders and analysis of country-specific DWCPs, national legislation and regulations, and materials produced by country offices and project partners.

In addition, migration developments and policies were monitored at the national, regional, and global levels during the course of the evaluation.

## **Findings**

Several accomplishments of the ILO LMPP project stand out, including:

- Adoption of labour migration policies: Formal adoption of a National Labour Migration Policy by the Sri Lanka government in April 2009 through a stakeholder consultation process facilitated by the project, and ongoing efforts to assist in the development and implementation of similar national labour migration policies in Bangladesh, Brazil, Nepal, and Pakistan. The Sri Lanka government has been able to use its newly developed National Policy to improve protections for migrants, citing

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<sup>2</sup> The ILO's February 2009 Evaluation Guidance for Self-Evaluation of Projects suggests three overarching evaluation questions: is the project doing the right things (rationale and relevance of activities), are things being done in the right way (efficiency and effectiveness of intervention activities), and are there better ways of achieving the results (alternatives and good practices learned).

- provisions in discussions with governments in migrant-receiving countries that e.g. opened lines of communication to resolve issues involving specific groups of migrants.
- Promotion and popularisation of rights-based approaches to labour migration via wide dissemination of ILO's Multilateral Framework on labour Migration and capacity building activities for ILO constituents using the (MFLM). The MFLM, which has been translated into nine major languages as of 2009, is a tool to improve conditions for migrant workers; it makes unions, employers, and governments more aware of migrant rights and lays out mechanisms to protect migrants.
  - Promotion of ILO Common Principles of Action by incorporating gender, social dialogue and tripartism in all project activities. The project succeeded in strengthening links between migration policy and other key dimensions of decent work through collaboration between MIGRANT and other units within the ILO for greater coherence.
  - Contributing to the ILO's visibility as a leading authority on labour migration at the global level with core contributions to the Global Forum on Migration and Development (GFMD), an intergovernmental forum involving over 160 governments discussing ways to protect migrants and ensure that migration contributes to development,<sup>3</sup> the Global Migration Group, which brings together 14 UN agencies with an interest in migration each quarter, and interaction with other international and regional organizations dealing with migration.
  - Increased protection for migrant workers through bilateral MOUs signed between unions in origin and destination countries of migrant workers. A model agreement for unions in different countries was developed, and unions in Sri Lanka signed agreements with their counterparts in Bahrain, Jordan and Kuwait to provide migrants with information and a forum to safely raise complaints about wages, working conditions, and similar issues. These transnational union agreements include five key principles based on ILO Conventions and the Multilateral Framework, and commit union signatories to take immediate steps to promote the rights of migrant workers by encouraging social dialogue and including migrants in union activities.
  - Ensuring that a labour migration course module including gender issues in three languages is offered regularly at the ILO International Training Centre in Turin, which builds capacity by training future leaders. Training can lead to immediate improvements, as in transferable social security benefits for migrants, and longer term changes, as when the rights-based

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<sup>3</sup> The GFMD is preceded by a civil society forum that involves ILO constituent employers and unions as well as NGOs representing migrants (Martin and Abella, 2009).

approach is the cornerstone of newly developed or revised migration policies.

- Promoting the ILO's role as a global knowledge base on labour migration by integrating the International Labour Migration database into the ILO Bureau of Statistics (STAT) labour statistics database, establishing a web portal of good practices in labour migration, and publishing and disseminating a number of policy briefs and research papers.
- Providing support to regular ILO-MIGRANT activities to better respond to the demands of the 2004 ILO Plan of Action for Migrant Workers.
- The project also contributed to greater visibility of UK DFID role in making migration work for development.

The LMPP project got off to a slower start than anticipated, and its capacity building and policy advice work is ongoing. The nature of the project's objectives, viz, building capacity among ILO constituent unions, employers, and governments, winning wider recognition for the Multilateral Framework on Labour Migration, and developing and implementing national migration policies that protect migrants, have a longer-term orientation that make it difficult to show a quantifiable impact within the short span of a two-year project.

The LMPP project was also meant to provide support to the International Migration Programme to respond to the additional demand for its services arising from the 2004 ILO Action Plan for Migrant Workers. Project staff contributed to the regular activities of MIGRANT throughout the course of the project, using resources in an integrated manner, making it sometimes difficult to identify separately the contribution of the project from overall MIGRANT accomplishments during this period.

The project contributed to results-based management of ILO activities, supported the DWCP approach to prioritizing ILO assistance services within countries, and contributed to the 'One UN' delivery system. The concrete evidence of the use of RBM was the project's shift from a global and regional approach to a country approach following the DFID Comprehensive Review in 2007 (Walker, 2007). The project selected countries that made migration a significant component of their DWCPs to focus its activities, and helped ILO constituents in these countries to develop and implement rights-based migration policies.

The experience of the LMPP project with the UN's Delivery as One mechanism was not different from the experiences of other ILO programmes. The achievements have not been uniform for several reasons. First, most UN agencies work with governments, raising fears among some ILO constituent unions and employers that Delivery as One may compromise the ILO's tripartite governance structure. Second, migration is one of many ILO activities, while it is the major

activity of IOM, a non-UN organization included in Delivery as One. This means that IOM rather than ILO may sometimes be mentioned as the lead migration agency in inter-agency activities in a country even when ILO contributes substantially to migration work in terms of policy, administration, social security, and social dialogue among other issues. The IOM also has contributed to the problem to some extent by not involving other partners in its support programmes for governments.

### **Conclusions and recommendations**

The LMPP project improved MIGRANT's ability to deliver advisory services on rights-based and gender-responsive migration policies and practices to ILO constituents. These contributions are respected and appreciated by ILO partners, including governments, based on information gathered during field visits. The ILO has recognized the growing importance of migration by adding staff in Geneva and senior migration specialists in Asia and the Arab States; ILO country offices suggest that more regional migration advisors are needed. An ILO strategy paper in preparation will lay out a plan to better coordinate the ILO's efforts to promote rights-based and gender-responsive migration policies and practices throughout the world.

Assessment of the project's achievements should take into account the time-intensive nature of ongoing capacity-building, rights-promoting, and staff-improving projects, as the results are likely to be apparent only over a long period. The indicators available, including the rising number of ratifications of ILO and UN migrant conventions, more tripartite dialogues that take a rights-based approach to labour migration, new and revised national and regional migration policies that reflect the rights-based approach, and numerous online references to the ILO's rights-based approach and the Multilateral Framework on Labour Migration, suggest that the project has made good progress in achieving its goals.

### **Recommendations**

1. Place a high priority on completing the office-wide strategy paper for dealing with migration as recommended by the ILO Governing Body in November 2008. This paper could emphasize that the ILO is the UN agency responsible for dealing with workers, including migrant workers, and that migration is a cross-cutting issue that needs better coordination, increased resources, and more visibility within the ILO. The ILO also needs to expand its technical assistance activities to meet the increasing demands of countries for support in labour migration policy development,

and legislation for good governance and protection of workers, as part of the overall decent work agenda and the DWCPs.

2. Promote the Multilateral Framework on Labour Migration among other international organizations with mandates on migration, using the Global Migration Group as a platform. A useful model is the Decent Work Toolkit being used by the international community to promote decent work in various countries. The ILO could encourage relevant agencies to endorse the MFLM as a tool to be used by UN agencies to protect migrant workers.
3. Encourage countries to establish priorities for action on labour migration using the Multilateral Framework as a guide. ILO MIGRANT can help countries to set priorities for short term, medium term and long term activities based on the principles and recommendations set out in the Multilateral Framework. This should also facilitate the measurement of outcomes. For example, ILO MIGRANT could work to ensure that migrant-origin countries organize regular intergovernmental meetings to discuss migration as well as meetings with social partners, and assess them by enumerating the number of countries that hold such meetings and evaluating their outcomes.
4. Work with regional economic communities to promote links between migration and development. To redress the imbalance across regions, it would be useful to collaborate with regional economic communities, especially in Africa (ECOWAS, EAC, SADC, CEMAC, etc). The scope for promoting labour mobility within these regional integration areas is good, and the ILO can promote development migration policies and practices in line with the MFLM. There is limited focus on South-South migration at present which however, may become much more important in the future with the emergence of super economic powers in the South such as Brazil, China, India, and South Africa. This would also complement the work of regional RBSA projects.
5. Improve methods for evaluating the impact of global migration projects, including:
  - Developing broader indicators to capture both country level impacts and the results of global policy and advocacy work on labour migration. The LMPP project shifted from an initial strategy to support the global policy programme on labour migration to a focus on achieving impact through country level interventions. The country

level outcome indicators were not capable of capturing broader policy and advocacy work at regional and global levels – an integral part of the original project.

- Developing methods to assess the impact of capacity-building activities. Tripartite workshops and seminars constitute a core component of ILO activities for translating global level Conventions and Recommendations into specific national contexts, yet it is difficult to measure to what extent these activities actually improved the capacity of constituents to elaborate rights based migration policies and practice, given the long term and political nature of migration policy development.
  - Developing methods to recognize and assess TC project contributions to regular ILO activities. The LMPP project aimed to strengthen the capacity of ILO MIGRANT staff to respond to Member states' needs. The project was managed by a senior migration specialist who continued to contribute to the regular policy and programme priorities of MIGRANT throughout the three year duration of the project. Project technical officers were also involved in MIGRANT's regular research and training activities, making it possible for regular MIGRANT staff (not directly supported by the Project) to undertake expanded work programmes. This support, anticipated in the original project document, should be acknowledged as an outcome of the LMPP project and may not be adequately captured in the 2008-09 log frame and related outcome indicators which pertain only to country-level outcomes.
  - Involving recipients of project support in ongoing monitoring of results. This includes both ILO regular budget staff in HQ who benefited from the project's core support contributions and TC field projects and regular field office staff who engaged in joint activities with the LMPP project. Evaluations done near the end of such projects often occur as project staff are moving on to other projects or jobs. For this reason, it is important that monitoring occurs on an ongoing basis. Recipients of project support should be encouraged to be thinking of concrete indicators that measure how their activities have helped to achieve overall goals.
6. Negotiate for the continued inclusion of migration in the next DFID-ILO PFA. International migration and issues of governance, protection and development will continue to be high on the global policy agenda in the foreseeable future. The LMPP project was a very good fit for MIGRANT and achieved the major goals laid out in the PFA. In view of its continuing importance on the global policy agenda and concrete accomplishments,

continued support for MIGRANT promises the reward of more rights-based and gender-responsive migration policies that protect migrant workers and enhance the contributions of migration to development. The investments already are poised to generate ever more returns with continued support because of the lessons learned in the project, such as linking HQ expertise quickly to country requests for assistance to develop national migration policies.

**ILOPROJECT GLO/06/57/UKM  
EFFECTIVE ACTION FOR LABOUR MIGRATION  
POLICIES AND PRACTICE**

Period Covered: November 2006 - July 2009

**Independent Final Evaluation**

**MAIN REPORT**

## **PROJECT BACKGROUND AND LOGIC**

The ILO, the UN specialized agency on labour issues, has been promoting the rights of migrant workers since 1919. It has pioneered international Conventions to guide the development of migration policies and the protection of migrant workers. All major sectors of ILO - standards, employment, social protection and social dialogue - work on labour migration within the overarching framework of “decent work for all.” The ILO takes a rights-based approach to labour migration and promotes tripartite participation (governments, employers and workers) in migration policy by providing advisory services to member states, promoting international standards, convening tripartite forums for consultations, serving as a global knowledge base, and delivering technical assistance and capacity-building to constituents.

The overarching goal of the ILO is decent work, which has four major dimensions. First, decent work enables individuals to earn a livelihood and meet basic human needs as well as affirm their identities. Second, decent work extends basic rights to individuals at work, while the third component, social protection, protects them from life- and work-related developments that range from injuries and sickness to old age. Fourth, social dialogue helps employers and employees to resolve their differences and allows those closest to the workplace to influence the development of work-related policies. The ILO is uniquely equipped to deal with labour migration because (1) its constituents include the key actors concerned with labour migration and (2) it has well-developed normative bases to protect migrant and other workers and (3) knowledge, information and other resources to improve the management of labour migration.

In recent years, international migration has emerged as an important issue on the international policy agenda. Recognising the increasing importance of the international movement of workers, the ILO convened a General Discussion on Migrant Workers at the 92nd Session of the International Labour Conference (ILC) in June 2004. The discussion focused on the current issues and challenges of labour migration with a view to guiding future ILO action. The main outcome of the discussion was the adoption by consensus of the “Resolution concerning a fair deal for migrant workers in the global economy”. The Resolution represented the collective voice of governments, workers and employers' organisations - the three parties with the most important stakes in a better migration order. It also contained a Plan of Action (PoA) for migrant workers covering seven areas. The ILO Multilateral Framework on Labour Migration (MFLM) was the centrepiece of this Plan of Action. It presents non-binding

principles and guidelines for a rights-based approach to labour migration and was noted by the ILO's Governing Body at its 295th session in March 2006.

The ILO's International Migration Programme (MIGRANT) indicated a lack of core staff capacity to carry out some of the mandate emanating from the ILC 2004 Resolution and the MFLM. It was therefore decided to include the labour migration policy programme in the 2006-09 Partnership Framework Agreement (PFA) between the ILO and the UK Department for International Development (DFID). The project supported ILO capacity to: (i) deliver support to constituent countries to increase their capacity for effective governance and regulation of labour migration as an instrument of decent employment and development; ii) improve protection of migrant workers in line with the ILO's rights based approach; iii) and promote ILO's role as a knowledge base on international labour migration.

The emphasis of the LMPP project was to promote a rights-based approach to managing labour migration with tripartism, labour standards, and gender responsiveness as cross-cutting themes.<sup>4</sup>

Following a Comprehensive Review of the LMPP project in 2007, the focus of the project shifted from global to country-specific outcomes in the second biennium, in order to better reflect the principles of results-based management. The goal remained increasing capacity to protect migrants, but outcome indicators shifted to reflect legislation, regulations, and other national-level developments. The two outcome indicators defined for 2008-09 were to (1) develop national policy frameworks and programmes to support good governance and regulation of labour migration and (2) improve national protection programmes for migrant workers, especially women and other vulnerable migrants. The project also supported the inclusion of migration concerns in Decent Work Country Programmes (DWCPs) and provided assistance to countries whose DWCPs include migration as a priority element.<sup>5</sup>

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<sup>4</sup> The ILO has four major sectors (divisions) dealing with standards, employment, social protection and social dialogue.

<sup>5</sup> DWCPs lay out the 2-3 priority areas for action on employment-related issues. In most countries, these priorities include creating jobs that offer decent work and improving social protections for employed workers, including migrants employed inside or outside the country.

## **PURPOSE, SCOPE AND CLIENTS OF EVALUATION**

The purpose of this evaluation is to assess (1) the extent to which project goals or outcomes have been accomplished; and (2) how the project contributed to overall ILO strategies and priorities. The evaluation places a special focus on the relevance, effectiveness, impact, sustainability and efficiency of the project. It focuses on the project's contributions to:

1. the overall programme of MIGRANT and the migration-related outcomes and indicators in P&B documents
2. the promotion of the ILO's common principles of action, including contributing to a fair globalization, working out of poverty, advancing gender equality, implementing international labour standards, and expanding the influence of social partners via tripartism and social dialogue
3. the goals of the DFID-ILO PFA, including project-specific issues such as the relevance and strategic fit of the migration project, the validity of the project's design, and the impacts and sustainability of project outcomes. In addition, the evaluation considers the project's impacts on wider goals of the ILO PFA, including the development and implementation of DWCPs, implementation of a results-based management, and contributing to the One-UN approach to providing assistance in particular countries.

The evaluation covers the project period, November 2006-July 2009. It was prepared for the constituents and project partners in target countries and regions, the donor (DFID-UK), the ILO project management team, the ILO technical unit at Headquarters (International Migration Programme), ACTRAV, ACTEMP, ILO field offices and ILO technical units that are partners in the project implementation.

## **METHODOLOGY**

The methodology for the evaluation consisted of three major parts:

- examination of project documents, including workshop and mission reports, reviews of the ILO migration and good-practices databases, assessments of training and other materials produced by the ILO and project partners and a review of the forthcoming ILO book, *International labour migration: towards a rights-based approach*.
- interviews with stakeholders at the ILO and in particular countries, including analysis of country-specific DWCPs, national legislation and regulations, and materials produced by country offices and project partners in particular countries.
- monitoring of ongoing migration developments and policies at the national, regional, and global levels during the course of the evaluation.

The evaluation was conducted between June and September 2009 in accordance with ILO evaluation policy guidelines. A questionnaire was sent to stakeholders in eight countries, Sri Lanka, Nepal, Bangladesh, Pakistan, Zimbabwe, Mauritius, Tajikistan, and Brazil, as well as to ILO units and partners in the project; all of those asked provided comments. Stakeholders were interviewed in Geneva in July 2009 and in Sri Lanka, Bangkok, and Nepal in August 2009. I am very grateful to all those who generously provided their time and insights.

There was one previous review of the ILO LMPP project conducted by DFID in November 2007, an evaluation of two similar capacity-building projects, and an evaluation of the ILO's office-wide effort to promote a rights-based approach to managing migration.

## **PROJECT IMPLEMENTATION**

The project began in November 2006. This evaluation was conducted between June and September 2009, that is, after 2.7 years of work on what was planned to be a four-year project. A senior migration specialist with decades of experience was the project coordinator, and two migration specialists were employed over the course of the 2.7 years to assist in its implementation (a third specialist joined the project for its concluding four months).

MIGRANT's goal for the 2006-07 biennium was to help ILO constituents to "increase their participation in the formulation and implementation of effective rights-based and gender-sensitive policies and practices for the management of labour migration in line with the conclusions of the 2004 International Labour Conference."<sup>6</sup> The indicator to measure progress toward this goal is for at least 20 member states to "establish policies and programmes for the protection of the rights and equal treatment of migrant workers, and against their trafficking," up from 10 states in the 2004-05 biennium.

MIGRANT lacked the core staff resources to carry out these activities. The DFID-ILO PFA augmented MIGRANT resources to deliver policy and practical support in selected countries, develop good-practice profiles databases on migration, and conduct research and multilateral framework promotion activities. The PFA also supported the work of expert consultants, seminars and workshops, advisory services, and the production and dissemination of training and research materials detailed in the appendices.

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<sup>6</sup> Outcome 3b.2: Tripartite action on labour migration.

## EVALUATION FINDINGS

This section assesses the project in terms of the specific criteria and evaluation questions spelled out in the terms of reference (Appendix 1).

### 1. Relevance and Strategic Fit

This section evaluates the relevance and strategic fit of the LMPP project within MIGRANT. MIGRANT's global goals and priorities were defined by the 2004 ILC Resolution and the related Plan of Action for Migrant Workers. The 92nd Session of the International Labour Conference (ILC) in June 2004 adopted by consensus a "Resolution concerning a fair deal for migrant workers in the global economy" that included a seven-point Plan of Action for migrant workers. The components of the Action Plan are: 1) development of a non-binding multilateral framework for a rights-based approach to labour migration; 2) wider application of international labour standards; 3) support for implementation of the ILO Global Employment Agenda at national level; 4) capacity building, awareness raising and technical assistance; 5) strengthening social dialogue; 6) improving the information and knowledge base; 7) mechanisms to ensure ILO Governing Body follow-up.

The ILO Programme and Budget (P&B) outcome 3b.2 for 2006-07 called for "constituents [to] increase their participation in the formulation and implementation of effective rights-based and gender-sensitive policies and practices for the management of labour migration in line with the conclusions of the 2004 International Labour Conference." The ILO P&B outcome 3c.1 for 2008-09 was: "Increase member State capacity to develop policies or programmes focused on the protection of migrant workers."

The LMPP project interventions are clearly relevant to the implementation of P&B Outcomes and the ILO Plan of Action for Migrant Workers by MIGRANT and other ILO Units in Headquarters and the field. Its means of action aim to complement Office-wide migration activities relating to the Action Plan. The project's 2008-2009 targets for national-level outcomes have been defined as additional to MIGRANT's P&B targets for the same biennium.

The impact and sustainability of LMPP project activities were increased by linking them to regular budget and specially funded projects in other ILO units. Inserting gender-responsive and rights-based approaches to migration management into ongoing activities and building the capacity of ILO constituents ensures that the overarching goal of the LMPP project, respecting the rights of migrants, is achieved.

Given the close links between migration policy and other key dimensions of decent work, MIGRANT and the LMPP have strengthened collaboration with other ILO units at HQ and the field structure. Three noteworthy cooperative relationships highlight the project's success in promoting coherence (the "One ILO" approach):

1. ACTRAV
2. GENDER
3. ILO International Training Centre (ITC) in Turin

MIGRANT collaborated with GENDER to include migration as a theme in the Gender Equality at the Heart of Decent Work campaign, and worked with ACTRAV and ACTEMP on developing migration manuals. It worked with the ITC to develop and support a number of training programmes on labour migration.

In addition, the project supplemented other Technical Cooperation (TC) projects on migration carried out by ILO units in Headquarters and in the field. For example, two TC projects based in the Regional office for Asia and the Pacific covered the demands from constituents in East and Southeast Asia: ILO/UNIFEM/EC Asian Programme on the Governance of Labour Migration (2006-2009) and ILO/Japan Project on Managing Cross-border Movement of Labour in Southeast Asia (2007-2008) (RAS/05/M14/JPN). These projects aimed to promote the Multilateral Framework, expand data on migrant workers, develop a code of best recruitment practices, and increase social protection for migrant workers.

The LMPP project supported by DFID focussed more on South Asia, where there were more requests for technical assistance by constituents. An EU-supported project with similar goals, "Towards sustainable partnerships for the effective governance of labour migration" in the Russian Federation, the Caucasus and Central Asia (RER/06/03/EEC), got underway in 2008. The LMPP project promoted joint activities with the EU-supported project in Armenia and Tajikistan to support policies for engaging the diasporas in the development of these two countries, thereby enhancing the impacts of both projects. Spain supported two projects that got underway in 2008 in Latin America and Senegal to improve the management of labour migration, and initial consultation did not identify much scope for joint action. The LMPP project is working closely with the project "Extending social security to African migrant workers and their families", especially in Mauritius. Many other project activities complemented other migration activities and projects, often allowing more participants to attend capacity-building seminar or extending the reach of regular or extra-budgetary projects.

The LMPP project contributed to the implementation of DWCPs, which lay out the priorities for achieving decent work, established via tripartite consultations, to guide the delivery of ILO advisory and technical services. The project focused on countries that had included migration as a significant component of their DWCPs. In these countries, the project helped to facilitate the implementation of rights-based migration policies.

Project interventions clearly aimed to maximize the ILO's comparative strengths in promoting credible migration policies and practices and protecting migrant workers. The promotion of the Multilateral Framework on Labour Migration, particularly in cooperation with ACTRAV and trade unions, was a key accomplishment. In Asia and the Middle East, seminars and workshops were held to create awareness of migrant protection needs and their rights in collaboration with the trade union movement. Similarly most project interventions mobilised tripartite support, a unique strength of the ILO, such as the Southern Africa Capacity Building Workshop on Migration and Development held in Gaborone, Botswana in October 2007 to strengthen capacity of social partners. The project also interacted with the ILO International Training Centre in Turin to draw upon its experience in training and capacity building – an important component of the ILO Plan of Action.

The record on Delivery-as-one is mixed, similar to ILO's general experience. The project coordinator contributed significantly to the EC-UNDP Joint Migration Development Initiative during its formative stages, a good example of successful contribution to the Delivery as One mechanism. Similarly the project formulation process for the MDG Millennium Achievement Fund Thematic Window on Employment, Youth and Migration represents a successful collaboration, while project efforts to link up with other agencies in a pilot UN Reform country (Tanzania) did not succeed due to lack of support from the local ILO office.

The LMPP project contributed to the UN's Delivery as One mechanism despite several obstacles. First, most UN agencies work with governments, raising fears among some ILO constituent unions and employers that Delivery as One may compromise the ILO's tripartite governance structure. Second, migration is one of many ILO activities, while it is the major activity of IOM, a non-UN organization included in Delivery as One. This means that IOM rather than ILO is sometimes mentioned as the lead migration agency in a country even if ILO contributes substantially to migration work in terms of policy, administration, social security, and social dialogue among other issues, and is the only agency with a mandate to protect the rights of migrant workers. In several countries, including Sri Lanka and Zimbabwe, there was some tension between the ILO and IOM. Each agency attempted initially to provide policy advice on its own,

although in both cases agreement on a division of labour was reached. In other cases, a sister UN agency sometimes provided advice on migration without involving the ILO, resulting in policy advice that may, in the case of Nepal, erect barriers to the migration of women.

The ILO is a rights-based organization, seeking to encourage rights-based approaches to manage migration, while IOM provides services upon request to governments. The Evaluation found no evidence to conclude that the IOM used the Multilateral Framework on Labour Migration in its advisory services, even though the ILO considers the MFLM a tool to be used by all agencies to improve migration policies and practices. The ILO's natural partner in most countries is the Ministry of Labour, whereas IOM usually works with Ministries of Foreign Affairs, Interior, Home or Immigration—especially as these latter three are usually concerned with migration control issues. Some countries of origin have created separate ministries to “promote” foreign employment, which can complicate the effort to coordinate migration assistance services between the rights-based ILO and the service-oriented IOM. Many countries are not aware of the different approaches of the two organizations to make informed choices in the selection of partners, suggesting that the UN Resident Coordinator system needs to be proactive to ensure the One UN approach among all agencies dealing with migration. Donors also have a role to play in ensuring that all agencies respect the principle and spirit of cooperation and delivering as one.

Project leaders successfully coped with the issues that arose from competition and lack of coordination between agencies, but there is clearly room for better coordination of migration policy advice and capacity building activities within the ILO and between UN and related agencies.

## **2. Design Validity**

The project objectives were realistic in attempting to provide enhanced core support to MIGRANT, promote rights based approaches to managing migration and build up the role of the ILO as a knowledge base. The unique feature of this project as compared to other decentralised projects on migration was that it provided a direct link between the technical expertise of ILO MIGRANT and regional and country offices needing technical assistance. This proved very useful to support ILO country offices, particularly in Asia. The project built on existing frameworks and databases. For instance, the International Labour Migration (ILM) database had been in existence since 1998, but was not widely used. Project support enabled it to be integrated into the mainstream ILO labour statistics database, which ensured higher visibility and sustainability.

The outcome indicators were changed in the 2008-09 phase to allow better assessment of project impacts, especially in terms of meeting constituent needs at

the country level. Project design incorporated gender considerations and tripartite involvement: there has been gender equality in project management arrangements and gender balance in project activities and training programmes.

### **3. Project Progress and Effectiveness**

The ILO migration project had two phases. During Phase 1 (2006-07) the major activities included capacity building and research and data improvements, while Phase 2 (2008-09) activities included advisory missions, seminars with constituents, and the development of national migration policy frameworks.

#### **Objectives**

ILO planning documents set out three major objectives for the migration project:

1. Improve employer, government, and union capacity to regulate international labour migration in ways that protect migrants and promote development
2. Promote rights based approaches to labour migration based on principles and guidelines of the Multilateral Framework on Labour Migration
3. Ensure that ILO serves as a knowledge base on effective migration governance and protection of workers for ILO constituents and others

#### **Objective 1: Constituent Capacity Building for effective governance and regulation of labour migration**

The major means of action to achieve this objective was:

- Providing appropriate tools in the form of updated ILO manuals and training materials, supporting ACTRAV and ACTEMP to develop manuals on migrant workers for unions and employers, and migrant health care workers
- Conducting tripartite seminars on international labour migration that build the capacity of participants to protect migrant workers and promote decent work.

ILO MIGRANT, in conjunction with ACTRAV, promoted the development of model agreements between unions in countries of origin and destination to increase protections for migrants. The agreements ensure that migrants know before departure to whom they can turn for information and advice in the event of problems abroad and encourages cooperation between trade unions on a number of migrant protection issues. The agreements also encourage unions in both migrant-sending and migrant-receiving countries to urge governments to ratify and implement ILO conventions, follow the guidelines laid out in the Multilateral Framework, and use standard contracts for migrant workers that protect their rights. To date, the model agreement has been used as the basis for establishing bilateral agreements between Sri Lanka trade unions and those of

Bahrain, Jordan and Kuwait for protection of Sri Lankan migrant workers. It is too early to assess the impact of these agreements.

The LMPP project supported the production of a 6-section, 136-page training manual, "In search of decent work: Migrant workers' rights - A manual for trade unionists" (2008).<sup>7</sup> The Manual, which is user-friendly and includes exercises, explains the rights-based approach to migration governance, calls for migration policy to be formulated via "tripartite consensus" to ensure equal treatment for migrants, and to open wider legal channels for migrant workers in order to minimize irregular migration (2008, 3). In addition to promotion of the MFLM, the manual includes guidelines to persuade governments to ratify and implement ILO Conventions 97 and 143 and encourages social dialogue to remind governments that all ILO Conventions and Recommendations apply to all workers, including migrants. The manual, together with the cross-border agreements between unions, promises to enhance migrant rights.

Evaluations of ILO migration projects often report relatively little involvement of employers. The LMPP project took several steps to increase employer involvement by having regular consultations with ACTEMP and the IOE and supporting the production of a manual for employers and employer organizations that provides practical guidance to manage migrant workers in ways sensitive to the ILO's rights-based approach. The ACTEMP-IOE manual is likely to prove very useful to organizations such as Business for Social Responsibility that provide advice to employers on a wide range of labour issues, including the employment of migrant workers.

The project also supported a symposium of the East, Central and Southern Africa Employers' Organization (ECSAEO) on labour migration and harnessing Africa's talent for economic development in April 2009. The project reviewed global migration trends and the role of the Multilateral Framework to protect migrant workers in Africa. The ILO highlighted the role of employers in achieving the migration target for the ILO's Decent Work Agenda for Africa (2007-2015): "Three-quarters of all African States [should] have policies to ensure that migrant workers have regular, authorized status and are fully protected by the labour legislation of the host country by 2015."

The training course on International Labour Migration, held each year at the ILO International Training Centre in Turin since April 2007, promises to enhance the capacity of ILO constituents to protect migrant workers. The course, offered in

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<sup>7</sup> The version of the manual posted at [www.ilo.org/public/english/support/lib/financialcrisis/migration/index.htm](http://www.ilo.org/public/english/support/lib/financialcrisis/migration/index.htm) appears to be a scanned version that is very difficult to read on line.

English, French, and Spanish, highlights key ILO conventions and recommendations, the Multilateral Framework, and migrant-related issues such as gender equality and social security. The course has attracted staff of other international agencies (including IOM) and regional organizations such as the European Commission.

A second set of Objective 1 outcomes included reviews of labour migration laws and policies in particular regions and countries, conducting research and holding seminars on the links between migration and development, and providing technical advisory services that emphasize inclusion of labour migration in DWCPs, PRSPs, and other development plans. The project also assisted ILO constituents to deal with promoting brain gain and brain circulation policies to increase the contribution of returning migrants to development.

A MIGRANT review of 49 DWCPs that have been drafted and adopted found labour migration mentioned in 31 and set out as a priority in 15 (2008, 53);<sup>8</sup> another review found 21 references to migration in 32 final DWCPs, including 14 in which the reference to migration was substantive. MIGRANT also reviewed the migration components of DWCPs under development, conducted migration policy reviews in several countries, and provided advisory services to countries considering establishing migration units within Departments of Labour.

Perhaps the major accomplishment in capacity building and advancing knowledge was the National Labour Migration Policy (NLMP) formally adopted by the Sri Lankan government in April 2009 (see Section 6.1.1 below). The NLMP is an example of tripartite consultative processes that used priorities laid out in the country DWCP to improve protections for migrant workers. In the case of Sri Lanka, the Ministry of Foreign Employment Promotion and Welfare guided and development of and endorsed the national policy.

MIGRANT is providing similar support for the development of National Policies to improve migration management in Brazil, Nepal, and Pakistan with the support of the LMPP project. The usual procedure in such cases is to provide technical advice, encourage a tripartite process to agree on the most important principles of the policy, and help to draft the policy and win its formal acceptance. ILO support is critical for the implementation phase as well, which includes turning the policy into laws approved by national legislatures and regulations. Implementation requires time, knowledge, and patience to guide agencies reacting to well-known problems, and often wanting to improve

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<sup>8</sup> Countries select a maximum three priorities for inclusion in DWCPs.

projections for migrants, to an outcome that reflects ILO conventions and recommendations.

The LMPP project also aimed to mainstream gender concerns into ILO activities, including migration activities, and encourage member states and employer and union constituents to develop and implement gender-responsive migration policies. The MIGRANT unit has earned an excellent reputation for integrating gender issues into its activities (ILO EVAL, 2008). The workshops and seminars supported by the project included discussion of gender concerns in recruitment, remittances, and development, and often included a separate session on issues of concern to women, including domestic work. The project specifically supported the migration component of GENDER's campaign in December 2008 to highlight the need for equal rights and opportunities for both men and women who cross national borders to work.

### **Objective 2: Improve Protections and Promote Multilateral Framework**

For Objective 2, the concrete outcomes include implementing policies that improve protections for migrant workers and promoting reliance on the Multilateral Framework to guide migration policy making and implementation. The Multilateral Framework has been translated into nine major languages as of 2009, and the LMPP project supported efforts to distribute and promote it.

The Multilateral Framework includes a comprehensive set of migration practices that cover the entire spectrum from the 3 Rs of recruitment, remittances and returns to governance, the knowledge base, and sensitivity to particularly vulnerable groups. Promoting and implementing the Multilateral Framework is a continuing process. The LMPP project supported additional promotion and implementation efforts, but far more will be required, especially during global recessions when national labour priorities may shift to job preservation and job creation for local workers. In such cases, avoiding the forced displacement of migrants to open jobs for local workers can be a major accomplishment that protects migrants.

The Multilateral Framework does not set out priorities among the nine elements or the more numerous guidelines. An independent evaluation conducted by ILO-EVAL, noting that regional plans of action to promote the Multilateral Framework were "formulating their own priorities," warned that not setting priorities could potentially limit "progress towards implementation of the seven global Framework elements" (2008, 54). However, the Multilateral Framework is normally implemented at the national level, and specifying priorities globally or regionally may limit its flexibility and usefulness to develop and implement policies that increase the protection of migrants in particular countries.

The LMPP project played a critical role in winning recognition for the Multilateral Framework during the past three years. Overall, the project clearly accelerated awareness and acceptance of the Multilateral Framework.

Activities of the project that highlighted the Multilateral Framework include:

1. Trade union seminars in Southeast and South Asia
2. Trade union seminars in the Middle East.
3. A Southern and East Africa capacity building seminar on migration and development in October 2007;
4. A tripartite symposium in Dhaka, Bangladesh in July 2008 to highlight good practices to protect migrant workers, including improved regulation of recruitment, skills training, and a better infrastructure to protect women and increase the development impacts of migration. The LMPP project also supported a campaign led by NGO WARBE in Bangladesh to win ratification of ILO and UN Migrant conventions and to enhance understanding of the Multilateral Framework at the local level.
5. The first Gulf Forum on Temporary Contractual Labour in March 2008 in Abu Dhabi. In most Gulf oil exporting countries, a majority of private sector workers are migrants from Asian countries. NGOs have long been critical of the conditions of migrant workers in Gulf countries. Strikes and protests early in 2008 in response to rising food costs and a depreciating dollar prompted some migrant-receiving governments, including the United Arab Emirates and Kuwait, to request assistance from the ILO to develop a life-cycle approach to managing migration that better protects migrants. The ILO is providing advice to governments seeking to eliminate the Kafael or sponsorship system.<sup>9</sup>

In August 2009, the Bahraini government designated a government agency, the Labour Market Regulatory Authority (LMRA), as the sponsor of migrant workers in the country, a policy urged by the ILO to minimize abuse of migrants. The LMRA issues two-year work permits to foreigners that allow them to change employers with three months notice. Private employers urged a delay in freedom to change employers until 2010, saying that labour costs would rise. However, the Bahraini labour minister responded that freedom to change employers would reduce irregular migration and improve protections for workers, and predicted that Kuwait, Qatar and the UAE would adopt similar reforms in the next year or two.

The LMPP project also supported ongoing processes that aim to increase migrant protections, including the development of an ASEAN instrument for the

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<sup>9</sup> Having a citizen (kafael) guarantee and take care of a foreigner, including granting or withholding permission to leave the country.

protection of rights of migrant workers under the ASEAN Forum for Migrant Labour. In Bangladesh, the project supported the South Asian Migration Resource Network and WARBE to advocate better governance of migration and protection of migrant workers.

It is hard to evaluate the contribution of the project to specific instances of improved migrant protections since the focus is on policies and frameworks rather than direct intervention. Project activities clearly increased awareness of the need for gender-responsive policies that protect migrants, and increased awareness of the Multilateral Framework among stakeholders; they also led to pioneering international agreements between unions aimed at enhancing protections for migrants. The assessment of the ILO migration project's ability to enhance migrant protections is similar to the assessment of the overall project, viz, an investment has been made, significant progress is evident, and continued investment is likely to yield more progress at an accelerating pace.

### **Objective 3: Promoting ILO as a knowledge base on migration**

For Objective 3, the concrete outcomes include improving the ILO's online migration database in cooperation with other ILO units and international organizations. To ensure its sustainability, the migration database was converted to the ILO's LABORSTA format and maintenance responsibility transferred from MIGRANT to the Bureau of Statistics. The database is to be updated in odd years, e.g. in 2009 and 2011.

The database covers the resident population and employment by sex and migrant status (stock data) and flows of migrants by sex and sector and occupation. The data for the only online database on migrant workers are drawn from many sources, including the OECD, the UN, and national databases, and is widely quoted.

The second statistics project was the incorporation of a labour migration module in labour force surveys in selected countries. While conducting the ILO's International Labour Migration Survey in 2003, many governments requested technical assistance to improve their labour migration data. As a result, MIGRANT developed a migration module of questions added to national labour force surveys in Armenia, Ecuador, Egypt, and Thailand, generating useful and often first-time concrete results. If this module is used more widely, regular collection of labour migration data would be greatly improved since most countries carry out labour force surveys.

The LMPP project supported research, including presentations and papers prepared by project staff. These presentations often included a summary of the

provisions of the Multilateral Framework that aim to protect migrants, with a special focus on women and other vulnerable groups. Other important publications include those on temporary migration programmes and on integrating migration into development planning. The project's research component also provided support to the main research and publication programme of MIGRANT.

The senior migration specialist managing the LMPP project is a highly regarded migration economist widely respected by researchers. He contributed to many of MIGRANT's presentations to the ILO Governing Body, briefs for senior management, and ILO position papers on specific issues relating to labour migration. He also contributed to the flagship publication "International Migration: A rights based approach" and to international and regional forums, including the GFMD.

The world experienced its most severe economic crisis in a half century in 2009, with global economic growth shrinking, trade falling even more, and unemployment rising sharply. The ILO developed a special web site devoted to the global economic crisis, and a section of the site highlights labour migration (other sections dealt with gender, youth, and social security). The LMPP project contributed to this oft-visited site that includes an analysis of the likely impacts of the global recession on migrants.

The LMPP project supported an online database of best practices on topics ranging from seasonal worker programmes in Germany to social security portability and agreements between unions to protect migrant workers ([www.ilo.org/dyn/migpractice/](http://www.ilo.org/dyn/migpractice/)). Several of the best practices identified in the database are highlighted in this evaluation, including the NLMP in Sri Lanka.

Overall, the project supported the improvement and sustainability of the ILO's migration database, funded research aimed at highlighting ways in which the Multilateral Framework can enhance protections for migrants, and made contributions to global forums such as the GFMD. In addition, project resources helped to improve the ILO's response to protecting migrants during the 2008-09 global recession.

Perhaps the major impact of the project is growing awareness that MIGRANT has useful training materials, data and research, and advisory services, including policy advice. The ILO migration project increased the capacity of unions, employers, and governments to understand international migration and the Multilateral Framework's guidelines for optimal migration management, and the training materials developed have multiplier effects as they are used by those who have been trained with the support of the project.

As migration increases in scale, complexity, and controversy, national and regional efforts to improve migration management proliferate. By providing a reliable source of data, materials, and advice, MIGRANT has emerged as the most credible entity for fledgling organizations aiming to protect migrants and promote development.

**Table S1. Progress Toward Migration Programme Objectives 2006-2009**

SPECIFIC OUTCOMES	INDICATORS AND TARGETS	PROGRESS	ADDITIONAL INFORMATION
<b>COUNTRY LEVEL INTERVENTIONS</b>			
SO1: <i>Policy frameworks and programmes in place to support good governance and regulation of labour migration for decent employment of migrant workers, based on the ILO Multilateral Framework on Labour Migration guidelines and principles</i>	Number of countries in which ILO technical assistance, advocacy, training based on the ILO Multilateral Framework on Labour Migration led to the development or improvement of policy frameworks and programmes on labour migration.  Targets 2008: 1 country 2009: 2 countries	<b>2008:</b> Sri Lanka: National Labour Migration Policy adopted (endorsed by tripartite consultation Oct 2008)  <b>2009:</b> Pakistan: National Emigration Policy adopted (endorsed by national tripartite consultation in December 2008).  Brazil: Consensus on tripartite policy and advocacy agenda achieved, including recommendations to promote ILO Convention 111 and open a debate on the ratification of Convention 143	In total, 16 countries were provided with technical assistance based on the ILO MLFM over the course of the project. In addition, processes are under way to support policy development in 4 countries.  Tajikistan, Armenia: Contribution to the development of tools to engage the diaspora as part of wider State strategies  Nigeria: support to development of national migration policy and bilateral agreement being undertaken at government request;  Zimbabwe: Workshop to promote ILO migrant worker instruments and MFLM for migrant protection
SO 2: <i>Improved national protection programmes for migrant workers with</i>	Number of countries in which ILO technical assistance, advocacy,	<b>2008:</b> Mongolia: Law on Employment of Mongolian Citizens Abroad and Foreign Citizens in Mongolia	ILO overall technical support contributed to 5 ratifications of Convention 97 and

*special focus on women and vulnerable workers in line with the ILO's right based approach*

instruments and social dialogue have been instrumental in the development or improvement of national programmes and mechanisms for more effective protection of migrant workers

Targets  
2008: 1 country  
2009: 2 countries

**SO3:**  
*Expansion and dissemination of global knowledge on labour migration determinants and issues.*

Number of tools, instruments, data, research papers produced to assist stakeholders in developing or improving labour migration policy frameworks and programmes

**2009:**

Sri Lanka: Bilateral trade union agreements based on the MLFLM signed between Sri Lanka and Jordan, Bahrain and Kuwait.

Nepal: revision of Foreign Employment Act of 2007 to bring it in line with ILO instruments & international good practice – process underway.

Bahrain: Reforms to the sponsorship system (Kafeel system) for greater protection of migrants rights.

Brazil: Law for regularization of undocumented migrants (July 2009)

ILO MLFM translated into 5 national languages A FAQ based on the MLFM and standard presentation is expected to be completed by the end of 2009.

Online database on good practices in labour migration expanded to 47 practices.

ILM database integrated into the ILO's Labour Statistics database thus bringing together migration statistics with other decent work indicators.

Migration module added to national labour force surveys in Armenia, Ecuador, Egypt, and Thailand.

Web-based skills register for Armenia and Tajikistan for diaspora and return migrants focusing on sectors in demand.

ILO-ACTRAV Manual: "In search of decent work: Migrant workers"

five ratifications of Convention 143.

Pre-departure decision kits for health workers intending to migrate developed by Public Service International (PSI) distributed in 8 destination and origin countries.

Mauritius: Action plan for the negotiation of social security agreements in circular migration programmes developed by the Ministry of Social Security as a priority.

rights”

ILO-ACTEMP Manual: “Manual for Employers on Labour Migration and Employing Migrant Workers”

In collaboration with GENDER, materials for gender campaign theme on migration produced and distributed among internal (ILO field) and external stakeholders (approx. 2500 addresses). Materials continue to be in demand among gender network to be used as background materials for trainings and workshops.

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## **4. Efficiency of resource use and RBM**

The questions addressed in this section deal with the allocation of resources, and results-based management indicators.

The overarching goal of the LMPP project is to promote a rights-based approach to managing labour migration that protects migrant workers and ensures that migration promotes development. DFID support allowed the ILO to do more of what it was already doing, viz, respond to constituent requests for assistance to develop rights-based and gender-responsive migration policies, enlarge the knowledge base on migration and development, and promote the Multilateral Framework.

### **4.1 Resource allocation and utilization**

The project got off to slow start—it was launched almost a year late. This means that the first evaluation (Walker 2007) covered less than a year of work. This evaluation covers about 2.7 years of work of what was designed to be a four-year project. The first phase (13 months covering December 2006 to December 2007) received the same allocation as the two years in the second phase (2008-09). Since release of funds was dependent on periodic reviews by DFID, there were delays in the release of funds – a common feature in most donor-funded projects. Within the constraints of a slower-than-anticipated start due in part to late delivery of funds, the project used available resources strategically and efficiently. The shift of emphasis to the country level in the second phase also made increasing demands on the project budget.

The demand for ILO MIGRANT technical assistance services exceeds the capacity of the current staff. Project funds mitigated but did not eliminate the need for additional resources to reduce the gap between the demand for migrant advisory services and the capacity of the staff to supply them. The project cooperated with other TC projects, as in Central and Eastern Europe, and shared costs with ILO country programmes.

For example, in developing the Sri Lanka national policy on labour migration, resources were used efficiently to mobilize national expertise for five working group meetings involving stakeholders followed by a national tripartite workshop to validate the Policy. In both Pakistan and Sri Lanka, ILO and national experts cooperated efficiently with the support of the local ILO Office. The response to the Mongolian migration law also saw quite efficient coordination within the ILO.

Because the project was administered by one of the most experienced members of the Geneva-based MIGRANT staff, there were demands on his time to support other MIGRANT activities. Since one goal of the LMPP project was to increase the core capacity of MIGRANT staff, this use of project-staff time is an appropriate use of project funds.

#### **4.2. Application of results-based management**

The managers of the LMPP Project were committed to the success of the project and relied on results-based management to allocate resources. The most concrete evidence of the use of RBM was the shift from a global and regional approach to a country approach after the 2007 Comprehensive Review of the DFID-ILO PFA (Walker, 2007).

The International Migration Programme, including the LMPP project team, has been contributing to the results-based management (RBM) process in the ILO. MIGRANT prepared a summary report on the Implementation of the ILO Action Plan for Migrant Workers to be reviewed by the 301st Session of the ILO governing Body in March 2008, as stipulated in the 2004 ILC Resolution on Migrant Workers.<sup>10</sup>

The LMPP project was also sensitive to other evaluations by the Office and their implications for project implementation:

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<sup>10</sup> Implementation of the ILO Plan of Action for Migrant Workers , GB301/4, March 2008. [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_090601.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_090601.pdf) ; Summary of the discussion can be found at: Minutes of the 301st Session of the Governing Body of the International Labour Office, paras 74-97 [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_097016.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_097016.pdf)

a) The mid-term review of the LMPP project in January 2008 formed the basis for further improvements in project implementation. The project used results-based management to conclude, after the first evaluation (made less than a year after the project began), that it would be easier to measure outcome indicators at the national than the global level. In response, the project changed its priorities to the selected countries whose migration outcomes are discussed in the appendix, a successful use of RBM to improve the project.

b) There was an independent evaluation of ILO's strategy for the protection of migrant workers between 2001 and 2007 by EVAL<sup>11</sup> discussed by the GB during its 303rd Session in November 2008. Project staff contributed to the independent evaluation and review of the draft report. The outcomes and indicators of the migration policy sub-programme have been redefined in the context of the 2011-2015 Strategic Policy Framework, based on the findings and recommendations of the above reviews.

c) Evaluation of field technical cooperation projects. An independent cluster evaluation of two ILO technical cooperation projects on the governance of labour migration in Asia was carried out in 2008.<sup>12</sup> Another evaluation is the December 2008 evaluation of the Spanish-funded ILO TC project "Technical assistance to better regulate migratory flows from Senegal, Mauritania and Mali to Spain."

The LMPP project reviewed ongoing activities and decided to discontinue some when it was clear that desired results would not be achieved. For example, the project decided not to support a country labour migration module in 2009 given the limited results in Thailand and Ecuador. Another decision was not to repeat sub-regional seminars such as the Gaborone meeting in 2007 because of the difficulty in assessing the impacts.

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<sup>11</sup> ILO, *Independent Evaluation of ILO's strategy for the protection of migrant workers, 2001-2007*, Evaluation Unit, International Labour Office, October 2008, [http://www.ilo.org/wcmsp5/groups/public/--ed\\_mas/--eval/documents/publication/wcms\\_099573.pdf](http://www.ilo.org/wcmsp5/groups/public/--ed_mas/--eval/documents/publication/wcms_099573.pdf); Annexes. October 2008  
*Summary of the evaluation report for the 303<sup>rd</sup> Session of the GB*, [http://www.ilo.org/wcmsp5/groups/public/--ed\\_norm/--relconf/documents/meetingdocument/wcms\\_099425.pdf](http://www.ilo.org/wcmsp5/groups/public/--ed_norm/--relconf/documents/meetingdocument/wcms_099425.pdf)

<sup>12</sup> ILO, *Independent cluster evaluation of two ILO projects on the governance of labour migration*, Regional Office for Asia and the Pacific, ILO, Bangkok.  
The two projects are (1) ILO/UNIFEM/EC Asian programme on the governance of labour migration and (2) ILO/Japan Project on managing cross border movement of labour in Southeast Asia.

## **5. Effectiveness of management arrangements**

The project team was gender balanced, effectively monitored project activities and made corrections as needed. They clearly understood their roles and responsibilities in this capacity-building and rights-promoting project.

There were staffing discontinuities with the departure of project technical officers at crucial stages of the project. The first technical officer left in September 2007 and the second left in August 2009. Since the project ends in December 2009, the remaining months are crucial for consolidation of project activities and outputs and completion of the evaluation process.

Being located in MIGRANT, the project had access to support of the Director of MIGRANT and other staff.

## **6. Impacts and Sustainability**

The questions addressed in this section deal with project contributions and country-level impacts and sustainability based on questions under 4F in Annex 1.

It is very hard to answer many of the specific questions posed for this section of the evaluation, such as the project's impacts on MDG 1, halve the proportion of people living on less than \$1 a day between 1990 and 2015. While the project did not directly focus on poverty alleviation, migration over national borders can enhance the earning capacity of individuals, and the spending of remittances can accelerate development in migrant areas of origin. It is difficult to link specific project activities to trends in the number of people with very low earnings.

It is easier to answer questions about the project's impacts on migrant protections and governance, rights-based approaches to migration management, and sustainability. There were clear examples of project impacts on migrant protections and governance, as with Sri Lanka's National Policy (see Section 6.1.1. below). The project clearly injected the rights-based approach into the formulation of migration policies in many other countries, from Brazil to Zimbabwe. However, the major tribute to the project is its likely sustainability. Since the project involved unions, employers, and governments in the development of policy recommendations, stakeholder interests are reflected in the policies developed and are likely to be sustained.

### **6.1. Country Level and Other Impacts**

#### **6.1.1 Sri Lanka**

The ILO had one of its most significant country-level impacts on labour migration policies and practices in Sri Lanka, a South Asian country that has been sending workers abroad for over three decades. Some 250,000 SL workers

left in 2008 to fill jobs in foreign countries; the 1.8 million Sri Lankans employed abroad in 2008 were equivalent to a quarter of the 7.2 million employed in Sri Lanka.<sup>13</sup> Remittances were 316 billion SL rupees in 2008, about \$2.7 billion, almost as much as the value of garment exports and 2.3 times more than the value of tea exports.

Traditionally, half of the Sri Lankans going abroad were women headed to Gulf Cooperation Council countries such as Saudi Arabia to be domestic workers (the female share of deployments fell to 49 percent in 2008, but almost 90 percent of SL migrant women were leaving to be domestic workers). The National Policy for Decent Work (8/06) recognized their vulnerability to abuse, including non-payment of wages and poor working conditions. Additionally, over 70 percent of Sri Lankans leaving for foreign employment are classified as unskilled, prompting efforts to improve training so that more migrants can leave as skilled workers.

The SL government requested ILO assistance to develop a National Labour Migration Policy (NLMP) with three major elements: better governance and regulation of migration, more effective protection and empowerment of migrant workers, and enhanced development impacts of migration and remittances. A tripartite steering committee and three working groups were established under the direction of the Ministry of Foreign Employment Promotion and Welfare to develop recommendations in governance, protection, and development. The protection part of the policy covers pre-departure, employment abroad, and return and re-integration, while the development section outlines ways in which remittances and the return of skills can accelerate development. The resulting National Labour Migration Policy for Sri Lanka was endorsed by a national tripartite consultation in October 2008 and formally accepted by the SL government in April 2009.

The fact that national stakeholders developed the NLMP via a consultative process with the assistance of the ILO means that it reflects national needs, has local ownership, and is sustainable. The NLMP adheres to a rights-based approach and makes Sri Lanka the first Asian country to develop a labour migration policy based on the Multilateral Framework on Labour Migration.

The overall objective of the National Policy is “to advance opportunities for all men and women to engage in migration for decent and productive employment in conditions of freedom, dignity, security and equity.” Follow-up

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<sup>13</sup>SLBFE. 2009. Annual Statistical Report of Foreign Employment: 2008  
[www.slbfe.lk/article.php?article=51](http://www.slbfe.lk/article.php?article=51)

implementation activities include the creation of an inter-ministerial coordinating mechanism to improve policy coherence and four specific activities:

1. Creation of a database of potential and returned migrants in order to increase understanding of who wants to go abroad to work and what returned migrants are doing in SL. The MFEPW hopes to be able to check employer requests for SL migrants against the database, eliminating the need for the subagents who currently work with Colombo-based recruiters to find workers to fill specific jobs abroad. These subagents are not registered or regulated, and sometimes charge high fees while making extravagant promises to migrants who have never been abroad.
2. Improving the training system, a recognition that the certificates issued by diverse SL training institutions are often not recognized abroad. Training is to be done to international standards, and certificates are to be issued only to those who can meet international standards
3. Preparing a code of conduct for recruitment agencies and a model contract for migrant workers in an effort to improve protections for migrant workers
4. Reviewing the basic SL migration legislation, which has not been revised since 1985 (the chairman of the SLBFE is appointed directly by the President, and thus has a power base independent of the Minister of the MFEPW)

SL has signed five MOUs with migrant-receiving countries, and was able to use the National Policy to extract concessions that should improve protections for migrants. The MFEPW, for example, was able to use the National Policy framework to justify several requests made of the Jordanian government that should improve protections for garment workers and housekeepers. Similarly, because there was an MOU, the MFEPW was able to call on the Bahraini Ministry of Labour and resolve an issue affecting SL migrants.

Another major achievement in Sri Lanka was the signing of bilateral trade union agreements to enhance the protection of migrant workers. The agreements between Sri Lanka trade unions and unions in Bahrain, Jordan and Kuwait are based on the model agreement developed by ILO-ACTRAV with ILO migration project support; they were endorsed during a workshop in Amman, Jordan in December 2008 and signed during a workshop in Colombo, Sri Lanka in May 2009.<sup>14</sup> These trans-national union agreements include five key principles based on ILO conventions and the Multilateral Framework, and commit union

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<sup>14</sup>The union agreements are available at:

[http://www.ilo.org/dyn/migpractice/migmain.showPractice?p\\_lang=en&p\\_practice\\_id=32f](http://www.ilo.org/dyn/migpractice/migmain.showPractice?p_lang=en&p_practice_id=32f)

signatories to take immediate steps to promote the rights of migrant workers by encouraging social dialogue and including migrants in union activities.

The development of the National Policy also highlights the promise and pitfalls of cooperation with other agencies within a One UN framework. IOM, an inter-governmental organization outside the UN system, is a natural partner of ILO in migration activities. IOM Sri Lanka launched a parallel process to develop a labour migration strategy for the MFEPW, while the ILO worked with the same Ministry, employers, and unions on the National Policy. After consultations, an agreement was reached with the MFEPW under which the ILO developed the National Policy while IOM concentrated on a strategy to promote overseas employment.<sup>15</sup>

ILO-IOM tensions in developing national migration policies appear elsewhere as well. In Zimbabwe, IOM took the lead to develop a National Migration Management and Development Policy for the Ministry of Economic Planning and Investment Promotion. ILO did not have the opportunity to comment on the IOM-developed national plan until June 2009, shortly before the IOM-developed plan was formally approved by the government despite ILO warnings that there was no union and employer input in the formulation of the plan, and that the plan did not emphasize protecting migrants. However, despite the competition between ILO and IOM over the development of the national migration policy in Zimbabwe, ILO and IOM are cooperating to develop the Beitbridge Recruitment and Placement Office, an effort to make migration from Zimbabwe to South Africa legal.

### **6.1.2. Nepal**

Project activities in Nepal centred on helping a government recovering from a decade of conflict to develop a labour migration policy that protects migrant workers. The project supported several workshops, including one that brought unions from South Asian countries together to forge stronger links to protect migrants, another on the Korean Employment Permit System, and a third on the draft Foreign Employment Act in August 2009.

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<sup>15</sup> In August 2009, IOM gave MFEPW two training packages for SL workers going abroad to be housekeepers and care givers. The training courses are four (housekeeper) and six (care giver) months long, and provide graduates with certificates outside the established framework, which gives the Technical Vocational Education Commission authority to vet new training courses. The net benefits of such mandatory pre-departure training must weigh the opportunity cost of lost earnings and living costs while undergoing training in SL with additional earnings and improved protections for graduates abroad.

The number of migrant workers deployed from Nepal peaked at 249,000 in 2007/08 and fell to 217,000 in 2008/09. About 96 percent of the migrants going abroad in 2008/09 were men, and many are employed abroad as security guards, drivers, or labourers.

The major migration policy development was the formulation of a Foreign Employment Act and associated regulations in 2007. The process was led by UNIFEM - an agency primarily concerned with gender mainstreaming - with the support of the local DFID Office. It is not clear why the Nepalese Government accepted UNIFEM's assistance to develop the FEA, nor why UNIFEM did not consult with the ILO while helping to develop the new migration law. Similarly the Nepal UNDAF referred only to the lead UN agency, UNIFEM, in reference to migration activities in Nepal, but ILO is mentioned in the discussion of advocacy and awareness of the rights of migrants.<sup>16</sup>

The resulting draft Foreign Employment Law had a number of flaws as pointed out in the mission notes of the LMPP Project Coordinator following a March 2008 mission. The draft FEA had such detailed "safe migration" provisions aimed at protecting women that they may be effectively blocked from going abroad. These provisions were presumably motivated by reports of the abuse of Nepalese female domestic helpers abroad, especially in the Gulf countries.<sup>17</sup>

One analyst noted that in Nepal and other South Asian countries, there is often a sense that "men migrate and women are trafficked," meaning that problems for male migrants are treated as migration issues and problems for female migrants as trafficking issues (Khatri, 2009). UNIFEM involvement in drafting the FEA may have contributed to such a male-female distinction in the draft FEA, which prohibits Nepalese women from leaving the country to work in the informal sector abroad.

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<sup>16</sup>For example, a recent news report suggested that Nepalese guest workers in Gulf countries recruit Nepalese women to be domestic helpers, receiving payments of several hundred dollars and airline tickets from Gulf employers for each domestic helper recruited. There may be 10,000 domestic helpers among the 200,000 Nepalese in Saudi Arabia, and 5,000 among 300,000 Nepalese in Qatar. Renu Kshetry, "Women Use Porous Border Route With India to Gulf," Inter Press Service, August 26, 2009.

<sup>17</sup>For example, a recent news report suggested that Nepalese guest workers in Gulf countries recruit Nepalese women to be domestic helpers, receiving payments of several hundred dollars and airline tickets from Gulf employers for each domestic helper recruited. There may be 10,000 domestic helpers among the 200,000 Nepalese in Saudi Arabia, and 5,000 among 300,000 Nepalese in Qatar. Renu Kshetry, "Women Use Porous Border Route With India to Gulf," Inter Press Service, August 26, 2009.

The ILO's Multilateral Framework encourages "migration in security, dignity, justice and equity." The ILO's involvement in revising the FEA, as demonstrated by LMPP project support of and participation in the August 2009 workshop on the draft FEA, promises a revised FEA closer in line with the Multilateral Framework. The Nepalese government plans to appoint labour attaches in the major countries attracting Nepalese migrant workers, and has requested assistance from the ILO to train them.

In 2009, the Ministry of Labour and Transport Management (MoLPT) of the Government of Nepal requested ILO assistance to revise the Foreign Employment Act of 2007. The ILO provided detailed comments and suggested revisions on the FEA and advice on how to structure the new Foreign Employment Promotion Board. The LMPP project also sponsored a national tripartite workshop to review its suggestions and raise awareness on ILO's rights based approach to labour migration. The ILO's involvement in revising the FEA, as demonstrated by LMPP project support of and participation in the August 2009 workshop, promises a revised FEA more in line with the Multilateral Framework.

The Project also provided support to a National Workshop in August 2009 highlighting the Korea-Nepal labour migration programme. The ILO plans to provide assistance to train the labour attaches that the Nepalese governments plans to post in four countries with large numbers of Nepalese migrant workers.

In Nepal and many other countries, the impacts of capacity building to protect migrant workers may be apparent only over time. Many Nepalese migrate to Gulf oil-exporting states that require foreigners to have local citizen sponsors (kafeel) take responsibility for them; sponsors may grant or withhold permission to leave the country. The sponsorship system is widely believed to permit abuses of migrant workers; the ILO has been in the forefront of efforts to reform or eliminate it. The decision of the Bahraini government in August 2009 to abolish the kafeel system will enhance migrant worker protections.

## **6.2. Sustainability**

Sustainability had been built into project design in several ways, including the emphasis on building and strengthening constituent capacities; promoting local ownership and participatory approaches to develop and implement policies and programmes on international labour migration; producing of user-friendly and adaptable training manuals, guides and policy briefs; and building up partnerships with relevant stakeholders and ILO units and Offices.

Project support to DWCPs with a substantive migration component, as in Bangladesh, Nepal, Sri Lanka, ensured that migration-related activities will continue as part of the DWCP.

In Sri Lanka, the National Labour Migration Policy is owned locally and backstopped by the relevant Ministry. The Ministry of Foreign Employment Promotion and Welfare has pledged full responsibility to carry forward NLMP, and it will establish mechanisms for monitoring and reporting back on the implementation of the policy and the realisation of its objectives. In Pakistan, the ILO was a facilitator in the development and adoption of the National Migration Policy, a process with a high level of stakeholder involvement, ensuring a sustained commitment to support the policy. Ongoing reforms of foreign employment legislation in Nepal, Sri Lanka and Mongolia, with the support of local ILO offices, promise sustainability in these efforts as well. In Sri Lanka, some programmes have already been launched by the ILO-Colombo Office to support the implementation of the NLMP's Action Plan.

Migration focal points in the ILO field structure are to implement components of the ILO Action Plan for Migrant Workers and promote the MFLM. The LMPP project contributed to the organisation of the ILO Regional Training Course on Migration Strategies in Asia and the Pacific, 3-7 August 2009, for migration focal points in ILO offices in Asia, with the project coordinator making presentations on the MFLM. Another training course for migration focal points from all regions was conducted by MIGRANT and the ITC Turin during 21-24 September 2009.

In Asia, trade union leaders were trained on the MFLM to promote it in their home countries. The MFLM provides detailed guidelines to improve migration policies and practices in the particular context of countries, making it a practical tool. Moreover, trade union initiatives are supported by global and regional labour union networks for sustainability.

The project has also taken steps to ensure sustainability of its data collection activities to contribute to the global knowledge base on migration. The International Labour Migration (ILM) Database on migration statistics covering 94 countries is a flagship global product of the ILO. A major achievement was its updating and integration into the ILO's Labour Statistics database (LABOSTA) in 2008 (<http://laborsta.ilo.org/>) with LMPP project support. This integration ensures that it will continue to be updated by the Bureau of Statistics in collaboration with MIGRANT beyond the duration of the LMPP project. The labour migration module promoted by the project can be incorporated into national labour force surveys as part of their regular statistical data collection work. MIGRANT has the capacity to sustain the database on good practices based on the model of the existing anti-discrimination profiles database, but further support is required to ensure sustainability in the medium- to long-term.

## CONCLUSIONS, LESSONS, AND FUTURE DIRECTIONS

This evaluation focused on five questions:

1. How have LMPP project activities supported MIGRANT, including implementation of the Multilateral Framework on Labour Migration, improved rights-based and gender-responsive migration policies?
2. How did the LMPP project support country-level activities, especially the inclusion of migration in DWCPs?
3. How did the LMPP project fit with other ILO projects and programmes in particular countries and regions?
4. How did the project contribute to the UN “Delivering as One” scheme?
5. How did the project maximize ILO strengths in protecting migrants?

### Conclusions

International labour migration, which involves about 100 million of the world’s 3.2 billion workers, is likely to increase because of persisting demographic and economic differences between nation states at a time when globalization is allowing more people to learn about opportunities in other countries and travel to take advantage of them. The missing ingredient in the expanding labour migration system is the rights of migrants, which are very uneven in migrant-receiving countries. A major goal of the ILO is to reduce the gap between the human and labour rights set out in international Conventions (including those of the ILO) and national laws and the realities for many migrant workers.

The ILO is the conscience of the labour migration system, the international organization with the most experience, knowledge, and standards to narrow the gap between goals and realities for migrant workers. If the labour migration system is viewed as a fleet of super tankers in the middle of the ocean, some of which are veering off course, the ILO plays multiple roles, from providing guidance to the entire fleet to nudging some ships back on course to better protect migrant workers.

The project clearly improved MIGRANT’s ability to deliver advisory services on rights-based and gender-responsive migration policies and practices to ILO constituents. MIGRANT’s contributions are respected and appreciated by ILO partners, including governments. More important, the ILO has recognized the growing importance of migration by adding staff in Geneva and senior migration advisors in Asia and the Middle East. A strategy paper in preparation will lay out a plan to better coordinate the ILO’s efforts to promote rights-based and gender-responsive migration policies and practices throughout the world.

Specific accomplishments of the project include: adoption or revision of national labour migration policies; improved protection for migrant workers, improved

capacity of constituents for rights based migration policies and practice, improved visibility of the ILO and its rights based approach, strengthening complementarily between global policy and advocacy work with country focused activities and decentralized TC projects in different regions; promotion of coherence through active collaboration with other ILO units and interaction with ongoing RBTC, extra-budgetary and RBSA TC projects on migration; and engaging social partners for more effective policy and advocacy work on migration.

This assessment concludes that the LMPP project was a very good fit for MIGRANT and achieved many of the goals laid out in the PFA. In light of the project's goals, and in view of the concrete accomplishments, this evaluation concludes that the combination of (1) the growing importance of international labour migration and (2) the investments already made to strengthen MIGRANT justify continued support. Further investment promises the reward of more rights-based and gender-responsive migration policies that protect migrant workers and enhance the contributions of migration to development. The project also contributed to greater visibility of UK DFID role in making migration work for development.

Perhaps the major tribute to the effectiveness of the project is that requests for assistance have multiplied along with the ILO's reputation for providing useful services and advice. The fleet of migration super tankers is not in a uniform line, but as a result of the LMPP project, more super tankers are headed toward the goal of protecting migrant rights.

### **Lessons Learnt**

There are several lessons from the implementation of the LMPP project:

- The Project experienced some issues in regard to indicators to measure impact and progress. As noted above, the project shifted its focus from an initial strategy to support the global policy programme on labour migration to achieving impact through country level interventions. The country level outcome indicators defined in 2008 are not capable of capturing broader the policy and advocacy work at regional and global levels such as building up the global knowledge base on labour migration – an integral part of the original project. It is also difficult to assess the project's achievements in promoting the ILO as a knowledge base on migration, and it proved hard to measure the impacts of the project on the capacity of ILO constituents to better formulate and implement migration policies and practices that protect migrants and are gender responsive.

- The ILO needs to both facilitate the development of migration policies and support their implementation. Without support for implementation, well meaning policies can languish, which is why the project is supporting implementation activities, as in Sri Lanka. The absence of implementation activities in Pakistan suggests that if the ILO and all stakeholders had been involved in the policy development process from the beginning, implementation would have moved forward more effectively, highlighting the crucial role to be played by ILO field offices.
- The nature of international migration policy poses some difficulties in showing impacts from a time-bound project covering one or two years. Migration policy is a very sensitive area with a strong political dimension as states regard it as a central aspect of their sovereignty, and it can be a major electoral issue as well. Therefore, states have to balance different interests, and are slow to make changes in migration policy based simply on research or advice offered by international agencies or researchers although they may in principle agree with the rationale of such advice.
- Labour Ministries may not be the most important partners to effect changes in migration policy and practices. Many countries are establishing foreign-employment ministries, which means that ILO staff also have to reach out to non-traditional partners and rethink how social partners can be involved in migration policy development.
- ILO field offices are crucial actors to sustain project interventions and field staff need training on ILO perspectives on labour migration, the uses of the MFLM, and the comparative strengths of the ILO vis-à-vis other organizations. A good start has been made in Asia, and the models developed there can be adapted for other regions.
- The ILO needs a strategy for effective collaboration with other organizations in Delivery as One, including IOM. The ILO is committed to the Delivery as One or the One UN model at the country level. However, this can be complicated in migration, where the ILO needs to work with other agencies while not compromising its unique rights-based approach and its tripartite structure. There is a need to better engage with other development partners, especially the International Organization for Migration, a non-UN agency. ILO's experience working with IOM is uneven; there has been cooperation in some countries but not in others.
- There is need for greater coordination and coherence within the ILO on migration. The Programme and Budget Proposals 2010-2011 stressed this

point (Para 217): *“The main lesson learned from the implementation of the ILO programme in 2006–07 and 2008–09, technical cooperation projects and the Independent Evaluation of the ILO’s Strategy for the Protection of Migrant Workers 2001–07 is the need for more active collaboration within the Office in the area of labour migration.”* Decentralization has not been accompanied by better information exchange and coordination with MIGRANT with some TC projects not effectively promoting the rights based approach. The LMPP project stands out as a good-practice model in this respect given its success in effectively linking the mainstream HQ MIGRANT programme with field offices and programmes and thereby promoting synergies.

### **Future Directions**

The ILO strategy for its work on labour migration has been laid out in the 2004 ILC Resolution, the 2010-11 P&B Proposals and the Strategic Policy Framework, 2010-2015: *“The Office will help constituents improve rights-based labour migration policies emphasizing gender-responsive protection and integration. It will collaborate with other international organizations and monitor developments in international labour migration, identifying new areas and tools for its interventions.”*<sup>18</sup> By 2015: *“In at least 25 member States measures are in place to ensure that migrant workers are protected and that international labour migration is regular, responds to labour market needs in countries of destination and promotes development in countries of origin.”*

The ILO has modified its Programme and Budget proposals for 2010-11 to reflect the RBM and country-specific focus urged by the DFID-ILO PFA. The DG’s P&B proposals for 2010-11 include planned Outcome 7, “More migrant workers are protected and have access to productive employment and decent work. ”

The 2010-11 P&B document concludes that the main lesson learned from a review of MIGRANT activities is the “need for a more active collaboration within the Office in the area of labour migration.” (Para 217) The P&B guidelines call for the Multilateral Framework to be the “main tool of action,” and calls on MIGRANT to strengthen the capacity of ILO constituent unions, employers and governments to deal with recruitment and remittances, with a special emphasis on women. The P&B calls for further strengthening of the migration database, for the migration training course in Turin to be held at least once a year in several languages, and for more cooperation with other international organizations concerned with migration. These P&B Guidelines are fully consistent with the approach followed by the LMPP project in the past three years.

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<sup>18</sup> Strategic Policy Framework 2010–15: Making decent work happen , GB.PFA/304/2 , ILO, Geneva, March 2009. (rev)  
[http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_102572.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_102572.pdf)

There are several promising areas for further ILO work on migration, including:

- Providing support to richer developing countries or middle income countries to protect migrants and promote development by ensuring that the fastest-growing labour migration flows occur in ways that respect a rights-based approach to migration management. About half of the world's migrants, persons outside their country of origin a year or more, are in the labour forces of the generally richer migrant-receiving countries to which they move. These countries often adopt ad hoc responses to the growing phenomenon of labour migration. Helping richer developing countries such as Argentina, Brazil, Malaysia, and South Africa to manage labour migration in ways that protect migrants and promote development is crucial to ensuring that the fastest-growing labour migration flows occur in ways that mark a step forward in a rights-based approach to migration governance. The ILO is ideally positioned to encourage rights-based and gender-responsive migration policies via its Multilateral Framework on Labour Migration, and its capacity to do so should be strengthened.
- Poorer migrant-origin countries also need support. Development aid focuses on the poorest countries, most of whom send workers abroad. Governments in these countries often lack capacity manage the migration of their citizens seeking jobs in ways that protect migrant rights and are gender responsive. The LMPP project focussed on South Asia, with limited activities in other regions. However, poor countries in Sub-Saharan Africa need more support. ILO technical assistance is critical to such governments to develop the capacity to protect migrants. The ILO's Multilateral Framework on Labour Migration emphasizes that protecting migrants is both the right thing to do and can increase the impacts of migration on sending-country development. However, it is likely to take time for ILO activities to make measurable differences in the governance of labour migration in poorer migrant-sending countries.
- Work with regional economic communities to protect migrants. For example, regional agreements from ECOWAS to MERCOSUR include provisions to liberalize labour migration, and the ILO can help to ensure that the migration that occurs between these member countries respects the Multilateral Framework.
- Delivery as One can be enhanced by testing strategies in pilot countries. Delivery as One is complicated by the tripartite governance of the ILO, and is particularly complex in the case of migration. Testing strategies for

cooperating in pilot countries could help to make Delivery as One more efficient to improve protections for migrants.

Improving protections for migrant workers is a continuous task because managing the movement of workers over national borders, as Adam Smith observed in the *Wealth of Nations* (1776), is far more complex than moving goods or capital. Unlike commodities that cross borders, people want a voice in governing where they live and work, their intentions may change, and they can reproduce. There are no easy answers to how best to implement protections for migrant workers, but the ILO's rights-based and standards-setting approach is the keystone of the evolving international migration system.

## RECOMMENDATIONS

The LMPP project has improved MIGRANT's ability to deliver advisory services on rights-based and gender-responsive migration policies and practices to ILO constituents. These contributions are respected and appreciated by ILO partners, including governments, and the ILO has recognized the growing importance of migration by adding staff in Geneva and senior migration advisors in Asia and the Middle East. A strategy paper in preparation in summer 2009 should lay out a plan to better coordinate the ILO's efforts internally and externally to promote rights-based and gender-responsive migration policies and practices throughout the world.

It is inherently difficult to evaluate capacity-building, rights-promoting, and staff-improving projects, since their results are likely to be apparent only over time. The indicators available, including the rising number of ratifications of ILO and UN migrant worker Conventions, more tripartite dialogues that take a rights-based approach to labour migration, new and revised national and regional migration policies that reflect the rights-based approach, and numerous online references to the ILO's rights based approach and the Multilateral Framework on Labour Migration, suggest that the project has made good progress in achieving its goals.

1. Place a high priority on completing the office-wide strategy paper for *dealing with migration* as recommended by the ILO Governing Body in November 2008. This paper could emphasize that the ILO is the UN agency responsible for dealing with workers, including migrant workers, and that migration is a cross-cutting issue that needs better coordination, increased resources, and more visibility within the ILO. The ILO also needs to expand its technical assistance activities to meet the increasing

demands of countries for support in labour migration policy development, and legislation for good governance and protection of workers, as part of the overall decent work agenda and the DWCPs.

2. Promote the Multilateral Framework on Labour Migration among other international organizations with mandates on migration, using the Global Migration Group as a platform. A useful model is the Decent Work Toolkit being used by the international community to promote decent work in various countries. The ILO could encourage relevant agencies to endorse the MFLM as a tool to be used by UN agencies to protect migrant workers.
3. Encourage countries to establish priorities for action on labour migration using the Multilateral Framework as a guide. ILO MIGRANT can help countries to set priorities for short term, medium term and long term activities based on the principles and recommendations set out in the Multilateral Framework. This should also facilitate the measurement of outcomes. For example, ILO MIGRANT could work to ensure that migrant-origin countries organize regular intergovernmental meetings to discuss migration as well as meetings with social partners, and assess them by enumerating the number of countries that hold such meetings and evaluating their outcomes.
4. Work with regional economic communities to promote links between migration and development. To redress the imbalance across regions, it would be useful to collaborate with regional economic communities, especially in Africa (ECOWAS, EAC, SADC, CEMAC, etc). The scope for promoting labour mobility within these regional integration areas is good, and the ILO can promote development migration policies and practices in line with the MFLM. There is limited focus on South-south migration at present which however, may become much more important in the future with the emergence of super economic powers in the South such as Brazil, China, India, and South Africa. This would also complement the work of regional RBSA projects.
5. Improve methods for evaluating the impact of global migration projects, including:
  - Developing broader indicators to capture both country level impacts and the results of global policy and advocacy work on labour migration. The LMPP project shifted from an initial strategy to support the global policy programme on labour migration to a focus on

achieving impact through country level interventions. The country level outcome indicators were not capable of capturing broader policy and advocacy work at regional and global levels – an integral part of the original project.

- Developing methods to assess the impact of capacity-building activities. Tripartite workshops and seminars constitute a core component of ILO activities for translating global level Conventions and Recommendations into specific national contexts, yet it is difficult to measure to what extent these activities actually improved the capacity of constituents to elaborate rights based migration policies and practice, given the long term and political nature of migration policy development.
  - Developing methods to recognize and assess TC project contributions to regular ILO activities. The LMPP project aimed to strengthen the capacity of ILO MIGRANT staff to respond to Member states' needs. The project was managed by a senior migration specialist who continued to contribute to the regular policy and programme priorities of MIGRANT throughout the three year duration of the project. Project technical officers were also involved in MIGRANT's regular research and training activities, making it possible for regular MIGRANT staff (not directly supported by the Project) to undertake expanded work programmes. This support, anticipated in the original project document, should be acknowledged as an outcome of the LMPP project because it may not be adequately captured in the 2008-09 log frame and related outcome indicators which pertain only to country-level outcomes.
  - Involving recipients of project support in ongoing monitoring of results. This includes both ILO regular budget staff in HQ who benefited from the project's core support contributions and TC field projects and regular field office staff who engaged in joint activities with the LMPP project. Evaluations done near the end of such projects often occur as project staff are moving on to other projects or jobs. For this reason, it is important that monitoring occurs on an ongoing basis. In this way, recipients of project support can be thinking of concrete indicators that measure how their activities have helped to achieve these goals.
6. Negotiate for the continued inclusion of migration in the next DFID-ILO PFA. International migration and issues of governance, protection and development will continue to be high on the global policy agenda in the foreseeable future. The LMPP project was a very good fit for MIGRANT

and achieved the major goals laid out in the PFA. In view of its continuing importance on the global policy agenda and concrete accomplishments, continued support for MIGRANT promises the reward of more rights-based and gender-sensitive migration policies that protect migrant workers and enhance the contributions of migration to development. The investments already are poised to generate ever more returns with continued support because of the lessons learned in the project, such as linking HQ expertise quickly to country requests for assistance to develop national migration policies.

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**Independent Final Evaluation of  
ILOProject GLO/06/57/UKM  
Effective Action for Labour Migration Policies and Practice  
Period Covered: November 2006 - July 2009**

**ANNEXES**

## **Annex 1. TORs for Independent Evaluation**

### **INDEPENDENT FINAL EVALUATION OF THE PROJECT *EFFECTIVE ACTION FOR LABOUR MIGRATION POLICIES AND PRACTICE***

#### **TERMS OF REFERENCE**

**Project code: GLO/06/57/UKM**

**Donor: Department for International Development of the United Kingdom (DFID-UK)**

**Project budget: US\$ 2,652,078**

**Project duration: November 2006- December 2009.**

**Implementing agency and unit: International Migration Programme of the International Labour Office (ILO-MIGRANT)**

**Geographical coverage: Global**

**Evaluation dates: 1 July to 15 September 2009**

**Date of preparation of TORs: June 2009**

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

The ILO plans to conduct an independent final evaluation of the project “Effective Action for Labour Migration Policies and Practice” (hereafter referred to as the ILO project on labour migration) which forms one of the four global policy programmes supported by the DFID (UK)-ILO Partnership Framework Agreement (2006-2009).

The terms of reference for the evaluation have been prepared in line with the ILO’s guidelines in the 2006 ILO PARDEV Technical Cooperation Manual Version 1 and the ILO’s evaluation framework, endorsed by the Governing Body in November 2005 (GB.294/PFA/8).

The project evaluation will address the extent to which the project objectives have been met and also try to assess how the project outcomes have contributed to the overall ILO’s P & B strategic objectives and the DWCP priorities.

The Evaluation covers two biennia – 2006-07 and 2007-09. The corresponding operational strategic objectives are slightly different for the two biennia. The P&B 2006-07 Outcome 3b.2 reads as follows: *Constituents increase their participation in the formulation and implementation of effective rights-based and gender-sensitive policies and practices for the management of labour migration in line with the conclusions of the 2004 International labour XXX.* The P&B 2008-09 Immediate outcome 3c.1 states: *Increase member State capacity to develop policies or programmes focused on the protection of migrant workers.*

## **2. Background and context**

The ILO, the UN specialized agency on labour issues, has been dealing with labour migration since 1919. It has pioneered international Conventions to guide migration policy and protection of migrant workers. All major sectors of ILO - standards, employment, social protection and social dialogue - work on labour migration within its overarching framework of ‘decent work for all’. ILO adopts a rights-based approach to labour migration and promotes tripartite participation (governments, employers and workers) in migration policy. It provides advisory services to member states, promotes international standards, provides a tripartite forum for consultations, serves as a global knowledge base, and provides technical assistance and capacity-building to constituents.

In recent years, international migration has emerged as an important issue on the international policy agenda. Recognising the increasing importance of the international movement of workers, the ILO convened a General Discussion on Migrant Workers at the 92<sup>nd</sup> Session of the International Labour Conference (ILC) in June 2004. The discussion focused on the current issues and challenges of labour migration with a view to guiding future ILO action. The main outcome of the discussion was the adoption by consensus of the “Resolution concerning a fair deal for migrant workers in the global economy”. The Resolution represented the collective voice of governments, workers and employers' organisations – the three parties with the most important stakes in a better migration order. It also contained a Plan of Action (PoA) for migrant workers covering seven areas. The ILO Multilateral Framework on Labour Migration (MFLM) was the centrepiece of this Plan of Action, which presents non-binding principles and guidelines for a rights based approach to labour migration and endorsed by the ILO’s Governing Body, at its 295<sup>th</sup> session in March 2006.

The ILO labour migration policy programme was included in the 2006-09 PFA following initial discussions with the DFID Migration Team and MIGRANT. In particular, MIGRANT had indicated the lack of core staff capacity to carry out some of the mandate emanating from the ILC 2004 Resolution and the MFLM. The PFA recognized that there was no current “regular budget” capacity in ILO to manage delivery of advisory services and cooperation activity. It was meant to support ILO actions to: (a) deliver policy and practical support to constituent countries; (b) develop 'labour migration good practice profiles' and global databases on labour migration statistics and; (c) execute specific research and framework promotional activities.

Although the project was expected to cover two biennia (2006-07 and 2008-09), it was November 2006 when the PFA was signed and funds were released for project activities. The project started in December 2006 with the recruitment of international staff.

The project had three immediate objectives: increasing the capacity of constituents for effective governance and regulation of labour migration as an instrument of development, promotion of the ILO Multilateral Framework on Labour Migration, and promoting ILO’s role as a knowledge base on international labour migration through expanding databases on migration statistics and good practice profiles. The project strengthened core staff capacity of the International Migration programme, and ILO advisory services, advocacy and research activities on labour migration in line with above objectives. The emphasis of the project was on the promotion of rights-based approaches to labour migration, with standards, gender and tripartism as cross cutting themes.

Thus, the ILO project on labour migration has contributed to the implementation of the above mentioned Plan of Action for migrant workers and dissemination of the guidelines and principles of the ILO Multilateral Framework on Labour Migration, through: i) increasing the capacity of constituents for effective governance and regulation of labour migration as an instrument of decent employment and development; ii) improving protection of migrant workers in line with the ILO’s rights based approach; iii) and promoting ILO’s role as a knowledge base on international labour migration.

Another significant development was the change in project outcomes and indicators in the current biennium (see Doc 7, Annex 2) following the PFA review in early 2008. Two Outcomes were defined: 1) National policy frameworks and programmes supporting good governance and regulation of labour migration for decent employment of migrant workers and development; 2) Improved national protection programmes for migrant workers focused on women and other vulnerable migrant workers in line with the ILO’s rights based approach. The indicators emphasised country level outcomes given the emphasis on showing impact from the previous focus on core support for the global knowledge base and rights based approach.

A brief account of major progress by outcomes is available in annex 1 of these Terms of Reference (to be attached).

The ILO-DFID project on labour migration is located in the International Migration Programme, ILO Geneva Headquarters. The project team consists of a senior migration specialist and an international migration specialist coordinating all activities, under the overall supervision of the Director of the ILO International Migration Programme. In addition to project work, the project team has been providing regular technical support to mainstream programmes of the International Migration Programme.

### **3. Purpose, scope and clients of the evaluation**

**Purpose:**

The purpose of the evaluation is to assess the extent to which the project has achieved its immediate objectives with special focus on its relevance, effectiveness, impact, sustainability and efficiency. It is also expected to provide feedback for the joint final evaluation of the overall ILO-DFID Partnership Framework Agreement scheduled for late 2009.

Based on the assessment, the evaluation will also highlight lessons learnt from the project and draw up recommendations on how to better address the ILO's migration strategies to meet the constituent needs.

**Scope:** The evaluation will cover the full project period from the commencement up to the time of evaluation (November 2006 - July 2009)... Key evaluation questions should take into consideration the project's contribution and constraints and difficulties encountered in the following areas:

- Contribution of the project to the overall programme of the International Migration Programme and to migration-related P&B outcomes and indicators;
- Contribution of the project to promotion of the ILO common principles of action: contributing to a fair globalization, working out of poverty, advancing gender equality, implementing international labour standards, and expanding the influence of social partners, social dialogue and tripartism.
- Contribution to achieving the wider goals of the ILO-DFID PFA: support to DWCP priorities; support to UNDAFs, PRSs and Joint Assistance Frameworks, and MDGs including 'Delivering as One'; and the extent to which the project applied results based management (RBM).
- Performance in integrating labour standards, especially conventions 97 and 143 as well as the MFLM into programming, advocacy and knowledge management aspects of the activities, and ILO's efforts to enhance the capacity of ILO constituents to accord migrant workers equality of opportunity and treatment.

**Clients:** The principal clients for this evaluation are: the constituents and project partners in target countries and regions, the donor (DFID-UK), ILO project management team, the ILO technical unit at Headquarters (International Migration Programme), ACTRAV, ACTEMP, ILO field offices and ILO technical units which are partners in the project implementation.

#### **4. Evaluation framework and key issues to be addressed.**

The evaluation should address the Overall ILO evaluation criteria defined in the *ILO Guidelines for Planning and Managing Project Evaluation*. The following key questions are meant as a guide to the Evaluator for information gathering and analysis and related conclusions, recommendations and identify lessons learnt and good practices. The Evaluator can modify or drop some questions which may not be of high relevance to the project in consultation with the Evaluation Manager. Any other information and questions that the Evaluator may wish to address may be discussed with the Evaluation Manager.

##### **A. Relevance and Strategic fit**

- How does the project contribute to the global goals and priorities of the International Migration Programme as stated in the 2006-09 P&B strategic objective and outcomes and indicators?

- How do the project's objectives and means of action align and support the implementation of the Plan of Action for Migrant Workers and the application of the ILO Multilateral Framework on Labour Migration?
- The contribution of ILO's approach to supporting migration issues and outcomes in DWCPs and to national and UN country planning frameworks.
- How well has the project complemented and fitted in with other ILO projects/programmes in the country or countries of intervention and in the region?
- Have the project interventions been designed to maximize ILO's comparative strengths in the field of migration?

#### **B. Validity of design**

- Assess to what extent the project objectives/outcomes were realistic;
- Were the immediate project objectives guided by the ILO's global priorities and objectives including the Plan of Action for Migrant Workers? Have they been adapted to respond to the changing environment?
- How appropriate and useful have been the indicators described in the project document in assessing the progress of relevant means of action?
- Have the means of action been responsive to the needs of the national constituents?

#### **C. Project progress and effectiveness**

- Has sufficient progress towards the planned objectives been made? Will the planned objectives likely be achieved upon completion?
- Have the quantity and quality of the outputs produced so far been satisfactory?
- Are the stakeholders and in particular social partners using the outputs produced?
- What can be identified as areas of success in project interventions? What factors have contributed to this success?
- In which areas do the interventions seem to have had least success? What have been the constraining factors and why? How can these be overcome?

#### **D. Efficiency of resource use**

- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?
- Have resources been used efficiently? Have activities supporting the strategy been cost-effective
- Have the funds and activities been delivered in a timely manner?
- Have the resources allocated adequate to achieve the targets and indicators at national, regional and international levels?

#### **E. Effectiveness of management arrangements**

- Was there adequate technical, programmatic, administrative and financial backstopping from project management?
- Did the project management structure facilitate good results and efficient delivery?
- Was there a clear understanding of roles and responsibility by all parties involved particularly key stakeholders, country level partners (MIGRANT at ILO HQ, relevant Regional, Sub-regional and Country ILO Offices, relevant COs, other ILO MIGRANT TC projects)?
- Are the project management capacities adequate? Was the Project Team able to achieve a proper balance between supporting mainstream activities of the International Migration Programme and project-specific responsibilities?

- Is the project management gender balanced?
- Has the project been effective in monitoring implementation progress, and adopting corrective measures to address problems as they emerged?

#### **F. Impact and Sustainability**

- Can observed changes towards improved labour migration governance and protection of migrant workers (in attitudes, capacities, institutions, laws, policies, procedures etc.) be linked to the project's interventions?
- Have the project activities made a significant contribution to creating awareness of rights based approaches and protection of migrant workers in the targeted countries?
- To what extent were sustainability considerations taken into account in the execution of project activities?
- Has the capacity of implementing partners been sufficiently strengthened to ensure sustainability of achievements beyond the project phase?
- Should there be some sort of a continued means of action on labour migration to consolidate achievements?
- How will ILO field specialists and other ILO initiatives continue to support the work and the ILO partners to ensure sustainability?

### **5. Main outputs of the evaluation**

The main outputs of the evaluation are: -

- First Draft of the Project Completion and Evaluation Report (by August 14, 2009)
- Final draft of Project completion and Evaluation Report incorporating comments received (by September 11, 2009)
- Evaluation summary (according to ILO standard template. See Annex 3) (by September 18, 2009)

The final report should conform to the following outline:

- Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of Evaluator(s), date of submission of Evaluation Report).
- Abstract
- Brief background on the project and its logic
- Purpose, scope and clients of evaluation
- Methodology
- Review of implementation
- Presentation of findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Lessons Learnt
- Possible future directions
- Annexes

### **6. Methodology**

The following is the suggested methodology, which could be modified by the Evaluator if considered necessary for the review/evaluation process and in accordance with the scope and purpose of the evaluation. This should be done in consultation with the Evaluation Manager.

- Desk review: consultation of project documents, records, progress reports, web links, and other research and policy papers produced under the project, and by MIGRANT and other ILO Units;
- Series of interviews with stakeholders:
  - ILO specialists: MIGRANT, and other relevant HQ Units, CTAs of relevant ILO Projects on labour migration and other staff, Specialists of SROs, Directors of ILO, ILO ACTRAV and ACTEMP, ILO CODEV, ILO GENDER.
  - ILO constituents in target countries during field visits: Sri Lanka and Tajikistan;
  - Other development partners including staff of international development agencies and IOM
  - Direct recipients and beneficiaries of the projects at the country level.

**Suggested key stakeholders to be interviewed:**

	Government	Workers	Employers	ILO staff	Other concerned agencies including UN	Beneficiaries	NGO	Methods
Sri Lanka	X	X	X	X	X	X	X	Visit and meet
Nepal	X	X	X	X	X			Email questionnaires / Phone interview
Bangladesh	X	X	X	X	X	X	X	Email questionnaires / Phone interview
Pakistan	X	X	X	X	X			Email questionnaires / Phone interview
Zimbabwe	X	X	X	X	X			Email questionnaires / Phone interview
Mauritius	X	X	X	X	X			Email questionnaires / Phone interview
Tajikistan	X	X	X	X	X	X	X	Visit and meet
Brazil	X	X	X	X	X	X	X	Email questionnaires / Phone interview
IOE						X		Face to face interviews
ITUC						X		Face to face interviews
PSI						X		Face to face interviews
ACTRAV (HQ)				X				Face to face interviews
ACTEMP (HQ)				X				Face to face interviews
MIGRANT (HQ)				X				Face to face interviews

GENDER (HQ)				X				Face to face interviews
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- Email questionnaires to key stakeholders in target countries which cannot be visited due to time and budget constraints
- Filed visits to selected countries, to meet and interview with key stakeholders. Since it is not possible to visit all target countries due to time and budget constraints, Sri Lanka and .... are selected as representative countries in terms of the impact of the ILO Project on labour migration for the following criteria:
  - Priority assigned to labour migration in national development plans and DWCP priorities.
  - Importance of ILO project interventions and impact;
  - Tripartite engagement in project interventions.
  - Commitment of national authorities to sustain the initiative.

**Source of Information:** Sources of information and documentation that can be identified at this point:

- Project documents
- All progress reports
- ILO multilateral framework on labour migration and its various translations
- ILO Plan of Action for Migrant Workers
- Independent Evaluation of the ILO Strategies for the Protection of migrant workers, 2001-2007
- Programme and Budget Proposals, 2006-07 and 2008-09
- Relevant Decent Work Country Programmes
- Media reports
- Other key relevant publications and research

The Evaluator will have access to all relevant materials. To the extent possible, key documentation will be sent to the Evaluator in advance.

## 7. Management arrangement, work plan and time frame.

**Management arrangements:** The Evaluation Manager is responsible for the overall coordination, management and ensures follow up of this evaluation. The manager of this evaluation is Mr. Tharcisse Nkanagu, Coordinator country operations for Africa, Social Security Department at the ILO Headquarters, whom the Evaluator reports to. EVAL will provide support to the evaluation process and does quality control of the process and of the report.

**Evaluator's tasks:** The evaluation will be conducted by an external independent evaluator responsible for conducting a participatory and inclusive evaluation process. The external evaluator will produce the evaluation outputs listed above based on the methodology outlined above.

**The tasks of the project team:** The team will provide logistic and administrative support to the evaluation throughout the process.

- Ensuring project documentations are up to date and easily accessible;
- Provide support to the Evaluator during the evaluation mission.

***Proposed work plan and timeframe:***

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Preparation of the TOR	Evaluation Manager/ Project Team	1 June 2009
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	22 - 26 June 2009
Finalization of the TOR	Evaluation Manager	26 June 2009
Approval of the TOR	EVAL at ILO HQ	29 June 2009
Selection of consultant and finalisation of its contract	Evaluation Manager/ EVAL	3 July 2009
Draft mission itinerary for the Evaluator and the list of key stakeholders to be interviewed	Project team	6 July 2009
Ex-col contract based on the TOR prepared/signed	Project team	10 July 2009
Brief Evaluators on ILO evaluation policy	Evaluation Manager	16-21 July 2009
Evaluation desk review, interviews and missions	Evaluator	22 July- 14 August 2009
Drafting of Evaluation Report and submitting it to the EM	Evaluator	14 August 2009
Sharing the draft report to all concerned for comments	Evaluation Manager	19 August 2009
Consolidated comments on the draft report, send to the Evaluator	Evaluation Manager	4 September 2009
Finalisation of the report	Evaluator	14 September 2009
Review of the final report	EVAL	14-18 September 2009
Submission of the final report to EVAL and CODEV	Evaluation Manager	18 September 2009

Travel schedules, means of transport are subject to prior arrangement with ILO

## **Annex 2. Persons and Organizations Interviewed**

### **Geneva**

#### **EVALUATION MANAGER**

Tharcisse Nkanagu

#### **MIGRANT**

Ibrahim Awad

Gloria Moreno Fontes (tel)

Samia Kazi Aoul

Azfar Khan

Christiane Kuptsch

Céline Peyron

Patrick Taran

Piyasiri Wickramasekara

#### **ACTRAV**

Luc Demaret

#### **ACTEMP**

Rafael Gijon

#### **IOE**

Frederick Muia

#### **DECLARATION**

Beate Andress

#### **GENDER**

Adrienne Cruz

#### **NORMES**

Shauna Olney

#### **STAT**

Elisa Benes

Oana Ciobanu

Valentina Stoevska

#### **PSI**

Geneviève Gencianos

EVAL  
Luis Zegers

PARDEV  
Giorgia Muresu

**ILO Bangkok**  
Rakawin Leechanavanichpan  
Thetis Mangahas

**Sri Lanka**  
Niel Buhne, UNDP  
Ramani Jayasundere, NMLP Process Manager  
Shantha Kulasekara, IOM  
Mangala Randeniya  
LK Ruhunage, SLBFE  
Sunil Sirisena, MFEPW  
Tine Staermose, ILO  
Pramo Weerasekera, ILO  
Eight members of Implementation Advisory Committee

### **Annex 3. Questionnaire**

The questionnaire below was sent to designated stakeholders in eight countries with a DRAFT summary of migration patterns and project activities in the country. Stakeholders were asked to answer the questions posed below, correct errors and omissions in the draft, and provide any other relevant information. All responded except for Mauritius.

### **Evaluation of Effective Action for Labour Migration Policies and Practice--Bangladesh**

Independent Final Evaluation of  
ILO Project GLO/06/57/UKM

#### **Effective Action for Labour Migration Policies and Practice Questionnaire for stakeholders**

August 4, 2009

I am conducting an independent evaluation of the ILO **Effective Action for Labour Migration Policies and Practice** project for the November 2006-July 2009 period. I would appreciate your help to answer the questions below; the timeline is short, and I would be grateful for your response by August 14.

The purposes of the ILO project are to:

1. Increase the capacity of ILO constituents--unions, employers and governments--to effectively manage labour migration in ways that foster decent employment of migrant workers as well as development in migrant countries of origin
2. Improve protection for migrant workers by winning wider recognition of the ILO Multilateral Framework on Labour Migration and
3. Expand the capacity of core ILO staff to promote rights-based approaches to managing labour migration, improve the international labour migration database, and generate good practice migration-management profiles

The ILO rights-based approach to managing migration, laid out in the Multilateral Framework, emphasizes dialogue and cooperation between employers, governments, and unions to protect migrant workers, promote decent work, and ensure that migration contributes to development. The ILO provides advisory and educational services to its constituents, develops best practice profiles and data, and urges implementation of the Multilateral Framework on Labour Migration. Specific activities include capacity building to improve labour migration regulation and governance via workshops and training materials, drafting and commenting on national labour migration legislation and policies, and working with partners to promote equal treatment and improved protections for migrant workers.

The specific evaluation questions fall into three categories below:

- How did the project support country-level activities, especially the implementation of migration in the Bangladesh DWCP and the UN's "Delivering as One" scheme?
- How did the project interact with other ILO projects and programmes in Bangladesh, promote the multilateral framework, and generate better migration data and best practices?
- How did the project maximize ILO strengths in protecting migrants?

I realize that these questions are somewhat broad, but would be grateful for specific examples of the (1) impacts of project activities and (2) their sustainability that can be highlighted in the report. To refresh your memory, below is a summary of activities that I prepared based on project-related documents provided to me. Please correct errors and omissions, and comment on the impacts and sustainability of outcomes.

Thank you very much, and I look forward to hearing from you before August 14, 2009.

**Bangladesh**

Shahabuddin Khan  
Sayed Saiful

**Brazil**

Paulo Sergio de Almeida

**Mauritius**

Pournimah Lukkhoo  
Raffick Seegoolam

**Nepal**

Shengjie Li  
Nita Neupane

**Pakistan**

Manzoor Khaliq

**Tajikistan-Armenia**

Nilim Barauh

**Zimbabwe**

Rajendra Paratian

## Annex 4. Log Frame, ILO Migration Project

### PART III: Global policy and advocacy work, particularly in the areas of Forced Labour, Labour Migration, Social Security and Cooperatives in Africa (June 2009)

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs and Activities
10	<b>Labour migration is managed to foster protection and decent employment of migrant workers</b>	10.1 Number of countries in which ILO technical assistance, advocacy, data, training, tools or methodologies based on the ILO Multilateral Framework on Labour Migration lead to the inclusion of migration issues in DWCP priorities, and/or the development or improvement of policy frameworks, programmes and other mechanisms for governance of labour migration.	Number of member States that apply ILO technical assistance to develop labour migration policies that reflect the principles, guidelines or best practices of the Multilateral Framework: P&B Target 5 member States	End 2008: 1 country (additional to the 2008-09 P&B target)  End 2009: 2 countries (additional to the 2008-09 P&B target)	Changes in national policy frameworks and programmes are introduced, supporting good governance and regulation of labour migration for decent employment of migrant workers (Sri Lanka, Pakistan, Brazil, Armenia, Tajikistan, Zimbabwe and other countries)
		10.2 Number of countries in which ILO technical assistance, advocacy, instruments, and tools and social dialogue have been instrumental in the development and/or improvement of programmes and mechanisms for more effective protection of migrant workers, especially women and vulnerable migrant workers.	Number of member States that apply ILO technical assistance to develop labour migration policies focused on the needs of women and other vulnerable migrant workers: P&B Target - 7 member States  Number of member States receiving migrant workers that apply ILO technical assistance to develop policies or programmes focused on increasing protection, reducing discrimination and improving the integration of migrant workers: P&B Target - 5 member States	End 2008: 1 country (additional to the 2008-09 P&B target)	Set up and improvement of national protection programmes focused on women and vulnerable migrant workers, in line with the ILO rights-based approach (Nepal, Pakistan, Bangladesh, Sri Lanka, Mauritius & other countries to be selected)

**Annex 5. Log Frames, ILO Migration Project, 2006-07, 2008-09**  
**DIFD-ILO PARTNERSHIP FRAMEWORK AGREEMENT (PFA) 2006-2009**  
**INTERNATIONAL MIGRATION PROGRAMME**  
**Effective Action for Labour Migration Policies and Practice**

**ILO PFA 2 – Summary of Outputs, Measures of progress and Indicators**  
**1 November 2006 – 31 December 2007**

***10. ILO Labour migration programme advances knowledge, capacity and advocacy for well-managed migration as a positive contribution to poverty reduction and economic development at national and regional levels in Africa and Asia***

<b>Outputs</b>	<b>Measures of progress</b>	<b>Verifiable indicators</b>
10.1 Provision of poverty-reduction support to countries on labour migration management issues	10.2 Delivery of plan for supporting implementation of Labour Migration Management Framework. More PSRPs include labour migration analysis and policies	<ul style="list-style-type: none"> <li>- Quality assurance review of DWCP for selected countries (including Bangladesh, China, Indonesia, Mongolia, Sri Lanka, Latin American countries )</li> <li>- Sri Lanka labour migration policy road map (advisory mission, April 07)</li> <li>- Senegal and Mali migration policy review (advisory mission, dec.07)</li> <li>- Jordan – advisory services for establishment of a migration department in the Ministry of Labour to ensure policy coherence and coordination and protect migrant workers</li> <li>- Nigeria – advisory services leading to the establishment of a <i>Labour Migration Desk (LMD)</i> in the Federal Ministry of Labour and Productivity (FML) to manage the various immigration and emigration streams for a more orderly migration regime (advisory mission, May 07)</li> <li>- Technical assistance to Afghanistan – UNHCR/ILO/EC project on Capacity Building for Return, Reintegration and Temporary Migration of Afghan Workers and Their Protection.</li> </ul>
10.3 Labour migration database and research analysis is expanded and disseminated	10.4 Africa-specific electronic compendium produced	<ul style="list-style-type: none"> <li>- ILM database reviewed and modifications made to structure;</li> <li>- ILM database converted to ILO online Labour Statistics database (Labosta) format</li> <li>- New round of ILM data collection and updating of data on Europe (EUROSTA/UNSD/UNECE)</li> </ul>

<p>10.5 Delivery of policy and best practice lessons and capacities to other multilaterals and bilateral initiatives on labour migration issues</p>	<p>10.6 Key policy dialogue, research papers and technical seminars delivered to donors, IFIs and national ministries, social partners and civil society</p>	<p>questionnaire) and other countries (Sept. – Dec. 07);</p> <ul style="list-style-type: none"> <li>- Labour migration modules covering migrant profile and remittance questions incorporated in labour force surveys (4 pilot countries: Egypt, Armenia, Thailand and Ecuador)</li> <li>- Global forum on Migration and Development (GFMD), Brussels, 2007: policy briefs on circular migration, temporary migration, gender and rights and development provided to the Forum (uploaded on GFMD website); contributed to Forum Roundtables as moderator/rapporteur</li> <li>- Policy advice provided to the European Commission on circular migration and mobility partnerships, national migration profiles, integration and migration-development linkages;</li> <li>- Collaboration with UNHCR on Capacity Building for Return, Reintegration and Temporary Migration of Afghan Workers and Their Protection.</li> <li>- Suggestions on improving Migration and Remittance Factbook website provided to the World Bank Development Prospects Group;</li> <li>- Technical inputs to International Organization for Migration for developing proposals on International Migration Development Initiative and the Global Migration and Development Research Network for consideration by the global Migration Group;</li> <li>- ILO International Training Course (A-900918), <i>International Labour Migration: Enhancing Protection and Promoting Development</i>, International Training Centre of the ILO, Turin, Italy 16-27 April 2007</li> <li>- ILO-Southern African Development Community (SADC) tripartite workshop on labour migration for integration and development, 15-17 Gaborone, Botswana;</li> <li>- ILO Regional Symposium on Managing Labour Migration in East Asia: Policies And Outcomes, Singapore,</li> </ul>
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		<p>16 to 18 May 2007, involving researchers, govt. officials and employer and worker representatives;</p> <ul style="list-style-type: none"> <li>- support to Sixth Meeting of Caribbean Labour Ministers (to advance the decent work for all agenda), Trinidad and Tobago, 15-16 May 2007</li> <li>- “Trade Union Training on Migrant Workers Rights &amp; Promotion of Social Protection”, ILO-ACTRAV Workshop, 20-24 August 2007, Jakarta;</li> <li>- ILO-Nepal Trade Union congress (NTUC) Subregional Workshop for the Protection of Migrant Workers through Networking Trade Unions, Kathmandu, 27-28 September 2007; )</li> <li>- Public Services International Project on international migration and Women Health Workers: Development of National Pre-decision Kits and PSI Manual on migration of health workers</li> <li>- ILO-UNDP-IOM Tanzania national workshop for development of labour migration policy, Dar Es Salaam (November 2007);</li> <li>- Migrant forum in Asia (MFA) - Sub Regional Conference on ASEAN and the Rights of Migrants Workers, Singapore, 1-2 November 2007</li> <li>- MERCOSUR Trade unions’ seminar on female migrant domestic workers, Asunción, Nov. 07</li> <li>- South Asia Migration Resource Network (SamRen, Dhaka) workshop on the ILO Multilateral Framework on Labour Migration, Dhaka, December 2007;</li> <li>- ILO ACTRAV-International confederation of Arab Trade Unions (ICATU) meeting on protection of migrant workers, Damascus, December 2007;</li> <li>- UN Economic and social Commission for Western Asia/WTO Seminar, Movement of natural persons under GATS- Mode 4;</li> <li>- Profiles of good practices on labour migration; updating of 23 profiles and compilation of 25 new profiles from Africa and Asia (on-going) (by Dec</li> </ul>
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<p>10.7 Specific regional and comparative research projects initiated</p>	<p>10.8 DWCPs and regional office plans include migration analysis and MLF rights based approach. Research relevant to DWCP developed and implemented.</p>	<p>07);</p> <ul style="list-style-type: none"> <li>- ILO-ACTRAV, Manual for Trade Unionists: In search of decent work-manual on migrant rights (Published in March 2008)</li> <li>- International Organization for Employers (IOE): Employers training manual on labour migration (in process)</li> <li>-OSCE/ILO/IOM <i>Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination. (English and Arabic versions;</i></li> <li>- Continuing support to field offices for project preparation for MDG-F – employment, youth and Migration.</li> </ul> <ul style="list-style-type: none"> <li>- Study on “Integration of migration into development planning and poverty reduction strategies” (Robert Lucas) – (Published in March 2008);</li> <li>- “Effective Temporary Worker Programmes for the 21st Century: Industrial Country Experiences” by Philip Martin (Dec. 07)</li> <li>- Review of migration law and practice in ASEAN countries (in cooperation with ILO-EC project on governance of Asian Labour Migration, Bangkok);</li> <li>- Study on “Laws and instruments to protect migrant workers employed in Europe from employment discrimination” by Ms. Marilyn O’Rourke (published in 2008);</li> <li>- Informal economy and migrant workers in irregular status: studies in Austria (completed), Czech Republic and Hungary (Published in 2007 and 2008);</li> <li>- The South African Highly Skilled Diaspora in Switzerland: A Case Study, in cooperation with the Geneva Academic Network Project (GIAN) (Published in 2009);</li> <li>- Migration and development in Southern Africa, Southern African Migration project (SAMP) study by Jonathan Crush, October 2007;</li> <li>- Issues in Labour Migration in southern Africa, Southern African Migration project</li> </ul>
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		<p>(SAMP) study by Jonathan Crush, October 2007;</p> <ul style="list-style-type: none"> <li>- Expatriate in the Gulf: Labour market situation, working conditions and the legal and policy contexts</li> <li>- ILO Perspectives on Migration and Development, September 2007;</li> <li>- Decent work, youth and irregular migration from West Africa - issues and policies, ILO resource paper for the Regional Forum on Irregular Migration in West Africa: Women Voices, held by the AFAO (West-African Women Association) in Dakar, 30-31 July 2007</li> <li>- Paper on Protection of migrant workers in an era of globalization: the role of international instruments, May 2007.</li> </ul>
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**INTERNATIONAL MIGRATION PROGRAMME**  
**Effective Action for Labour Migration Policies and Practice**

**ILO PFA 2 – Summary of Outputs, Measures of progress and Indicators**  
**1 January 2008 – 31 July 2009**

SPECIFIC OUTCOMES	INDICATORS	OUTPUTS
<b>COUNTRY</b>	<b>LEVEL</b>	
<b>INTERVENTIONS</b>		
SO1: <i>Policy frameworks and programmes in place to support good governance and regulation of labour migration for decent employment of migrant workers, based on the ILO Multilateral Framework on Labour Migration guidelines and principles</i>	Number of countries in which ILO technical assistance, advocacy, training based on the ILO Multilateral Framework on Labour Migration led to the development or improvement of policy frameworks and programmes on labour migration.	<p><b>Sri Lanka</b></p> <p>Adoption a National Labour Migration Policy</p> <ul style="list-style-type: none"> <li>- Tripartite consultative process for preparation of the Policy draft</li> <li>- Validation at a tripartite national workshop (oct. 2008)</li> <li>- Mr. Mangala Randeniya Randeni, SLBFE trained in MIGRANT/ITC course (March 09)</li> <li>- Adoption by the President Cabinet on 30 April 2009</li> <li>- Follow-up action for implementation of the Policy on-going</li> </ul> <p><b>Pakistan</b></p> <p>Development of a National Labour Migration Policy: Promoting Migration and Protecting Migrants</p> <ul style="list-style-type: none"> <li>- Preparation of the Policy draft by the Ministry of Labour (Aug. 2008)</li> <li>- Tripartite consultative meeting to revise and adopt the Policy draft (Dec.</li> </ul>

08)

- Submission to President Cabinet for Approval (June 09)

### **Nepal**

Technical assistance for a better governance of labour migration:

- Advisory mission (March 08)
- World Bank/ILO survey on International migration, remittances and skills
- Revision of the Foreign Employment Act 2042/7/14/4, Act No. 26 of the year 2042 (May 09)
- Translation of the ILO MLF into Nepali (May 09)
- National migration policy and legislation workshop (18-20 July 09)
- Employment Permit System (EPS) workshop (24-25 July)

### **Mongolia**

Provision of advice on the Draft Law on Employment of Mongolian Citizens Abroad and Foreign Citizens in Mongolia (Sept. 08)

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### **Brazil**

- Participation in the Diálogo Tripartite sobre Políticas Públicas de Migração para o Trabalho, 25-27 August 2008
- Follow-up mission in March 2009
- Development of a project document: “Contribution for the formulation, validation and implementation of public policies on labour migration” (March 09)
- Project document for approval by both ILO/MTE (July 09)
- Mr. Paolo Sergio Almeida, MTE, trained in Turin course (Jul 09)

### **Tajikistan**

Technical assistance to the Republic of Tajikistan to better engage the Tajik Diaspora as development partners for Tajikistan

- Signature of a MOU between ILO and the Employment and Migration Department of the President’s Office (April 09)
- Elaboration of a concept note (May 09) and adoption of work plan for implementation of the programme in a Round Table (30 July 09)

### **Armenia**

Improved contribution of Armenians abroad to the development of Armenia

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- Preparation of a Handbook with updated information on Armenian emigration, migrant protection, investment, tax reform, as well as programmes and services provided by the Armenian government to address their needs and concerns.

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**Egypt**

Modernizing and upgrading labour migration policies in Egypt:

- Labour migration statistics module covering migrant profile and remittance questions incorporated into labour force surveys
- Tripartite workshop on international migration, Cairo (May 09)
- Follow-up actions for effective and efficient labour migration policies

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**Panama**

Improved governance of labour migration in Panama:

- National workshop on labour migration, Panama (March 09)
- Action plan adopted by MITRADEL, CONEP and CONATO

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**Nigeria**

Technical assistance to revise the National Policy on Labour Migration (Request Jul.09) as a follow-up of 2007 advisory mission

*SO 2:  
Improved national protection programmes for migrant workers with special focus on women and vulnerable workers in line with the ILO's right based approach*

Number of countries in which ILO technical assistance, advocacy, instruments and social dialogue have been instrumental in the development or improvement of national programmes and mechanisms for more effective protection of migrant workers

**Bangladesh**

Learning from regional experience and advocacy programme for migrant rights

- Follow-up of the South Asia workshop on the ILO MLF (dec. 07)
- Directions for actions on Deployment of Workers Overseas: A Shared Responsibility (Tripartite regional symposium in Dhaka, Jul 08)
- Result of the Symposium: "Promoting Decent Work through improved migration policy and its application in Bangladesh"
- support to advocacy campaign led by WARBE (Welfare association for the Rights of Bangladeshi Emigrants)
- Mr. Mansur Choudhury, MEWOE, trained in MIGRANT/ITC course (March 09)

**Gulf Countries**

Cooperation with the government of UAE in

working out improved governance of the migration process from Asian labour source countries to the Gulf, in collaboration with the IOM

- Organization of the first Gulf Forum on Temporary Contractual Labour, Abu Dhabi, (March 2008)
- Advice to the follow-up pilot project on “Administration of Temporary Contractual Employment Cycle from India and the Philippines to the UAE” in collaboration with IOM
- Technical advice to Bahrain and Kuwait on reforms to the sponsorship system (Kafeel system)

#### **Asia/Gulf Countries**

- Model bilateral agreements between trade unions of sending countries in Asia and receiving countries in the Gulf (Amman, Dec.08)
- 3 agreements signed between Sri Lanka and Jordan, Bahrain and Kuwait (Colombo, May 09)

#### **Support to specific groups**

- Bangladesh: pre-departure orientation sessions on HIV/AIDS for female migrants
- Nepal: 71 persons trained through “Behaviour change programme for migrant workers aimed at preventing HIV/AIDS through TOT” (ILO-UNDP)

#### **Mauritius**

Improved social security of migrant workers

- 3 officials from Ministries of Social Security, Finance and Economic Empowerment trained on strategies for extending social security (Turin, May 09)
- Action plan for negotiation of social security agreements in circular migration programmes
- National workshop on social security extension to migrant workers (planned for Sept. 09)

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#### **Public Service International**

- Support to the PSI Project: “Women and international migration in the health sector”
- Financial contribution to the production of pre-departure kits for 8

- destination and origin countries
- Participation and lecture in the “International project planning meeting” (March 09)
- Mr. Rodrigo Lopez, ANPE, Costa Rica trained in the MIGRANT/ITC course (July 09)

## DISSEMINATION OF THE ILO POLICY ON LABOUR MIGRATION

<p><i>SO3: Expansion and dissemination of global knowledge on labour migration determinants and issues.</i></p>	<p>Number of tools, instruments, data, research papers produced to assist stakeholders in developing or improving labour migration policy frameworks and programmes</p>	<ul style="list-style-type: none"> <li>- On-line Labour Migration Good Practices Database</li> <li>- Strengthened ILM statistics database</li> <li>- Brochure “Protecting the rights of migrant workers: A shared responsibility”</li> <li>- Manual on inclusion of labour migration into development strategies</li> <li>- Several technical papers and research reports</li> <li>- Brochure “Men and</li> </ul>
<p><i>SO4: Use of ILO MLF principles and guidelines for a good governance and regulation of labour migration by governments and social partners</i></p>	<p>Number of training and capacity building activities, practical manual and handbooks for governments and social partners</p>	<ul style="list-style-type: none"> <li>- ILO-ACTRAV Manual: “In search of decent work: Migrant workers’ rights”</li> <li>- Trade unions participation in GFMD Oct. 2008</li> <li>- “ECSAEO Conference: “Labour migration: Harnessing Africa’s Talent for the Continents’ economic development”, Swaziland (April 09)</li> <li>- Manual for Employers on labour migration and employing migrant workers (under revision)</li> <li>- MIGRANT/ITC course <i>International Labour Migration: Enhancing Protection and Promoting Development</i> implemented in French, English, Spanish: 90 constituents trained in 2008-09 (to date- French 2009 version in Sept.).</li> </ul>
<p><i>SO5: Contribution to the P&amp;B 2008-09 and the implementation of the ILO Action Plan for Migrant Workers</i></p>	<p>Number of countries which have increased their capacity to develop policies and programmes focused on the protection of migrant workers.</p>	<p>Project was closely involved in mainstream activities of the MIGRANT to implement to ILO Action Plan for Migrant Workers, among others:</p> <ul style="list-style-type: none"> <li>- Report on the Action Plan implementation for the GB Nov.08</li> <li>- Contribution to the Evaluation of the ILO’s strategy for the protection of migrant workers (2001-07)</li> </ul>

- Technical inputs to many TC project formulation and implementation in the field
- 14<sup>th</sup> ILO Asian Regional Meeting that designated 2006-2015 as the “Asian Decent Work Decade”
- Contributions to the implementation of the Asian Decent Work Agenda in some targeted countries, Sri Lanka, Bangladesh, Pakistan and Nepal.

*SO6:  
Contribution to the DWCP implementation*

Number of countries which have included labour migration issues in DWCP priorities and have started implementation of labour migration programmes

- 31 DWCPs mention labour migration, of which 15 as identified labour migration as a priority.
- The ILO MLFM is specifically cited in most DWCPs that have reference to migration
- Assistance to Bangladesh, Nepal, Sri Lanka, Pakistan, Zimbabwe, Armenia and Tajikistan with DWCP migration components
- Contribution to the quality assurance process of the DWCPs
- Technical guidance to ILO regional project “Extending social security to migrant workers in Africa” funded through the RBSA by the government of Germany
- Technical assistance to ILO regional project “Enhancing capacities for a better governance of labour migration in North and West Africa” supported by the government of Spain

*SO7:  
Contribution to the One-UN delivery approach*

Number of countries and initiatives in which the ILO has actively contributed to strengthen the One-UN delivery approach

- UN-EU Joint Migration and Development Initiative (JMEDI)
- Contribution to GMG
- WHO technical working group on health migrant workers
- Contribution to GFMD 2008 (RT 1.1: Protection the rights of migrant workers”), 2009
- “International Conference on Gender, Migration and Development - Seizing Opportunities, Upholding Rights”, Manila (sept. 08)

## **Annex 6. Major outputs of ILO Migration Project**

### **Capacity building of constituents through the following:**

#### **Workshops and seminars**

- Training programmes: subregional workshop on migration and development for Southern Africa – October 2007 (Gaborone, Botswana);
- Trade Union workshops for protection of migrant workers and promotion of migrant rights: Southeast Asia (Jakarta, 20-24 August 2007); South Asia (Kathmandu 26-28, September 2007); Arab States (Damascus, December 2007); Asia and Arab States (Amman, 5-8 December 2008).
- ILO-ITC Migration and Development Workshop, Turin, Italy 2008.
- Workshop on international labour migration, 5-7 May 2009, Egypt.
- Employer seminar on migration: Swaziland

#### **Training material development**

- Support to ILO-ACTRAV manual on labour migration for trade unionists
- Support to ACTEMP manual on labour migration for employers
- Translation and dissemination of the ILO Multilateral Framework on Labour migration; national languages in Sri Lanka, Nepal, Bangladesh, Thailand,

#### **Promotion and dissemination of the knowledge base on labour migration**

- Integration of migration database into the ILO Labour Statistics database
- Database on good practices on labour migration.
- Production of research and information on major migration, protection and development themes
- Incorporation of labour migration modules in labour force surveys in Egypt and Ecuador
- Campaign on gender equality at the heart of decent work, 2008-2009:
- Women and men migrant workers: Moving towards equal rights and opportunities, December 2008.

#### **Country level support to migration policy and practices opportunities**

- Sri Lanka; development of the National Labour Migration Policy;
- Pakistan: development and finalisation of the national migration policy
- Brazil; support to develop national migration policy
- Nepal: inputs to revision of the Foreign Employment Act
- Mongolia: support to revision of the Law
- Tajikistan: support to remittances programme
- Armenia: support to engage the diaspora for local development
- DWCP support: Sri Lanka, Bangladesh, Nepal.
- Trade union agreements between Sri Lanka and Kuwait, Jordan and Bahrain
- Afghanistan: support to UNHCR-ILO project on temporary migration, returnees and reintegration.

- Mauritius: social security provision for migrant workers to be included in circular migration programmes with France.
- Panama: Strengthened avenues for labour migration.

**Work with international level and agencies**

- Work with OSCE and IOM on development of a handbook on labour migration.
- European Commission: support on circular migration
- Public Services International (PSI) health worker migration pre-decision kits
- WHO and the Global Health Workforce Alliance development of a code of conduct on health worker recruitment
- Contributions to the Global Forum on Migration and Development in 2007, 2008 and 2009
- Handbook on mainstreaming migration into poverty reduction and development strategies (With IOM-World Bank- UNICEF)
- UNDP-IOM-European commission-UNICEF and ILO project on Joint Migration Development Initiative.
- Organisation of American States: support to Workshops on migration in the Americas.