



*International Labour Organisation:
Promoting Decent Work For All*

Mid-Term Project Evaluation

**Promoting Decent Work through good governance,
protection and empowerment of migrant workers:
Ensuring the effective implementation of the Sri Lanka
National Labour Migration Policy – Phase III**

Final Report

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Administrative information:

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List of Abbreviations

ACT/EMP	Bureau for Employers' Activities (of the ILO)
ACTRAV	Bureau for Workers' Activities (of the ILO)
ADD	Abu Dhabi Dialogue
ALFEA	Association of Licensed Foreign Employment Agents
CB	Collective Bargaining
CCSS	Caritas Seth Sarana
CDS	Community Development Services
CEACR	Committee of Experts on the Application of Conventions and Recommendations (ILO)
CENWOR	Centre for Women's Research
CFA	Committee on Freedom of Association (ILO)
CHRC	Center for Human Rights and Community Development
CLEAR	Country Level Engagement and Assistance to Reduce Child Labour
CO	Country Office
CoEC	Code of Ethical Conduct
CP	Colombo Process
CPR	Country Programme Review
CSO	Civil Society Organisation
CWC	Ceylon Workers Congress
DO	Development Officer
DWCP	Decent Work Country Programme
EFC	Employers' Federation of Ceylon
EGLR	Employment Generation and Livelihoods through Reconciliation
ESCO	Eastern Self-Reliant Community Awakening Organization
EU	European Union
FEDO	Foreign Employment Development Officer
FPRW	Fundamental Principles and Rights at Work
FTZ	Free Trade Zone
GBV	Gender-Based Violence
GCC	Gulf Cooperation Council
GCM	Global Compact on Migration
GoSL	Government of Sri Lanka
HSL	Helvetas Swiss Intercorporation in Sri Lanka
ILMS	International Labour Migration Statistics
ILO	International Labour Organisation
ILS	International Labour Standards
IOE	International Organization of Employers
IOM	International Organization for Migration
IPS	Institute of Policy Studies
IR	Industrial Relations
ITUC	International Trade Union Confederation
LISA	Labour Inspection System Application
LM	Labour Migration
MFE	Ministry of Foreign Employment

MoJ	Ministry of Justice
MoLTUR	Ministry of Labour and Trade Union Relations and Sabaragamuwa Development
MoSDVT	Ministry of Skills Development and Vocational Training
MoWA	Ministry of Women and Child Affairs
MTDFE	Ministry of Telecommunication, Digital Infrastructure and Foreign Employment
MTE	Mid Term Evaluation
MW	Migrant Workers
NAC	National Advisory Committee
NAP	National Action Plan
NATURE	National Association for Trade Union Research and Education
NHREP	National Human Resources and Employment Policy
NLAC	National Labour Advisory Council
NLMP	National Labour Migration Policy
NPC	National Programme Coordinator
NPD	National Planning Department
NSCRR	National Steering Committee on Return and Reintegration
NTUF	National Trade Union Federation
OM	Operational Manual
OSH	Occupational Safety and Health
PAC	Programme Advisory Committee
P&B	Programme and Budget
PEP	Partner Exchange Platform
PHDT	Plantation Human Development Trust
PIP	Public Investment Program
PMP	Performance Monitoring Plan
PREDO	Plantation Rural Education Development Organization
RB	Regular Budget
RBM	Results-Based Monitoring
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
ROAP	Regional Office for Asia and the Pacific (in Bangkok)
RPC	Regional Plantation Companies
SARTUC	South Asia Regional Trade Union Council
SCORE	Sustaining Competitive and Responsible Enterprises
SD	Social Dialogue
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SLBFE	Sri Lanka Bureau of Foreign Employment
SLNSS	Sri Lanka Nidahas Sewaka Sangamaya
SMB	Special Mediation Board
SOND	Social Organizations Networking for Development
SPF	a) Social Protection Floor b) Strategic Policy framework (ILO's medium-term planning document)
SWOAD	Social Welfare Organization – Ampara District
TAF	The Asia Foundation

ToC	Theory of Change
TOR	Terms of Reference
TVEC	Tertiary and Vocational Education Commission
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
WB	World Bank
WFCL	Worst Forms of Child Labour
WTO	World Trade Organization
XBTC	Extra-Budgetary Technical Cooperation

Executive Summary

Background and project description

Overseas labour migration is an important safety valve for domestic employment pressures and has been a major source of foreign exchange for the Sri Lankan economy for nearly four decades. It is estimated that more than 1.8 million Sri Lankans are working overseas. Remittances accounted for 8.3% of GDP in 2017 and for 65% of export earnings in 2015. However, since 2015 the number of registered migrants, especially women, has been declining. The overall developmental objective of the Labour Migration (LM) Project is to promote effective implementation of the National Labour Migration Policy (NLMP) resulting in better protection of women and men migrant workers and their families as well as increasing development benefits. This development objective is pursued through four main objectives, relating to the policy, legislative and regulatory frameworks that govern labour migration in Sri Lanka; promoting rights at work; optimizing benefits of labour migration through supporting return and reintegration; and increasing contribution to national, regional and global discourse on migrant workers.

Objective and Methodology of the Independent Mid-Term Evaluation

The main purposes of this internal mid-term evaluation are: to improve programme performance; to enhance learning with the ILO and key stakeholders; to contribute to ensure that progress and results of the project are monitored, communicated and acted upon in a timely, efficient and result-based manner; and to assess the relevance, performance, management arrangements and success of the project by identifying developed documents, best practices and lessons learned, and by making recommendations that the project partners and stakeholders will use to improve to improve the second half of the project design and implementation of other related labour migration management projects and programs. The scope of the MTE will cover all interventions the ILO and IOM have implemented since **6th April 2016 to 30th April 2018**, which is the half-way point of the 48-month project. The ILO uses a conceptual framework that is consistent with Results-Based Management (RBM) and addresses six Evaluation Criteria discussed below under 'Findings'. For each of these criteria a series of evaluation questions have been developed in the Inception Report, and this has resulted in the *Data Collection Worksheet* as included in Annex 4 of the present report. A mix of qualitative and quantitative data have been used, as well as observations, critical reflection and triangulation of information acquired.

Findings

The findings of the present Independent Mid Term Evaluation (MTE) are categorized according to the six evaluation criteria distinguished throughout this report:

1) Relevance and Validity of the Design

The objectives of the project are very consistent with the beneficiaries' requirements because the project intended to support the implementation of the NLMP and the protection of the migrant workers and their families while overseas and upon their return. The project objectives were closely aligned to those of the NLMP. In addition, the relevance of the LM Project to the needs of Sri Lanka has been very high from the beginning as so many Sri Lankans are either working as overseas labour migrants or are returning from overseas work. The project also contributes to specific country priorities in two ILO Decent Work Country Programmes (DWCP) for Sri Lanka 2013-17 and 2018-22.

The project design as laid down in the PRODOC is quite logical and coherent with a comprehensive Logical Framework (LogFrame) defining the objectives, outcomes, outputs, indicators and means of verification. However, milestones were missing at this stage, but these were later added to the Technical Progress Reports (TPR). At this stage, there is no need to modify the overall design of the project itself, but some suggestions will be given in the below for changes of specific components and/or activities. Most stakeholders also stressed that the relevance of the project for the beneficiaries and for the country is still as valid as before. The indicators described in the PRODOC and LogFrame are not very precise because no actual numbers are given. This has already been made more explicit in the TPR's. The indicators in the LogFrame are generally gender sensitive with explicit attention for women workers in the project objectives. The lessons learned from Phases I and II were explicitly taken into account in designing this Phase III project, including the six quite general lessons learned from Phase II.

The outputs in itself were clearly achievable but are considered in its totality quite ambitious as large numbers of outputs (23) and activities (41) were identified in the Log Frame. Especially in combination with the quite limited management set-up this has in fact been considered as *overly* ambitious. In addition, this large number of activities suggests a certain degree of fragmentation of support. Risks were on the whole properly assessed and made explicit in the LogFrame. However, the impact of the Local Elections in February 2018 and of the aftermath of changing ministerial structures and key staff was not as such foreseen.

2) Intervention Progress and Effectiveness (including effectiveness of management arrangement)

With 23 outputs to consider it is rather difficult to assess in its totality to what degree the project has been making sufficient progress towards its planned results. The self-assessment in the TPR of March 2018 indicates that progress is more or less on track with an average of 42% of planned activities completed nearing the halfway point of the project. The LM project has made important achievements which were explicitly underlined by most stakeholders, and a selection of summary achievements has been given in Section 3.2 of this report. Nevertheless, there are a number of areas that are lagging substantially behind, and these are also listed in Section 3.2. On the basis of these achievements, it can be concluded that the project is expected to make substantial progress in achieving its planned *long-term* and *medium-term* outcomes by the end of the project, although the number of activities still to be initiated is also quite substantial.

There were several external factors that delayed the achievement of outputs, such as the Local Elections of February 2018 and its aftermath, the lack of coordination between ministries, as well as several more output-specific factors. Two non-planned effects were identified; firstly, the SLBFE decided that the planned review of their structure should be undertaken internally; and, secondly, the FBR regulation was the subject of a study under the LM project as part of a series of background papers for the updating of the NLMP; this regulation is hotly debated, and the unplanned effect is that very recently a committee of five ministers was given the task to make a proposal either to repeal the FBR, or to modify it.

Compared to most ILO projects the involvement of the workers' and employers' organizations in project implementation has been relatively limited. Gender issues have received substantial attention in the design and implementation of the project, although there is no solid recommendation on gender mainstreaming in the NLMP's NAP. After years of female prevalence

among migrant workers, the concern has now shifted to the reasons behind a rapidly declining number of female migrants and the role played in this by various regulations (e.g. the FBR).

With 23 Outputs and 41 Activities identified in the project design, the complexity of the programme and the sheer number of tasks to be undertaken by the project staff seem to have been underestimated at the design stage considering that the project staff consists of just one full-time National Programme Coordinator (NPC) and since June 2017 also of a full-time Administration/Finance Assistant. As a result, overall guidance and monitoring of project staff is very crucial, either by the ILO Country Director, by the newly formed Labour Migration Unit within ILO Country Office, and by the ILO Regional Migration Specialist.

The institutional arrangements between MFE/SLBFE and ILO have been intensive, and it is difficult to establish who takes more initiatives in which components. There is a clear feeling of ownership of the project activities on the side of the Ministry and of the Bureau, but they admit that sometimes they are lagging behind in implementation as other duties require at times preference, and this priority setting is mainly done at the highest government levels. Monitoring and strategizing was well designed to occur at several levels, but unfortunately the implementation has lagged behind substantially as three of the main fora could not be held regularly, i.e. the NAC, PAC and NSCRR. The Partner Exchange Platform (PEP) was indeed held regularly, coordinated by ILO and organized by one of the SDC Partners on a rotating basis.

3) Efficiency

The project initiatives generally appear to have delivered value for money. From the start of the project in April 2016 until June 2018 the expenditures had reached in total only 25% of the total project budget of over 1.5 million US\$ (see Table 1). The resources and inputs (funds, expertise, time, etc.) have generally been allocated and used strategically to achieve the planned results, but some imbalances have been perceived, for example while the IOM subcontract accounts for one third of the total budget only 3 outputs are related to that sub-contract. At the same time, the costs for the project staff can be considered relatively low with less than 16% especially in view of the large number of sub-contracts to be managed. Concerning integrated gender equality, it was assessed that most stakeholders are very much aware of the importance of including gender mainstreaming in project implementation and are making efforts to have women included among participants in workshops and training courses. The project resources have been leveraged to maximize impact with other related interventions, such as the contracts between SDC and the SDC Partners, and the three other ILO projects in the area of LM forming together the LM Unit.

In general, it was found that the methodology of implementation was the right one under the circumstances, but there were substantial differences among the objectives and selected activities which are discussed in detail in Section 3.3. As many of the outputs and activities identified are closely aligned to the Government's policy as laid down in the NLMP and the SLBFE Act, the employed methodology was the right one, and the proper steps were taken to improve the implementation of these policies. In addition, the expenditures followed closely the proposed budget lines. Actual expenditures have been rather small in 2016, while those in 2017 and the first half of 2018 picked up pace only slowly (cf. Table 1). As a result, in the second half of the project *three-quarters of the budget* still needs to be spend. The value of the project, or the percentage of budget that actually reached the primary and secondary beneficiaries is quite high as the project worked very closely with MTD FE and SLBFE, as well as with SDC and its partners and the different ILO offices. Migrants themselves have benefited directly especially through the

work of the FEDO's who were trained through the project, and through the work of the SDC Partner CSOs using the materials developed by the Project and HSL.

4) Sustainability and Impact

The durability of the planned results, i.e. in how far these results can be maintained or even scaled-up and/or replicated by other partners, differs substantially among the various project components. As a whole, the results of *Objective 1* are quite durable, especially because most of them are embedded in the structures and policies of the Ministry and the Bureau, and the same is true for the revision of the SLBFE-Act (1985). The capacity building of recruitment agencies on ethical recruitment is, once completed, a sustainable result which can be scaled up or replicated by other partners. The results of *Objective 2* also show a clear durable character with the FEDO training manual and resource pack completed and the training of FEDOs started. While the revisions of the OM for labour attaches is ongoing, once completed and inserted they are fixed, but require monitoring. The establishment of a pilot SMB in Kurunegala has reached an important step with the Gazette notification issued, and the inclusion of sections on migrant workers in several NAPs is durable as well, e.g. on prevention of SGBV and on Human Rights.

Among the *Objective 3* results the existence of the new Reintegration Unit is not only a sign of durability but also of the concrete institutionalisation of the political will on the side of the government. The completion of the Resource Directories for FEDOs and its dissemination to five districts is another important step for which plans need to be developed for scaling up. The completion of the review of SLBFE's Sub Policy on return and reintegration needs to be followed up with monitoring on how it is implemented. Among the results of *Objective 4* the three Policy Briefs published are tangible project outputs which contribute to visibility if widely disseminated. The same can be said of the international meetings and consultations held on the ILMS database for South Asia and on the sharing of Sri Lanka experiences through the CP, the ADD and the GCM. Regarding the monitoring meetings, it is imperative that the PAC will be held within one month, closely followed by the NAC and NSCRR before the end of 2018.

Overall ownership of the project has been relatively high from the beginning at the MFE as it was oriented towards the implementation of the NLMP. The project objectives fit well with the national priorities in the NLMP which the GOSL owns and uses to guide all its work on labour migration. As the SLBFE has been heavily involved in the implementation of the project, ownership here is also substantial. Regarding the Ministry of Labour, the official counterpart of the ILO in the country, it has been involved in NAC and PAC meetings and on issues of the possible ratification of ILO Conventions (especially C.97 and C.189), although it has not developed ownership of the project. Overall, all partners were provided with opportunities to play a role in guiding the direction of the project through advisory committees, expert groups, exchange platforms, sub-committees and stakeholder consultations, thereby taking at least some degree of ownership of the initiatives.

The Government of Sri Lanka has been deeply involved in several international regional consultative processes such as the CP, the ADD, the GCM and the ILMS meetings. Regional governments have benefited from a number of activities and outputs under the project such as the FEDO training, the pilot SMB, the Resource Directories, the promotion of ethical recruitment, the work undertaken by the SDC Partner CSOs at the local level, and the support for return and reintegration from the national level for the local level through the newly established Reintegration Unit of the SLBFE. Coordination among local government offices was sometimes lacking.

Certain outputs of the project are expected to be sustained over the middle or longer term, for example the revised policy and regulatory framework (NLMP, SLBFE Act and Sub-Policy) will have to be followed by all government organisations in the years to come. The capacity building efforts and the Reintegration Unit at the Bureau are in themselves a sustainable output, and the developed training courses and manuals can be used to upscale the training (e.g. by MFE/SLBFE). Both the Ministry and the Bureau have un-categorically indicated to the evaluators that they fully support the initiatives taken by the project, and it is now important to reiterate this important commitment by organizing the PAC and NAC meetings soonest. The project has strengthened the capacities of the government structures in various ways not least of which is the learning by doing and by cooperating with ILO, IOM, UNWOMEN, Helvetas and the SDC Partner CSOs. By using the established channels within the government (especially SLBFE local offices and FEDOs) and the CSO structures supported by the project, the migrant workers themselves are in an indirect way contributing to the sustainability of the initiatives.

Concerning the extent to which the *impact* of the project is sustainable over the longer term it has been concluded that the tripartite approach, the policies and practices developed, and the enhancement of the capacity building tools and capacities will all continue to protect migrant women and men long into the future, provided the project is able to complete the planned outputs and activities before the end of the project in February 2020. For that to happen the monitoring and evaluation of the direct assistance provided should be substantially enhanced through the PAC and the NAC in particular, and the strategizing should be enhanced through the development of an expenditure plan for the remainder of the project duration and through the regular meetings with SDC as well as with the LM Unit in the ILO country office.

Certain interventions could have the unintended effect of enlarging the reliance on the technical and financial support from international organisations as opposed to enhancing ownership and taking initiatives by national institutions themselves. In this case one has to conclude in view of the above analysis that the Government of Sri Lanka (GoSL) has showed a substantial degree of ownership, and critically evaluated the interventions. At the same time, government priorities may sometimes shift due to political or other reasons, and government staff may change at times resulting in delays in decision-making and in the implementation of certain activities. ILO staff will keep on reminding the government organisations of the activities to undertake, but to conclude in such cases that the dependency on organisations like ILO increases seems to be a bit far-fetched. In any case, it would be beneficial for the LM project to have an 'exit strategy' in case assistance for this particular project will not continue after its completion in February 2020.

5) Reporting

Reporting has been quite transparent during the first two years of the project whereby ILO has closely followed the requirements laid down in the Agreement between SDC and ILO dated 6 April 2016, submitting a Financial Report yearly, and a TPR bi-annually. In the TPRs the link with the LogFrame is clear at the general Objectives level, but somewhat difficult to establish in detail. Regarding the dissemination of the publications produced under the project, ILO has identified a two-page 'Dissemination Strategy' which includes target groups at international and national level. However, dissemination seems to have lagged behind somewhat partly because the NAC, PAC and NSCRR whose members are the key project stakeholders, have not been held for a long time. A different issue regarding publications concerns the visibility of the main counterpart, the Ministry, and of the donor, SDC. In general, it would enhance the embedding of publications into the project processes if the Ministry feels ownership and endorses the inclusion of their logo on a

particular publication. The same holds for the logo of the donor. Several stakeholders consider public awareness on issues of LM as an area that needs much more attention, and it could for example be enhanced through SLMP's National Media Campaign which is in development.

6) Observations on donor's role and influence on project implementation

The communications between the LM project and SDC were compared to those with many other donors quite frequent. However, additional meetings setting out the strategies of the project outcomes and the prioritization of outputs will be important. Generally (technical) support was provided by the donor in a timely and adequate manner when requested by ILO. Financial release procedures and actions by the donor were taken care of in a very timely manner. Reporting has been adequate and followed the SDC requirements, but more emphasis is needed in the project for monitoring, strategizing and timely modifications of outputs or activities.

Recommendations

- 1) Maintain the current project design as it is still valid and relevant for the country but move gradually in the coming years towards support for the entire Island.
- 2) Reach out more actively to the employers' and workers' organisations.
- 3) Reduce the fragmentation of activities (already 41 in the LogFrame), and in any case try to control a further proliferation of outputs (already 23).
- 4) Maintain the current level of attention for gender issues and monitor closely the developments related to the repeal and/or modification of the FBR regulation.
- 5) Consider including issues of inbound migration as it could potentially impact on domestic labour markets and thus on outbound migration, involving more the Ministry of Labour and the employers' and workers' organisations.
- 6) Strengthen the project team and the project management by employing a project assistant soonest, and by enhancing overall guidance and monitoring of project staff.
- 7) Maintain support for MFE and SLBFE to organize the crucial monitoring meetings *more regularly* (i.e. the NAC, PAC and NSCRR), and continue the organization of the quarterly PEPs on a rotating basis.
- 8) Develop an operational and expenditure plan to prioritize the various activities that still need to be undertaken in the second half of the LM Project, including an action plan to *speed up* the level of expenditures.
- 9) Make an even greater effort to identify ways to incorporate the relevant project initiatives into the existing working structures and modalities of the Ministry and the Bureau in order to enhance ownership further, and develop a proper exit strategy.
- 10) Maintain current schedule of reporting and, at the same time, link the M&E system in the PRODOC and Log Frame more clearly to the one used in the TPRs.
- 11) Enhance the visibility of the project as well as of the Ministry, the Bureau and SDC.
- 12) Organize more regular bilateral meetings between ILO and SDC and alternate between progress reporting and strategizing meetings, and organize a quick, bilateral strategizing workshop among ILO and SDC as a follow-up to this MTE.

Lessons Learned and Good Practices

Finally, from the experience gained by evaluating the LM Project in Sri Lanka in the present report three Lessons Learned (LL) and two Good Practices (GP) have been compiled in Chapter 5.

1 Introduction

The present Evaluation Report is mandated by the Terms of Reference (ToR) for the Mid-Term Evaluation of *Phase III* of the project “Promoting Decent Work through good governance, protection and empowerment of migrant workers; Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy (NLMP).” In this report we will firstly summarize the background and context of the Labour Migration (LM) project, followed by its purpose, scope and clients. In Chapter 2 the purpose of the evaluation and the methodology used will be explained. The actual evaluation exercise consists of the analysis of the evaluation criteria and evaluation questions in Chapter 3. These findings are summarized in the Executive Summary, while the recommendations are the subject of Chapter 4. The final Chapter 5 presents several Lessons Learned and Good Practices.

1.1 Background and Context of the LM project

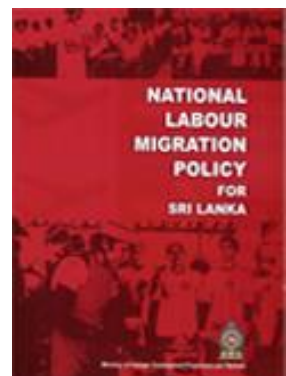
Context

Overseas labour migration is an important safety valve for domestic employment pressures and has been a major source of foreign exchange for the Sri Lankan economy for nearly four decades. It is estimated that more than 1.8 million Sri Lankans are working overseas. Remittances accounted for 8.3% of GDP in 2017 and for 65% of export earnings in 2015. However, since 2015 the number of registered migrants, especially women, has been declining. According to the Annual Report of the Central Bank, 2017, there was a decline of 12.6 per cent in the departures for foreign employment from 2016 to 2017. This is mainly attributed to policies that prevent lower skilled workers, especially women with young children from migrating for employment. This decline is reflected in the declining remittances from Sri Lankan workers overseas. The National Labour Migration Policy (NLMP) of Sri Lanka, adopted by the Government of Sri Lanka (GoSL) in 2009, addresses a myriad of issues in the labour migration process within a framework of three pillars: governance; protection and empowerment of migrant workers and their families; and linking migration and development processes. It also contains a detailed plan of action.

Goal and Objectives of the Programme

The **overall developmental objective** of the Labour Migration (LM) Project is to promote effective implementation of the National Labour Migration Policy (NLMP) resulting in better protection of women and men migrant workers and their families as well as increasing development benefits. This development objective is pursued through **four main objectives**:

- 1) To improve the policy, legislative and regulatory frameworks and processes that govern labour migration in Sri Lanka to reflect and respond to current contextual situations and needs to further safeguard the rights of women and men migrant workers and families;
- 2) Promoting rights at work for women and men migrant workers and protection of their families;
- 3) Optimizing benefits of labour migration through supporting return and reintegration; and
- 4) Increasing contribution to national, regional and global discourse on migrant workers.



Alignment

This project is part of a larger Safe Labour Migration Programme (SLMP) of the Government of Sri Lanka, implemented by the Ministry of Foreign Employment (MFE), now named Ministry of Telecommunication, Digital Infrastructure and Foreign Employment (MTDFE) and supported by the Swiss Agency for Development and Cooperation (SDC). The NLMP was adopted by the Government of Sri Lanka (GoSL) in 2009, and its implementation has been supported through a programme funded by SDC from 2010 onwards also entitled “Safe Labour Migration Programme” (SLMP). The current LM project to be evaluated is Phase III of a ten-year programme with the MFE/MTDFE funded by SDC and implemented by ILO and several other partners, and the details of the three phases are as follows:

Phase	Started	Ended	Budget in US\$
I	Dec. 2010	March 2013	699,000
II	March 2013	Dec. 2015	639,000
III	6 April 2016	29 Feb. 2020	1,500,000

The current Phase III is based on the Memorandum of Understanding (MoU) between MFE and the Embassy of Switzerland of 2014. An outline of the SLMP is given by means of a flowchart in Annex 5. The SLMP is coordinated by a Programme Advisory Committee (PAC), which includes also other projects of MFE and SDC, and is thus broader than the ILO LM project. In terms of ILO’s partnership with SDC, Phase III is guided by SDC’s overall goal and framework on labour migration.

The project has been working with several other Government institutions, namely the Sri Lanka Bureau of Foreign Employment (SLBFEE, or ‘the Bureau’), and the Ministries of Labour, Justice, Women and Child Affairs, Foreign Affairs, Skills, Health, and the Tertiary and Vocational Education Commission (TVEC). There is also cooperation with the other tripartite organisations, for example with the Employers’ organizations such as the Employers’ Federation of Ceylon (EFC) and the Association of Licensed Foreign Employment Agents (ALFEA), and with trade unions, such as the Ceylon Workers Congress (CWC), National Trade Union Federation (NTUF), National Workers Congress (NWC) and Sri Lanka Nidahas Sevaka Sangamaya (SLNSS).

While ILO is a primary policy-level partner, it is joined by International Organization for Migration (IOM) and UN Women at the policy level. At the local level, there are several civil society and non-governmental partners implementing specific activities at the local level, such as Helvetas Swiss Intercorporation in Sri Lanka (HSL), The Asia Foundation (TAF) and several other SDC Partners CSOs (see Box 1).

This project is also aligned to the Labour Migration Portfolio of the ILO country office through the Decent Work Country Programme (DWCP) 2013 – 2017 and 2018 to 2022 and aligned to ILO’s (sub-) regional and global work on Labour Migration. In addition, the project contributes to Sri Lanka’s United Nations Development Assistance Framework (UNDAF) 2013-2017, Pillars 1: Equitable

Box 1: CSOs/SDC partners:

Social Organizations Networking for Development (SOND)
 Social Welfare Organization – Ampara District (SWOAD)
 Eastern Self-Reliant Community Awakening Organization (ESCO)
 Caritas Seth Sarana (CCSS)
 Caritas SEDEC
 Plantation Rural Education Development Organization (PREDO)
 Community Development Services (CDS) in partnership with:
 Center for Human Rights and Community Development (CHRCD)

Economic Growth and Sustainable Livelihoods and Pillar 3: Governance, Human Rights, Gender Equality, Social Inclusion & Protection, as well as to the United Nations Sustainable Development Framework (UNSDF) 2018-2022 Driver 3: Human Security and Socio-Economic Resilience.

Within the ILO Country Office (CO) there are currently three other projects implemented in the area of labour migration:

1. Skills Recognition of Sri Lankan Migrant Workers funded also by SDC through IOM,
2. Global Action to improve the Recruitment Framework of LM (REFRAME) funded by EU,
3. Equipping Sri Lanka to Counter Trafficking in Persons (EQUIP), funded by US-DOS.

Together with the LM project these projects have formed the LM Unit within the CO, which is important for oversight, strategizing, overall guidance of project staff, monitoring as well as to avoid overlaps.

Project Management Arrangements

At the national level, the Director of the ILO Colombo CO is responsible for the overall implementation of the project. The ILO serves as the lead agency assisting the Government of Sri Lanka, in particular the MTDFE and the SLBFE in its execution and implementation. The project is managed by a National Programme Coordinator (NPC) based in the project office in Colombo and reports to the Director of the ILO Colombo CO. The NPC is the principal staff responsible for Programme implementation, supervising staff, allocating programme budgets, preparing progress reports and maintaining programme relations with institutional partners. She is also responsible for elaborating the final programme document, gathering supporting information and developing preliminary work plans. The NPC is supported by a full-time Finance & Administrative Assistant based in the ILO Office in Colombo.

The implementation of the project is carried out under the overarching Safe Labour Migration Programme of the GoSL through the MTDFE. Periodic monitoring of progress and coordination with key stakeholders takes place through the Programme Advisory Committee (PAC) chaired by the Secretary of MTDFE and the PAC members consisting of ILO's tripartite constituents on labour migration, social partners, research and academic organizations, and civil society organizations. The unique nature of this PAC is that it has expanded to monitor and coordinate the work of all other SDCs partners consisting of IOM and UN Women working at the national level and 7 civil society partners working at the local level. The contributions of the Project is also shared and discussed at the National Advisory Committee (NAC) on Labour Migration, chaired by the Minister in charge of Foreign Employment.

The project is technically backstopped by ILO's Regional Migration Specialist at the Decent Work Team in New Delhi, India. The ILO's Regional Office in Asia and the Pacific (ROAP) and the International Labour Migration Branch (MIGRANT) at ILO headquarters in Geneva also provide policy level support on various aspects. Apart from bi-annual progress reports to SDC, the Project has periodic progress review discussions with SDC, which also aims to strengthen linkages with the donor's civil society partners implementing initiatives at the local level. This approach strengthens linkages and synergies among all the partners at all levels.

1.2 Purpose, Scope and Clients of the Evaluation

Purpose and Objective of the Evaluation

The main purposes of this internal mid-term evaluation are:

- 1) to improve programme performance;
- 2) to enhance learning with the ILO and key stakeholders;
- 3) to contribute to ensure that progress and results of the project are monitored, communicated and acted upon in a timely, efficient and result-based manner; and
- 4) to assess the relevance, performance, management arrangements and success of the project by identifying developed documents, best practices and lessons learned, and by making recommendations that the project partners and stakeholders might use to improve the design and implementation of other related labour migration management projects and programs.

Scope of the Evaluation

The scope of the MTE will cover all interventions the ILO and IOM have implemented from **6th April 2016 to 30th April 2018** which is the half-way point of the 48-month project. The evaluation is expected to have a national coverage in general. However, for specific initiatives where the Project has worked at District level, the evaluators have met relevant District level stakeholders. The evaluation has integrated gender equality and non-discrimination as cross-cutting concerns throughout its methodology and all deliverables. More Specifically the evaluation covers the following project components: Establish result-based evaluation framework; Evaluate and report on progress and results; and Document good practices and lessons learned.

Clients of the Evaluation

The *Primary* Clients are the Ministry of Telecommunications, Digital Infrastructure and Foreign Employment (MTDFE), the Sri Lanka Bureau of Foreign Employment (SLBFE), the Ministries handling the subjects of Labour, Justice, Women and Child Affairs along with the Employers' Federation of Ceylon (EFC), Association of Licensed Foreign Employment Agents (ALFEA), and trade unions, namely the Ceylon Workers Congress (CWC), National Trade Union Federation (NTUF), National Workers Congress (NWC) and Sri Lanka Nidahas Sevaka Sangamaya (SLNSS); SDC and the wider donor community are also among the primary clients, as are the ILO Labour Migration Project Team (and broader Migration Unit), ILO Country Office in Sri Lanka, ROAP, DWT-New Delhi, and MIGRANT at the ILO HQ. *Secondary* clients are other key stakeholders, including migrants themselves.

Limitation

The project involves not only a large number of stakeholders and partners as was shown in the above, but also a large number of project locations, which apart from Colombo include Kurunegala, Galle, Ratnapura, Kilinochchi and Batticaloa (according to the ToR this includes also Nuwara Eliya, Puttalam and Jaffna but there have been no project activities in these provinces recently). In view of the limited time available for the mission not all of these stakeholders could be interviewed separately. Therefore, a selection was made of those stakeholders most involved in the project, for example among ministries, among trade unions and among SDC Partners. Focused group discussions could not be organized for example for the SDC Partners as they are spread all over the country. The selection of two locations, i.e. Kurunegala and Galle, for visits to meet district stakeholders is further explained in Chapter 2.

2 Methodology of the Evaluation

2.1 Conceptual Framework: Evaluation Criteria

The present Mid Term Evaluation (MTE) of the LM project is based upon the ILO's evaluation policy and procedures. The ILO adheres to the United Nations system's evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards. The ILO uses a conceptual framework that is consistent with Results-Based Management (RBM) and addresses the following six Evaluation Criteria as specified in the ToR (see Annex 1):

- 1) Relevance and Validity of the Design,
- 2) Intervention Progress and Effectiveness (including effectiveness of management arrangement),
- 3) Efficiency,
- 4) Sustainability and Impact,
- 5) Reporting, and
- 6) Observations on donor's role and influence on project implementation.

Data Collection Worksheet

For each of the above six Evaluation Criteria a series of evaluation questions have been identified in the ToR and these have been adjusted in the Inception Report on the basis of the documents review, in particular also based on the PRODOC and the technical progress reports (TPR). This has resulted in the *Data Collection Worksheet* as included here in Annex 4 which specifies the Evaluation Criteria and Questions, as well as the sources of data, stakeholder interviews and specific methods used.

The ILO template for a Data Collection Worksheet includes several other elements which are left out in this particular case, because they provided the same answer for each evaluation question, such as:

- Who Will Collect? The evaluators collected all the data.
- How Often? During the interviews (cf. Section 2.2).
- Cost? The cost of the evaluation is a given total in this case and cannot be distributed among evaluation questions.
- Who will analyse? The evaluators analysed all the data collected.

2.2 Methodology, Work Plan and Key Deliverables

Methodology

The methodology of the evaluation has been mixed and both qualitative and quantitative methods were employed. In addition, the methods selected have drawn on both subjective and objective sources of data: objective data were gathered especially from written documents and databases (including financial ones), while subjective data include for example the opinions of the individual stakeholders interviewed. Subsequently these different types of data were cross-checked with each other as well as with the impressions gained by the evaluators in visiting the stakeholders working environment and in visiting field locations (observation). All data collected were then triangulated and discussed among the evaluators, and this has hopefully resulted in the present balanced and insightful report.

The evaluation consisted of three phases. The **first phase** was a preparatory phase and includes a desk review of the key documents (see Annex 7). This first phase also included the correspondence and discussions held with the evaluation manager and the project team in Colombo, as well as the drafting and finalizing of the Inception Report (see Annex 2).

The **second phase** concerned a field mission to Colombo to consult with the relevant ministries, the tripartite partners, the donor, and a selection of the implementing partners, beneficiaries and other key stakeholders; the mission program is added as Annex 3. A first meeting was held with the ILO CO Director and with the Project Team, as well as with other ILO staff from the Migration Unit, Finance department, and others. The ILO Regional Migration Specialist from DWT Delhi happened to be on mission in Colombo at the same time, and so a meeting with him was held on 4 September.

This phase also included two field trips, i.e. day-trips to Kurunegala and to Galle. The reasons to select Kurunegala were: 1) it is the district where the highest number of migrant workers originate from; 2) capacity building ('sensitizing') activities were undertaken here with the Foreign Employment Development Officers (FEDO) of MFE and SLBFE at the District office on the reintegration sub-policy trained by Helvetas; and 3) the SDC Partner, CHRCD, which works with individual migrant workers and with the local government is located here. The specific reason for selecting Galle was that there was capacity building ('sensitizing') of FEDOs of MFE and SLBFE officers at the District office on reintegration sub-policy trained by Helvetas and visits could be made to the SLBFE Office and to the District Secretariat. In addition, these locations were partly also selected because of logistical reasons, as for example a visit to Batticaloa where the same activities could have been witnessed, would require only for travel about two full working days while it has been shown in the above (under 'Limitations') that the time for the evaluation was already quite limited. However, a skype interview was conducted with ESCO, the SDC-Partner CSO in Batticaloa.

On the last day of the mission (Friday 14 September 2018), a stakeholder workshop was organized by the CO in Colombo. The evaluators presented a PowerPoint with the preliminary findings and recommendations, and the main stakeholders present (cf. Annex 6) commented on these findings and recommendations.

The **third phase** concerned the writing of the draft evaluation report, which was shared with all relevant stakeholders, and their comments were evaluated by the consultants and considered for inclusion in the final report.

The gender dimension and non-discrimination have been considered as cross-cutting concerns throughout the methodology, deliverables and final report of the evaluation.

Key Deliverables

The evaluators have provided the following deliverables:

- 1) **Inception Report:** The international evaluator has developed an inception report and work plan for meeting the objectives of this TOR (Annex 2).

- 2) **PowerPoint presentation:** A PowerPoint presentation with the preliminary findings and recommendations was presented at a stakeholder workshop in Colombo on Friday 14 September 2018.
- 3) **Draft Evaluation Report:** The draft Evaluation Report followed the structure proposed in the ILO evaluation guidelines. It includes a set of targeted recommendations as well as several Lessons learned and Good practices.
- 4) **Evaluation Summary:** A separate Evaluation Summary was written with the final report following the ILO template.

A possible additional output mentioned in the ToR was a 'Project scoring matrix' to provide scoring of the project based on an ILO evaluation matrix (cf. ToR page 11; see Annex 1). However, it was jointly decided with the Evaluation Manager to leave it out because such a matrix lacks relevance for this particular project and because of the relatively large degree of subjectivity of such a scoring exercise.

The ToR also stipulates that there should be a plan for a critical reflection process and quality communication and reporting of evaluation outcomes. The following elements were included for this purpose:

- The two evaluators discussed the findings amongst themselves regularly during the two-week mission and worked jointly on the PowerPoint on 13 September.
- The weekend in the middle of the mission period was used to critically reflect on the interview notes until then, to peruse newly received documents and to make the first draft of the PowerPoint presentation.
- The Regional Migration Specialist from the DWT in Delhi was interviewed on 4 September.
- The key stakeholders were invited for a stakeholder workshop where the evaluators presented their preliminary findings after which there followed a good discussion.
- A debriefing with the ILO Officer in Charge and the Project team was held on Friday 14 September directly after the Stakeholder workshop.

Management Arrangements and Quality Assurance

The management arrangements are provided in detail in the ToR (Annex 1). Ms. Aida Awel, Chief Technical Adviser, ILO Country Office for Djibouti, Ethiopia, Somalia, South Sudan and Sudan, is the Evaluation Manager. The independent, international consultant, Dr. Theo van der Loop, and the national consultant, Mr. Herath M. Somaratne, report directly to her. The ToR provides for detailed Quality Assurance, and the formatting requirements and templates for Recommendations, Lessons Learned and Good Practices have been strictly followed.

Work Plan

The work on the evaluation began on 22 August and the final report was submitted on 17 October 2018. The total effort took 25 working days to complete the full assignment. The Work Plan is detailed in the table below:

Phase	Responsible Person	Tasks & Activities	Working Days	Dates in 2018
1	Consultant/ Evaluation Manager	Correspondence with evaluation manager, project staff and ILO CO Desk Review of project – related Documents	4	Wed 22 -Mon 27 Aug.
2	Consultant	Submission of Inception Report	2	Wed 29 –Thurs 30 Aug.
3	Consultant	Travel to Colombo		31 August/ 1 September
4	Consultant in Sri Lanka	Consultation with ILO Country Director, project team and other ILO staff in Colombo, and skype call with evaluation manager	2	Mon 3 Sept - Tue 4 Sept
		Consultation with key stakeholders and project partners, including two one-day visits to project sites in Kurunegala and Galle	8	Wed 5 - Wed 12 Sept.
		Prepare Preliminary Findings PowerPoint presentation to key Stakeholders at workshop, and Debriefings in-country	2	Thu 13 – Fri 14 Sept.
5	Consultant	Travel to The Netherlands		Sun 16 Sept.
6	Consultant	Prepare draft report, including the incorporation of comments from stakeholder presentation	5	Tue 18 – Wed 26 Sept
7	Evaluation Manager	Circulation of draft report to key stakeholders		Monday 1 October
8	Evaluation Manager	Receiving and Consolidating the stakeholders comments		Tue 16 Oct
9	Consultant	Finalize the report with comments from stakeholders and management responses	2	Wed 17 Oct.
Total			25 Days	

3 Overall Findings

The mid-term evaluation of the project entitled “Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III” is based on the OECD/DAC evaluation criteria, and in the previous chapter six evaluation criteria have been identified which will be discussed in depth in the present chapter (Sections 3.1 – 3.6). These criteria have been investigated with the help of the Evaluation Questions identified in Section 2.1 (see Annex 4) which will be reiterated below in bold.

3.1 Relevance and Validity of the Design

1) To what extent are the objectives of the project consistent with the beneficiaries’ requirements, and relevant to country needs?

The objectives of the project are very consistent with the beneficiaries’ requirements because the project intended to support the implementation of the NLMP and the protection of the migrant workers and their families while overseas and upon their return. The project objectives were closely aligned to those of the NLMP. In addition, the relevance of the LM Project to the needs of Sri Lanka has been very high from the beginning as so many Sri Lankans are either working as overseas labour migrants or are returning from overseas work.

At the global level, the project has been contributing to Outcome 9 of the ILO’s 2016-2017 Programme and Budget: “Promoting Fair and Effective Labour Migration policies-Labour migration governance is strengthened to ensure decent work for migrant workers meet labour market needs and foster inclusive economic growth and development”. In relation to Sri Lanka’s Decent Work Country Programme (DWCP) 2013-2017, the project contributed to Country priority No 1, “Promotion of full, decent and productive employment and an enabling environment for competitive, sustainable enterprise development” (DWCP 1.1), while also contributing to Country Programme Outcome (CPO) LKA 105, “Policies and programs in place to better govern labour migration, particularly for reintegration and prevention of trafficking of persons. Regarding Sri Lanka’s DWCP 2018-2022 the project is linked to Country Priority 3 on Rights at work for all, and in particular to Outcome 3.2 on “Labour market outcomes for (low-skilled) migrants are improved and their vulnerability to exploitation (forced labour) reduced.”

2) To what extent are the project design (objectives, outcomes, outputs and activities) and its underlying theory of change logical and coherent?

The PRODOC of March 2016 does not have as such a *separate* underlying ‘Theory of Change’ (ToC), but it includes a detailed analysis (pages 2 through 13) of the background as well as of the way the design of Phase III was based on the analysis and evaluation of the previous two phases (I and II) since 2010. This can be considered as a kind of *implicit* ToC. In particular the gaps identified at the end of Phase II, which remained to be addressed, are crucial and they are as follows (2016: 4):

- a. updating policy commitments,

- b. revising legislation,
- c. reviewing regulatory structures and functions,
- d. enhancing capacities of key personnel in the labour migration sector to enhance service delivery at national, district and local levels,
- e. updating and revising guidelines and frameworks,
- f. strengthening the positive contribution of labour migration towards the overall development of the country,
- g. enhancing protection and accountability at destination country level.

Phase III of the Project seeks to address these remaining gaps through the following four strategies (2016: 9):

- I. Revising and enhancing governance and regulatory frameworks.
- II. Fostering fair and ethical recruitment.
- III. Enhancing service delivery, monitoring and analysis at the district and local levels.
- IV. Mainstreaming the reintegration action plan.

These are in turn aligned to the three overarching NLMP themes discussed in the above. The project design as laid down in Chapter 3 of the PRODOC is quite logical and coherent, and includes a comprehensive Logical Framework (LogFrame) defining the objectives, outcomes, outputs, indicators and means of verification. However, milestones were missing at this stage, but these were later added to the Technical Progress Reports (TPR) and were even reported on separately (cf. Section 3.5).

3) Does the design need to be modified in the second half of the project, and why?

At this stage, there is no need to modify the overall design of the project itself, but some suggestions will be given below for changes of specific components and/or activities (see especially Chapter 4. Most stakeholders also stressed that the relevance of the project for the beneficiaries and for the country is still as valid as before and that a lot still needs to be done before February 2020.

4) How appropriate and useful are the indicators described in the project document in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive?

The indicators described in the PRODOC and LogFrame are not very precise because no actual numbers are given for such indicators as number of workshops, number of reports, % of workers, etc. This has already been made more explicit in the TPR's. The indicators in the LogFrame are generally gender sensitive with explicit attention for women workers already in the Development Objective and in the first two project objectives.

5) Were any lessons learned from previous pilot projects in the area, and in particular were the lessons learned from Phase 1 & 2 taken into account in designing this project (Phase 3)?

As already indicated in the above (under Evaluation Question 2) the lessons learned from Phases I and II are explicitly taken into account in designing this Phase III project. The PRODOC identified

six quite general lessons learned from Phase II (2016: 7), and described their contribution to key activities to be implemented in Phase III (2016: 7-8) which can be summarized as follows:

- i. A strong evidence base for a deeper understanding of causes and effects of LM
- ii. Consultative processes to encourage and enhance ownership
- iii. Standardized guidelines and tools setting benchmarks
- iv. Customised capacity building as a key element to foster effectiveness at different levels
- v. Innovative structures to encourage cross feeding of learning's
- vi. Support for Government to ensure safe and dignified labour migration
- vii. Bringing together multi stakeholders in the process

As far as could be established there were no previous pilot projects funded by other donors in this area. However, during the period of Phase III several other donors also entered the area of labour Migration (see below under Section 3.3).

6) Were the outputs achievable or overly ambitious?

The outputs in itself were clearly achievable but are considered in its totality quite ambitious as large numbers of outputs and activities were identified in the Log Frame: 23 and 41 respectively divided over the 4 objectives. Especially in combination with the management set-up (see Section 3.2) this has in fact been assessed as *overly* ambitious. In addition, this large number of activities suggests a certain degree of fragmentation of support.

7) Were risks properly assessed?

Risks were on the whole properly assessed and made explicit in the LogFrame. However, the impact of the Local Elections in February 2018 and the aftermath of changing ministerial structures and key staff was not as such foreseen. Thereby, it was particularly important that good contacts were maintained between the Ministry (MFE/MTDFE), the Bureau and ILO during that period of change.

3.2 Intervention Progress and Effectiveness (including effectiveness of management arrangement)

8) To what extent has the project been making sufficient progress towards its planned results (including intended and unintended, positive and negative)?

Whether the project has been making sufficient progress towards its planned results is rather difficult to assess in its totality with 23 outputs to consider. The self-assessment in the last (fourth) TPR of March 2018 indicates that progress is *more or less on track* with an average of 42% of planned activities completed some two months before the halfway point of the project (30 April 2018), also taking into consideration that expenditures tend to be smaller in the first (preparatory) phases of projects. Objective 4 scores the highest (see box), while Objective 1 lags somewhat behind. Objectives 2 and 3 score averages of 36% and 43%. The averages are generally brought down

Objective 1	29%
Objective 2	36%
Objective 3	43%
Objective 4	60%
Overall	42%

by activities which are 'not yet started' because they are awaiting the completion of preparatory activities. One example in particular in the fourth TPR concerns the joint study of ILO and The World Bank on migration costs which was delayed (item 1.8) and therefore the follow-up activities could not yet be held (1.9 – 1.11 are all 0 % completed). At the same time, it needs to be underscored that the outputs of the IOM sub-contract were not included in this output delivery assessment as this was reported separately by IOM; the percentage completion will have been at that time not much more than 29%, although the pace of spending was picked up thereafter (see below).

The LM project has made important *achievements*, which were explicitly underlined by most stakeholders, and a selection of summary achievements is listed as follows:

Achievements concerning Objective 1:

- Work on the Revision of the NLMP has progressed with an overview on migration for employment and with the National Skills sector consultation.
- All steps were discussed within the Expert Group especially set up for the revision which consists of a diverse group of experts, representing a range of expertise, experience and interest (government, universities, national and international NGOs, UN organisations, etc.).
- The background papers (ILO 2018a, 2018b and Ratnayake 2018) that feed into the policy revision process were completed, dealing with global, regional and national trends in labour migration, changes in migration profiles of Sri Lankans, policy coherence of migration for employment, international frameworks and mechanisms on labour migration, and the increase of inbound migration as an emerging issue (in particular from India, Bangladesh, Nepal and China, and related to such sectors as construction, hospitality and services).
- Consultations and a desk study have been completed for the revision of SLBFE Act (1985), and the SLBFE has completed the draft amendment; its key functions are: licencing of recruitment agencies, training for MW, registration of MW, complaint management mechanism, welfare activities and law enforcement.
- Investigation of the regulation on the Family Background Report (FBR) has been completed.
- Research on migration costs was initiated between ILO and the World Bank, whereby the fine-tuning of the survey methodology for the research is currently being undertaken jointly.
- Capacity Building has started of a target of 400 licensed recruitment agencies on ethical recruitment through the ToT on the operationalization of the Code of Ethical Conduct (CoEC); this component is implemented by IOM. IOM has also introduced the SOP and M&E report to approximately 250 agents during this training period alongside the curriculum.
- The survey of sub-agents in the recruitment industry was completed to assess if they can be regularized, which was undertaken jointly by IOM and IPS. It was a detailed study based on a sample survey of 405 recruitment intermediaries from all over the country, and qualitative data collected from many relevant stakeholders. One of the conclusions is that 80% of sub-agents actually prefer to be regularized.
- Include guidelines for selecting foreign recruitment agencies in the Operational Manual (OM) for Labour Attaches of the Sri Lankan Diplomatic Missions (implemented by IOM).

Achievements concerning Objective 2:

- Completed the Training Manual and Resource Pack for the approximately 1,000 Foreign Employment Development Officers (FEDO's), and the training itself has started (with Helvetas). The FEDOs function under the Divisional Secretaries with a supervising and

coordinating DO at the District Secretariat and help SLBFE in pre-departure training of potential migrant worker, FBR monitoring, and reintegration of returning migrants, including support to develop 'family development plans'. Until February 2018, 7 training programmes (each lasting 7 days) had been conducted in 10 Districts. Out of 338 FEDOs from these Districts, a total of 220 (of which 60% female) underwent training and received certificates for the course on introduction to LM. The training has been very much valued by the district government staff interviewed in Kurunegala and Galle as it helped them in their daily work.

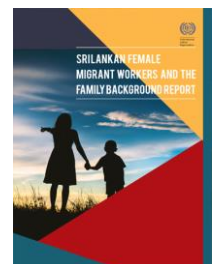
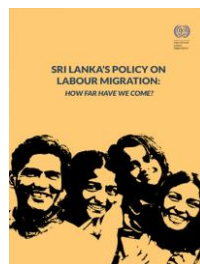
- The SDC Partner CSOs who hosted such training programmes in their respective districts provided constructive and practical feedback on the manual, resource persons and logistics from the trained FEDOs.
- Concerning the initiatives on Grievance handling a main Gazette notification has been issued to establish a pilot Special Mediation Board (SMB) in Kurunegala by TAF and MoJ. SMBs are quite common in Sri Lanka and they are being used at community level, for land disputes, and in particular also after the Tsunami of 2004. TAF has acquired vast experience in organizing such SMBs since 1988, and therefore it has been contracted by the LM Project for this purpose.
- Ongoing revisions of the Operational Manual (OM) for Labour Attaches of the Sri Lankan Diplomatic Missions with SLBFE, ILO and UNWOMEN, bringing in for example the gender angle including 'violence against women' and the position of domestic workers.
- Sections on migrant workers were added to the National Action Plan (NAP) on prevention of Sexual and Gender-Based Violence (SGBV), which was approved by the Cabinet in 2016.
- Technical inputs provided to include sections on foreign employment in the draft Youth Employment NAP and the National Human Rights Action Plan 2017.

Achievements concerning Objective 3:

- The Resource Directories for FEDOs to support reintegration were prepared, printed and disseminated in October 2017 to five districts, i.e. Kurunegala, Ratnapura, Galle, Kilinochchi and Batticaloa (selected on the basis of such criteria as high migration districts, ethnic balance and conflict affected districts).
- The SDC Partner CSOs interviewed (ESCO, and CHRCD supported by CDS) are undertaking work at the local level directly with migrants in respectively Batticaloa and Kurunegala dealing with four subject areas: access to information; legal support for grievance; psycho-social support; and remittance management and re-integration.
- Completed with SLBFE the Review of the Reintegration Plan of the 'Sub Policy and National Action Plan on Return and Reintegration of Migrant Workers' (in short, the sub-policy).
- Set up of the Reintegration Unit within SLBFE (works with DO's in Districts).
- Preparations for a study on the remittance sending behaviour of migrant workers and on the obstacles for remittance sending in order to support the Colombo Process (CP).

Achievements concerning Objective 4:

- Three Policy Briefs were published on different subjects: NLMP, Skills Recognition and Family Background Report (FBR).
- A large International-Regional Technical Meeting was held on Labour Migration statistics concerning an International Labour Migration Statistics (ILMS) database for South Asia.



- Support to MFE/SLBFE on developing the indicators for different SDG targets.
- Share the Sri Lanka experiences through CP, ADD and the Global Compact on Migration (GCM), and a national consultation was held on the draft GCM document which is expected to be adopted in December 2018 in Marrakesh.
- The coordination and organization of various meetings, such as for NAC, PAC, NSCRR and PEP, is another achievement, although some were not regularly held.

Nevertheless, there are a number of areas that are lagging substantially behind or have not yet started, such as:

On Objective 1:

- a. Regarding the NLMP revision the next step to be convened by MTDFE is the Round Table discussion on sectoral policy perspective and priorities on LM (scheduled for 2 October 2018). One of the important NLMP objectives is to enhance skilled migration, but recent research by CDS indicates that in contrast from 2016 to 2017 there was an almost 50% decrease in skilled migration.
- b. Some stakeholders indicate that the NLMP Action Plan needs to be made more known and more attractive visually (e.g. through cartoons) in order for the MW to understand.
- c. Strategy paper and national consultations on ratifying the ILO Conventions on MW;
- d. Follow-up of study by ILO/WB on migration costs;
- e. There is a need to develop a mechanism to monitor the impact of the training related to the CoEC of recruitment agents preferably jointly by IOM and the Bureau.

On Objective 2:

- f. Regarding the FEDO training the feedback from the interviews in districts was as follows:
 - More training is needed, of more FEDOs in more districts, but also updating of those trained already; the training of 7 days should not be reduced to 2 or 3 days.
 - One of the main challenges felt by the FEDOs is the pressure put on them by recruitment agencies in case of delays in approving the FBR (also mentioned by one of the SDC Partner CSOs interviewed).
 - Better coordination among local government offices, especially the SLBFE office and the Divisional Secretariat, which function as two separate entities.
 - It would be good to have day care for children of trainees otherwise they skip certain training sessions/days.
- g. A capacity building programme to be held for DOs and MFE officers on data collection, analysis and generation of family development plans;
- h. Several follow-up activities on SMB's and on Grievance handling;
- i. The centralized grievance handling was abandoned because legal barriers make it impossible at this time; it was proposed to replace this activity by support to the nine Provincial Centres which after some delays are currently being established by SLBFE.

On Objective 3:

- j. Regarding reintegration, the feedback from the districts was as follows:
 - The Resource Directories are important but need regular updating especially of the names of contact persons as they tend to change regularly.
 - Specific attention is needed for training in counselling services and health issues (including Non-Communicable Diseases, NCD's, also high on the agenda of the current UN General Assembly in New York).
 - There is a great need for logistical information in the form of a database on returning migrants to be accessed by the FEDOs.

- k. Capacity Building of the Reintegration Unit of the Bureau is required.
- l. National consultations to share findings of the remittance study and finalize an action plan to reduce remittance costs;
- m. Certain activities to revisit the current OM and include additional sections on return and reintegration;

On Objective 4:

- n. Two out of five policy briefs are still to be completed; and
- o. A few events on reporting on ILO Conventions and on SDGs are still to be organized.
- p. Convene a PAC meeting *with urgency*, to be followed up soon afterwards with the convening of meetings of NAC and NSCRR. It is important that the ILO and all the SDC Partners update the Government on their progress during the PAC, but it would be good if the government could update them as well.

On the whole, therefore, it can be concluded that the project has been making progress towards many of its planned results, but that a substantial number of activities are still to take off and that other activities still need to be completed.

9) Will the project be likely to achieve its planned long-term and medium-term outcomes by the end of the project?

On the basis of the achievements discussed in the above, it can be concluded that the project is expected to make substantial progress in achieving its planned long-term and medium-term outcomes by the end of the project. At the same time, the number of activities still to be initiated is also quite substantial. So, it would be good to come up with a plan to prioritize the various activities that still need to be undertaken.

10) Are there any external factors that hindered or facilitated achievement of the project?

There were several external factors that delayed the achievement of outputs, in particular:

- The Local Elections of February 2018 and its aftermath of changing ministerial structures and transfer of key staff, e.g. there were four different Secretaries in the past year;
- Lack of coordination between ministries, which includes a large number of ministries covering Foreign Employment, Labour, Skills, Justice, Foreign Affairs, Home Affairs, Women and Child Protection, (Board of) Investments, etc. This makes it for example difficult to conduct the NAC. In addition, other problems are that not all relevant ministries are included in the NAC, and the focal points are regularly transferred.
- For the recruitment costs survey there was a delay because the methodology is jointly designed by WB and ILO in Washington DC and thus progress is beyond the control of the Colombo CO.
- Delays in approaching the recruitment industry were faced by IOM, among other things because this industry is spread over the island, and it faces an image problem, and as a result gaining the trust of the companies took more time than anticipated.
- There was delay in the decision making to develop a web-based platform facilitating the reporting by FEDO's.

11) Were there any non-planned effects and were these good or bad?

As far as it could be logically established within the relatively short time span of the mission two non-planned effects can be identified. Firstly, one of the original project outputs was to review the structure of the SLBFE, but this Bureau within the MFE concluded that this is an activity that should be undertaken internally without involvement from outside. This can be considered as good as it concerns a regular activity inherent to a government organisation, and it shows that this organisation is taking matters in its own hand.

Secondly, the FBR regulation introduced in 2013 making it for example more difficult for women with children under five years of age to migrate along official channels was the subject of a study under the LM project and showed that it was at least partly responsible for a substantial decline in women migrating and in remittances sent. It is a hotly debated issue with competing views especially focusing on the wellbeing of children and families in general versus the freedom of women to make their own decision to migrate or not. The unplanned effect is now that very recently a committee of five ministers was given the task to make a proposal either to repeal the FBR, or to modify it reflecting this debate; their decision is expected within one month.

12) To what extent have stakeholders, particularly workers' and employers' organizations been involved in projects implementation?

Compared to most ILO projects the involvement of the workers' and employers' organizations in project implementation has been relatively limited. Employers' organisations as EFC and ALFEA played important roles (only) in a few selected activities, while interestingly recruitment agents are well represented in the SLBFE Board (4 out of the 11 members). ALFEA is not per se an employers' organisation as the members are mediators while the real employers are located in the destination countries. ALFEA is by far the biggest association of recruitment agents with about 700 registered members while an estimated 1,000 agents are currently operating (although more of them are registered at SLBFE many are no longer in business). The Middle East is by far the main destination for these agents.

The trade unions have only been invited to meetings and workshops just to provide their inputs. Generally, it must be said, though, that TU-membership among labour migrants is also substantially smaller than among in-country workers. Capacity Building of trade unions regarding labour migration issues and how to incorporate that into their organisations could be one venue to involve them more. Another possible venue is through the South Asia Regional Trade Union Council (SARTUC) which is based in Nepal, and the General Secretary of the SLNSS is one of SARTUC's Vice-Presidents; they signed an MoU with selected receiving countries where there also exist trade unions (e.g. Bahrain and Jordan).

13) The extent to which gender mainstreaming has been addressed in the design and implementation of the project? In how far does this also apply to the other cross-cutting issues of non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development?

Gender issues have received substantial attention in the design as well as during the entire implementation so far of the project. This can partly also be explained by the fact that in the period

1989 – 2004 the large majority of the yearly departures of migrant workers were female (on average around two-thirds). After that the number of registered female migrants rapidly declined to 50% in 2010 and even 34% in 2015, and as a result the concern shifted to the reasons behind this trend and the role played in this by various regulations (e.g. the FBR). It also led to a decline in remittances as unskilled women tend to send home a larger percentage of their incomes than other migrants (see also CENWOR 2017). Nevertheless, some stakeholders indicated that there should be a bit more focus on gender issues, especially in the NLMP because there is, for example, no solid recommendation on gender mainstreaming in its NAP.

Concerning the other cross-cutting issues the attention differs as follows:

- Non-discrimination: No specific attention could be assessed, partly as a result of the fact that it has been added as cross-cutting issue only a few years ago.
- Promotion of international labour standards: The ratification of several ILO Conventions on migrant workers (e.g. C97, C143 and C181) and on domestic workers (C189) are under discussion with the Ministry of Labour. Regarding C189 appropriate legislation is currently being developed by the government and once that is endorsed then the country can move towards ratification. Ratnayake (2018) provides an overview of broader international standards on LM.
- Tripartite processes: The project works very closely with a series of government organisations and in particular with MFE/MTDFE and SLBFE and also, although to a lesser extent with the Ministry of Labour (which is the official counterpart of ILO in Sri Lanka), but there are much less joint activities with the other tripartite partners (see above under Evaluation Question 12).
- Constituent capacity development received substantial attention at different levels, for example of the Ministry through ILO courses in Turin, of SLBFE, of Local Governments (e.g. FEDOs) and of recruitment agencies (on CoEC).

14) To what extent do the project management capacities and arrangements put in place support the achievement of the planned results?

With four Objectives, 23 Outputs and 41 Activities identified in the project design, the complexity of the programme and the sheer number of tasks to be undertaken by the project staff seem to have been underestimated at the design stage. The project staff is consisting of one full-time National Programme Coordinator (NPC) since the beginning of the project, and since June 2017 also of a full-time Administration/Finance Assistant until the end of the project. This set-up could have been expected to result in overburdening the staff with all the technical, coordinating, networking, administrative and monitoring tasks that resulted from such a design.

As a result, overall guidance and monitoring of project staff is very crucial, for example for strategizing. Hereby, the ILO Country Director plays a crucial role as does the newly formed Labour Migration Unit within the ILO country office bringing together the key staff of the four projects as well as the ILO Regional Migration Specialist and the Country Director. The position of this Regional Migration Specialist in the ILO DWT-Office in New Delhi was only established in 2016 but was quite beneficial to the project and may well have contributed to the high percentage of achievements under Objective 4; initially his tasks within the LM project were especially focussed on this objective but in later stages his tasks were broadened to other objectives as well.

Since at present this Specialist is in the process of being transferred to another country, there could be a gap of inputs from DWT-Delhi until he is replaced.

In sum, considering the large number of activities identified in the PRODOC, an additional full-time project assistant could have been effectively provided of course the budget would allow that.

*The **institutional arrangements** between MFE/SLBFE and ILO have been intensive, and it is difficult to establish who takes more initiatives in which components. There is a clear feeling of ownership of the project activities on the side of the Ministry and of the Bureau, but they admit that sometimes they are lagging behind in implementation as other duties require at times preference, and this priority setting is mainly done at the highest government levels.*

Monitoring and strategizing was well designed to occur at several levels, but unfortunately the implementation has lagged behind substantially as the first three of the fora mentioned below could not be held regularly:

- i. The **National Advisory Committee (NAC)** on Labour Migration (LM) is chaired by the Minister of MFE/MTDFE and was scheduled to be conducted annually, but in fact was held only once in 2016.
- ii. The **Programme Advisory Committee (PAC)** of all project undertaken jointly by MFE and SDC is chaired by the Secretary of MFE, and was scheduled to be conducted quarterly, but the last one was held in August 2017; currently the MTDFE is preparing to conduct a new one for September/October 2018.
- iii. The **National Steering Committee on Return and Reintegration (NSCRR)** is chaired by the SLBFE and was scheduled to be conducted quarterly, but in fact was held only once in August 2017.
- iv. The **Partner Exchange Platform (PEP)**, part of Output 4.5 in the LogFrame, is coordinated by ILO and organized by one of the SDC Partners on a rotating basis in the location of the particular CSO, for example the last one was organized by ESCO in Batticaloa and there a Swiss Minister and the Swiss Ambassador attended. PEPs are in fact held every four months or so (the next one is scheduled for October 2018).

3.3 Efficiency

15) To what extent has the project delivered value for money?

The project initiatives generally appear to have delivered value for money and this was confirmed by the key stakeholders interviewed including the donor and key government organisations. From the start of the project in April 2016 until June 2018 the expenditures had reached in total only 25% of the total project budget of over 1.5 million US\$, and yet, as we have seen in the above, a series of important achievements have already been initiated or completed. Table 1 below provides an overview of expenditures and allocations of the project which will be discussed further in the Evaluation Questions below.

Table 1: Overview of Expenditures for the period of April 2016 to June 2018 and commitments/allocations for 2018 - 2020 by Budget Lines (BL).

Budget Line (BL)	2016	2017	-----2018 *)-----		2019	2020	Total p. BL	Total in US\$	
	Actual	Actual	Actual	Committed	Allocation	Allocation			
International Consultants				5,1%	10,7%		4,2%	65.220	
Administrative Support		4,6%	3,7%	6,0%	1,6%	6,6%	25,4%	4,5%	70.000
Travel/Mission Costs	5,1%	2,5%	0,1%	0,1%	5,6%	8,4%	1,1%	4,5%	69.250
NPC	52,2%	18,8%	7,8%	12,6%	2,2%	12,0%	49,1%	11,0%	170.004
National Consultants	9,2%	7,9%			10,1%	1,2%		4,8%	75.060
Sub-Contracts (various)	2,2%	28,7%	12,8%		37,2%	4,7%		18,2%	282.170
Sub-Contract (IOM)		19,5%	69,5%	66,8%		54,0%		33,3%	515.997
Seminars & Fellowships	15,1%	5,0%	1,2%	0,7%	9,1%	1,5%		4,5%	70.267
Equipment & Sundries	4,8%	2,8%	1,7%	1,2%	1,6%	1,5%	8,8%	1,8%	28.447
Programme Support	11,5%	10,3%	3,2%	7,5%	11,3%	7,9%	11,0%	9,0%	138.913
Prov. for Cost Increase					10,7%	2,2%	4,8%	4,0%	62.660
TOTAL (%)	100%	100%	100%	100%	100%	100%	100%	100%	1.547.988
Row % of total	2,3%	13,7%	9,0%	15,6%	31,9%	26,0%	1,5%	100%	---
TOTAL Abs. in US\$	35.689	212.289	138.653	240.761	494.443	402.494	23.659	---	1.547.988

*) Data for 2018 concern actual expenditures until 5 June, and for the remainder commitments and balance of allocations. Sources: TPR 4 (April 2018) and direct information from project staff and financial monitoring systems.

16) How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the planned results?

The resources and inputs (funds, expertise, time, etc.) have generally been allocated and used strategically to achieve the planned results, but some imbalances have been perceived. The budget item of Sub-Contracts covers over 51% of the total budget (cf. Table 1), with the IOM subcontract alone accounting for one third, while the remainder concerns a series of activities (with for example CENWOR, IPS, TAF, CEPA and Migrant Forum Asia). At the same time, the costs for the project staff (NPC plus Administrative support in Table 1) can be considered relatively low with less than 16%. International and national consultants cover an additional 9%.

Another type of imbalance concerns the fact that the IOM-subcontract covers a substantial one-third of the budget but covers apparently only 3 out of the 23 outputs identified in the LogFrame and also later in the indicators/outputs of the different TPRs.

17) Have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures that have been put in place? Where possible, analyze intervention benefits and related costs of integrated gender equality (or not).

Regarding the 41 activities some were delivered in a timely manner, some have been lagging behind while others have not yet started. For example, the IOM subcontract seems to lag behind with only about 25% of the budget spend by January 2018 while the deadline for this component is December 2018. However, in the meantime spending has picked up pace on this component; while data could not be acquired specifically until 30 April 2018, the IOM has informed us that the expenditures until (and including) July 2018 amounted to 46% with the remaining 54% to be spend in the period after August 2018 (and a possible request for a budget-neutral extension beyond December 2018).

The financial overview and spending by budget line for this specific subcontract is given in Table 2. It shows that the majority of the budget is allocated to operational expenses (over 56%) while staff expenses account for over one quarter; when compared to the project staff expenses by ILO (below 16%; see Table 1) this is substantially higher. This work is also done by a two-member team and a part-time supervisor. The IOM overhead is agreed at 7%, and this has led to a unique situation because the entire sub-contract is part of the ILO LM project, and thus ILO would normally have charged 13% Support Costs, but in this case a waiver was given and only 6% support costs was charged over this subcontract (this is included in Table 1 above under Programme Support).

The allocation for 2019 mentioned in Table 2 concerns in fact unspent reserves and is proposed by IOM to be used to develop a mechanism to monitor the impact of the training related to the CoEC of recruitment agents jointly by IOM and the Bureau, as well as to undertake a pilot among a small group of sub-agents who are in the process of being regularized. One of the issues to be taken up according to IOM is that ethical behaviour of agents needs to receive due recognition; if other agents still work unethically, the ethical ones could run out of business, in other words, to deliver justice for ethical behaviour.

Table 2: Financial Overview of Expenditures and allocations for the IOM Sub-Contract under the ILO-LM project.

Budget Line	Budget allocation	Expenditure till July 2018	Commitments Aug-Dec 2018	Allocation 2019	TOTAL abs. in US\$
Staff	25,8%	37,6%	13,3%	19,9%	129.000
Office	11,2%	12,2%	7,3%	15,8%	55.789
Operational	56,5%	43,6%	72,8%	57,7%	282.500
IOM Overhead	6,5%	6,5%	6,5%	6,5%	32.711
TOTAL in %	100,0%	100,0%	100,0%	100,0%	---
TOTAL in US\$	500.000	231.970	176.658	91.372	500.000
TOTAL Row-%	100,0%	46,4%	35,3%	18,3%	100,0%

Source: IOM informal communication.

Concerning integrated gender equality, it was assessed that most stakeholders are very much aware of the importance of including gender mainstreaming in project implementation and are making efforts to have women included among participants in workshops and training courses. As indicated above labour migration was long dominated by female migrants, and in recent years the concern has shifted to the reasons why the number of registered female migrants is decreasing rapidly; therefore, there has continuously been great attention for gender issues in

this area. Concerning costs involved to enhance gender equality, this does not seem a major issue, as the participation of women is so high in labour migration and their share in the remittances might well be even higher.

18) To what extent have the project resources been leveraged with other related interventions to maximize impact, if any?

The project resources have been leveraged to maximize impact with other related interventions. Firstly, this concerns the contracts between SDC and the SDC Partners which are separate from the LM project. Secondly, several other ILO projects in the area of Labour Migration (Skills, EQUIP and REFRAME) have together with the LM project formed the LM Unit within the ILO country office in Colombo, which could be important for oversight, monitoring and avoiding overlaps. Lastly, contacts between the different donors operating in the area of labour migration, such as SDC (Skills and LM projects), EU (REFRAME) and US-Department of State (EQUIP), as well as a new donor emerging recently (DFAT/Government of Australia), seem to exist but only sporadically.

19) Was the methodology of implementation the right one under the circumstances?

In general, it was found that the methodology of implementation was the right one under the circumstances. Regarding *Objective 1*, to improve the policy, legislative and regulatory frameworks and processes that govern labour migration in Sri Lanka, it was imperative to update and revise the NLMP, to have an Expert Group as a sounding board, to support the revision of the SLBFE Act, to start capacity building of the recruitment agencies on ethical recruitment and to investigate migration costs as well as the position of sub-agents in the recruitment industry. For example, the IOM subcontract met with some monitoring and start-up issues, but it was also a good practice in the sense that IOM and ILO for the first time work together with SDC on these recruitment issues.

Concerning *Objective 2*, to promote rights at work for women and men migrant workers and to protect their families, the training of FEDOs was important, as were the Gazette notification on grievance handling through SMBs, the revisions of the OM for labour attaches and the inputs in the NAPs regarding SGBV, youth employment and human rights.

For *Objective 3*, dealing with optimizing the benefits of labour migration through supporting return and reintegration, it was important that the Resource Directories supporting reintegration by FEDOs were completed and disseminated to the 5 selected districts, that the Review of the Reintegration Plan of the sub-policy was completed with SLBFE, and that the Reintegration Unit was set up within SLBFE.

Lastly, *Objective 4*, increasing contribution to national, regional and global discourse on migrant workers, has seen the publication of three Policy Briefs, a large International Technical Meeting LM statistics, the support to the Ministry and the Bureau on developing the indicators for SDG targets, as well as the sharing of the Sri Lanka experiences on LM through international fora, and, also the coordination and organization of a number of meetings (e.g. PAC and PEP). The project has also provided strategic inputs and technical guidance to Sri Lanka's Permanent Mission to the UN in Geneva on several occasions.

As many of the outputs and activities identified are closely aligned to the Government's policy as laid down in the NLMP and the SLBFE Act, the employed methodology was the right one, and the proper steps were taken to improve the implementation of these policies.

20) Was the budget spent according to the proposed budget lines?

The expenditures followed closely the proposed budget lines.

21) Was the rate of spending acceptable and according to plan?

Actual expenditures have been rather small in 2016, while those in 2017 and the first half of 2018 picked up pace only slowly (cf. see Table 1 above). As a result, in the second half of the project *three-quarters of the budget* still needs to be spent; there are of course already firm commitments made which amount to just over 15% of the total budget (Table 1). The data provided by IOM for a different time period i.e. from August to December 2018, shows a higher rate of commitments for that specific sub-contract (35%; see Table 2). Nevertheless, sustained efforts and proper planning are required to be able to spend all of the three quarters including commitments within the second half of the project.

22) What was the value of this project? (% of budget that actually reached the beneficiaries)

The *primary* clients or beneficiaries of the LM project were given in the ToR (Annex 1) and have also been discussed in Section 1.2 above; they include in particular MTD FE, SLBFE, several other Ministries, employers' organisations (EFC and ALFEA), several trade unions, SDC and the wider donor community, as well as the different ILO offices. *Secondary* clients or beneficiaries are other key stakeholders, including migrants themselves. When put in this way the value of the project, or the percentage of budget that actually reached the beneficiaries is quite high as the project worked very closely with MTD FE and SLBFE, as well as with SDC and its partners and the different ILO offices; in addition, the project had substantial specific activities with several other ministries and with employers' organisations. Migrants themselves have benefited directly especially through the work of the FEDO's who were trained through the project and supported by the new Reintegration Unit of SLBFE, and through the work of the SDC Partner CSOs.

3.4 Sustainability and Impact

23) To what extent are the planned results of the project likely to be durable and can maintained or even scaled up and replicated by other partners after major assistance has been completed?

The durability of the planned results, i.e. in how far these results can be maintained or even scaled-up and/or replicated by other partners, differs substantially among the various project components. In the below it will be assessed following the four main objectives.

As a whole, the results of **Objective 1** are quite durable, especially because most of them are embedded in the structures and policies of the Ministry and the Bureau. Regarding the revision of the NLMP, it is very durable provided all of the proposed steps are completed, such as the convening of the Round Table discussion by MTD FE on sectoral policy perspective and priorities on LM, the finalizing of the guiding principles and strategies and the validation and finalization of the draft policy and NAP. These steps have been further detailed in the fourth TPR.

The revision, i.e. the third Amendment, of the SLBFE-Act (1985) is another durable result as it has been completed and awaits final endorsement. The capacity building of recruitment agencies on ethical recruitment is, once completed, also a very durable result which can be scaled up or replicated by other partners (e.g. by ALFEA in cooperation with the Ministry). Some other activities, such as the investigation of the regulation on the FBR, the research on migration costs and the survey of sub-agents in the recruitment industry are mainly preparatory steps to be built on further in the future.

The results of **Objective 2** also show a clear durable character with the FEDO training manual and resource pack completed and the training of FEDOs started. While the revisions of the OM for labour attaches is ongoing, once completed and inserted they are fixed, but need to be monitored for actual use in the work of these attaches. The establishment of a pilot SMB in Kurunegala has reached an important step with the Gazette notification issued, and therefore it is expected to be durable through the Ministry of Justice after the pilot phase; it needs to be noted that Sri Lanka has a lot of experience with SMBs at community level and also after the Tsunami of 2004. Lastly, the inclusion of sections on migrant workers/foreign employment in several NAPs is durable as well, especially on prevention of SGBV and on Human Rights.

Among the **Objective 3** results the existence of the new Reintegration Unit is not only a sign of durability but also of the concrete institutionalisation of the political will on the side of the government relating to issues of labour migration. The completion of the Resource Directories for FEDOs and its dissemination to five districts is another important step for which plans need to be developed for scaling up in the near future. The completion of the review of SLBFE's Sub Policy on return and reintegration needs to be followed up with monitoring on how it is implemented and how stakeholders coordinate and take responsibility. Lastly, the SDC Partner CSOs at the local level are undertaking important supportive work for the migrant workers themselves and their cooperation with FEDOs and other local government staff is important and influential, but their activities remain dependent on outside funding.

Lastly, the results of **Objective 4** are also varied. The Policy Briefs published are tangible project outputs which contribute to visibility although they constitute only preparatory steps towards possible durability. The same can be said of the international meetings and consultations held on the ILMS database for South Asia and on the sharing of Sri Lanka experiences through the CP, the ADD and the GCM. The support to the ministry on developing indicators for SDG targets has an obvious sustainable purpose. Regarding the monitoring meetings, an important step towards enhanced government ownership will be made if the Ministry could indeed now hold a PAC meeting within the coming month and a NAC meeting before the end of 2018, and if the SLBFE could organize a NSCRR meeting in the coming months. Because of these delays in monitoring the time for making arrangements to institutionalise the required components well before the project period ends (cf. PRODOC) has significantly been reduced.

24) How effective has the project been in establishing national/local ownership?

Overall ownership of the project has been relatively high from the beginning at the MFE as it was oriented towards the implementation of the NLMP. The project objectives fit well with national priorities articulated at policy level in this NLMP which the GOSL owns and uses to guide all its work on labour migration. As the SLBFE has been heavily involved in the implementation of the project, ownership here is also substantial, and this was further underscored during the meeting the evaluators had with the complete executive staff of this Bureau. Regarding the Ministry of Labour, the official counterpart of the ILO in the country, it has been involved in NAC and PAC meetings and on issues of the possible ratification of ILO Conventions (especially C.97 and C.189), but has not developed ownership of the project, although it is clear that they are ready to do that once the project also would include issues of inbound labour migration as that falls under their authority.

Overall, all partners were provided with opportunities to play a role in guiding the direction of the project through national level advisory committees (NAC, PAC and NSCRR), expert groups, exchange platforms (PEP) and sub-committees, thereby taking some degree of ownership of the initiatives.

25) To what extent have national government institutions benefited from regional consultative process etc?

The Government of Sri Lanka has been deeply involved in several international regional consultative processes such as the CP, the ADD, the GCM and the ILMS meetings. Not only have relatively many of these meetings been organised on the island itself, but Sri Lanka was the first chair of the Colombo Process (CP) in 2003 and was again the chair from 2013-2016. This degree of involvement has been beneficial to the national government in several areas, for example for consultations with receiving countries (ADD) on specific issues and problems relating to migrant workers. In addition, the ongoing revisions in the project on the Operational Manual (OM) for labour attaches at Diplomatic Missions is another example.

26) To what extent have regional governments benefited from the activities and outputs?

Regional governments have benefited from a number of activities and outputs under the project which have been discussed extensively in the above, and include the FEDO training in 10 Districts, the pilot SMB in Kurunegala Province, the Resource Directories for FEDOs on reintegration in 5 Districts, the work undertaken by the SDC Partner CSOs in various districts/provinces, and the support from the national level for the local level through the newly established Reintegration Unit of the SLBFE. As we have seen in the above, coordination among local government offices (e.g. between SLBFE office and divisional secretariats) needs sometimes to be enhanced. In addition, there are delays reported in the setting up of SLBFE Regional Offices, e.g. for the Eastern Province in Batticaloa, resulting in people having to make long trips (up to Colombo) for certain regulations.

27) To what extent can the outputs be expected to be sustainable over the longer (5-10 years) term?

There are a number of indicators that show that the outputs of the project are expected to be sustained, even over the middle or longer term. The revised policy and regulatory framework (in particular NLMP, SLBFE Act, and Sub-Policy) will have to be followed by all government organisations in the years to come. The capacity building efforts concern also a sustainable output, and the developed training courses and manuals can be used to upscale the training, and part of them will be upscaled by the MFE/SLBFE. In addition, the Reintegration Unit at the Bureau is a clear example of the institutionalisation of project components.

However, one has to be careful with predictions on such a longer term, especially also since national elections are scheduled for early 2020 not only because of the outcome, but also because of the positioning of the different political parties in the run up to these elections which are currently quite unpredictable.

28) Do the government institutions fully support the initiatives taken by the project?

The MFE has agreed in 2016 to the proposed outcomes and activities of Phase III as laid down in the PRODOC, and this has not changed since then; however, it will be important, as already underlined, that the Ministry now reiterates such an important commitment by organizing the PAC and NAC meetings preferably in 2018. Both the Ministry and the Bureau have un-categorically indicated to the evaluators that they fully support the initiatives taken by the project and are ready to take them further.

29) To what extent has government partners been involved in the implementation of the project?

As has been shown extensively in the above Sections, the government partners have been deeply involved in the implementation of the project.

30) To what extent has the project strengthened the capacities of the government structures?

The project has strengthened the capacities of the government structures in various ways. This includes in particular the learning by doing and by cooperating with ILO, IOM, UNWOMEN, Helvetas and the SDC Partner CSOs in the large majority of the outputs. Specific other examples include the support to the Ministry to develop indicators for SDG targets, the revisions of the OM for labour attaches, and the different capacity building efforts of local governments (FEDOs).

31) To what extent are the migrants themselves contributing to the sustainability of the initiatives?

Migrant workers themselves are contacting government offices for permits to travel as well as for support in the case they encounter problems or abuse. The government is trying to bring that closer to the people by opening nine Provincial Centres (currently being established by SLBFE) and by enhancing the role of the FEDOs who have direct contact with migrant workers for example on the FBR, as well as upon their return through the development of so-called 'family development plans'. As a result of FBR unregistered labour migration has increased substantially particularly

among women with children under 5 years of age, as this is the category targeted in particular by the FBR regulation withholding them the permission to migrate because it would create problems for her family that stays behind.

The SDC Partner CSOs also have direct contact with a part of the migrant workers partly on the workers' own initiatives or sometimes referred to the CSOs by FEDOs; the CSOs often liaise on behalf of the workers with the local government officers (FEDOs and others). CHRCD in Kurunegala, for example, has 670 migrant workers as members (of which about 90% are female).

Thus, by using the established channels within the government and CSO structures supported by the project, the migrants are in an indirect way contributing to the sustainability of the initiatives.

32) To what extent is the impact sustainable over the longer term?

Under Question 27 we have seen that there are indications that a number of *outputs* of the project are expected to be sustained, while the present question deals with the extent to which the *impact* of the project is sustainable over the longer term. It is the expectation that the tripartite approach, the policies and practices developed, and the enhancement of the capacity building tools and capacities will all continue to protect migrant women and men long into the future, provided the project is able to complete the planned outputs and activities before the end of the project in February 2020. For that to happen the monitoring and evaluation of the direct assistance provided should be substantially enhanced through the PAC and the NAC in particular, and the strategizing should be enhanced through the development of an expenditure plan for the remainder of the project duration and through the regular meetings with SDC as well as with the LM Unit in the ILO country office. Lastly, the documentation of good practices and lessons learned need to be undertaken continuously in order to be able to disseminate them towards the end of the project for possible adjustment and replication by other agencies and further mainstreaming into the national policy framework.

33) Has the project increased or decreased dependency on outside intervention?

From the perspective of an independent, autonomous state as Sri Lanka, the phrase “dependency on outside intervention” seems in general less appropriate. Nevertheless, certain interventions could have the unintended effect of enlarging the reliance on the technical and financial support from international organisations as opposed to enhancing ownership and taking initiatives by national institutions themselves. In this case one has to conclude in view of the above analysis that the Government of Sri Lanka (GoSL) has showed a substantial degree of ownership, and critically evaluated the interventions; for example, one component, i.e. the operational review/reforms of MFE and SLBFE, was cancelled because the Ministry indicated that they prefer to do this internally through the Public Services Commission as mandated. At the same time, government priorities may sometimes shift due to political or other reasons, and government staff may change at times resulting in delays in decision making and in the implementation of certain activities, the organization of NAC and PAC being a case in point. ILO staff will keep on reminding the government organisations of the activities to undertake, but to conclude in such cases that the dependency on organisations like ILO increases seems to be a bit far-fetched. In any case, it would be beneficial for the LM project to have an ‘exit strategy’ in case assistance for this particular project will not continue after its completion in February 2020.

3.5 Reporting

34) Transparency in reporting

Reporting has been quite transparent during the first two years of the project whereby ILO has closely followed the requirements laid down in the Agreement between SDC and ILO dated 6 April 2016:

- i. Financial Report: To be submitted before 31 March of each year of the project;
- ii. Progress Report: Bi-annual reports on the results obtained by the project in the previous period (TPR); one report in September and the other in March of each project year;
- iii. Final Report: To be submitted within 90 days after the completion of the project.

A minor problem concerns the different reporting time frame of the sub-contract with IOM. Their progress reporting covers the 1-year periods of 1 February until 31 January, so the latest one reported until 31 January 2018. Therefore, the TPR for the project as a whole included the main achievements and added the IOM progress report as an annex. The gap of two months (February-March) will then be covered in the next TPR. The other organisations involved, i.e. Helvetas, UNWOMEN and the eight SDC Partner CSOs, all report directly to SDC as each of them have a separate contract with SDC.

One technical issue needs to be raised which concerns the link between the LogFrame and the TPRs. This link is clear at the general Objectives level, but somewhat difficult to establish in detail because the “Summary of Outputs” (TPR-4 2018: 9-11) discusses not the outputs as defined in the Log Frame but a different range of activities or indicators. Of course, the LogFrame is a dynamic entity, but it may be better to add a column with the original outputs and rename the current column ‘outputs’ as ‘indicators’ or ‘activities’.

In addition to the TPRs the project has produced a separate reporting document on ‘Milestones for Key Outputs’ (dated 15 March 2018) whereby the key outputs are identified as:

- 1) Revised and updated NLMP and NAP and corresponding monitoring mechanism,
- 2) Revision of the Foreign Employment Act (SLBFE Act),
- 3) Ratification on International Labour Standards Related to Labour Migration,
- 4) SMBs for migrant workers established and operating in 5 high migration districts, and
- 5) Centralized Grievance Referral Mechanism operationalized.

Although this cannot replace the formal reporting through TPRs, it provides an interesting overview through time of the steps taken related to these five outputs with easy access to information on the urgent step(s) to take next.

Regarding the dissemination of the publications produced under the project, such as the Policy Briefs, ILO has identified a two-page ‘Dissemination Strategy’ which includes target groups at international level (such as CP, ADD, GCM, ILO Geneva, ILO Asia-Pacific migration knowledge sharing platform – APMagNet, and ILO and other websites) as well as at national level (NAC, PAC, NSCRR, PEP, Donor Community through the UNs Development Partner Forum, etc.). However, dissemination seems to have lagged behind somewhat partly because the NAC, PAC and NSCRR whose members are the key project stakeholders, have not been held for a long time; therefore, alternative ways should be identified to reach these members.

A different issue regarding publications concerns the visibility of the main counterpart, the Ministry, and of the donor, SDC. In general, it would enhance the embedding of publications into the project processes if the Ministry feels ownership and endorses the inclusion of their logo on a particular publication. The same holds for the logo of the donor. In specific cases, for example in case of opinion pieces, one might decide to deviate from this overall guideline, but generally it is advisable to add the logo of the Ministry and the donor on the front page of most publications.

Public awareness on issues of LM is considered by several stakeholders as an area that needs much more attention. The outline of the SLMP guiding the MoU between MFE and SDC given in Annex 5 also includes a National Media Campaign which has not yet started but is currently in development.

3.6 Observations on donor's role and influence on project implementation

35) Were communications with the donor satisfactory in terms of promptness and content?

The communications between the LM project and SDC were compared to those with many other donors quite frequent with meetings occurring generally every two or three months, even apart from more regular emails/phone calls. These contacts generally deal with progress reporting of specific activities or the project as a whole. However, the donor prefers to be involved more often in meetings dealing with setting out the strategies of the project outcomes and with the prioritization of outputs and the evaluators fully agree with this initiative as SDC is not only a donor but also a closely involved partner.

36) Was technical / administrative support provided timely and adequately when requested?

Generally (technical) support was provided by the donor in a timely and adequate manner when requested by ILO.

37) Were financial release procedures and actions timely taken care of and did these influence project implementations in any way?

Financial release procedures and actions by the donor were taken care of in a very timely manner, and did not influence project implementations in any way.

38) Was monitoring and progress reporting adequate according to the SDC requirements?

Reporting has been adequate and followed closely the SDC requirements laid down in the Agreement between SDC and ILO in April 2016. However, more emphasis is needed in the project for monitoring, strategizing and timely modifications of outputs or activities in which SDC as a partner is ready to be involved.

4 Conclusion and Recommendations

4.1 Conclusion

The Relevance and Validity of the Design of the Labour Migration project has generally been high. The objectives of the project are very consistent with the beneficiaries' requirements because the project intended to support the implementation of the NLMP and the protection of the migrant workers and their families while overseas and upon their return. The outputs in itself were clearly achievable but are considered in its totality quite ambitious as large numbers of outputs (23) and activities (41) were identified in the Log Frame.

Intervention Progress and Effectiveness differed very much among the 23 outputs whereby the self-assessment in the TPR of March 2018 indicates that progress is more or less on track with an average of 42% of planned activities completed nearing the halfway point of the project, even though it was found that staffing had been limited compared to the complexity of the project. There were several external factors that delayed the achievement of outputs, such as the Local Elections of February 2018 and its aftermath, and the lack of coordination between ministries. Compared to most ILO projects the involvement of the workers' and employers' organizations in project implementation has been relatively limited, while gender issues have received substantial attention. There is a clear feeling of ownership of the project activities on the side of the Ministry and of the Bureau, but the implementation has lagged behind substantially as three of the main fora could not be held regularly.

Concerning efficiency, it was concluded that the project initiatives generally appear to have delivered value for money. Spending had initially been very low, and some imbalances have been perceived, for example while the IOM subcontract accounts for one third of the total budget only 3 outputs are related to that sub-contract. But gradually spending is picking up and solid commitments are made. In general, it was found that the methodology of implementation was the right one under the circumstances, but there were substantial differences among the objectives and selected activities which are discussed in detail in Section 3.3. As a result, in the second half of the project *three-quarters of the budget* still needs to be spend. The value of the project, or the percentage of budget that actually reached the primary and secondary beneficiaries is quite high as the project worked very closely with MTD FE and SLB FE, as well as with SDC and its partners and the different ILO offices. Migrants themselves have benefited directly especially through the work of the FEDO's, and through the work of the SDC Partner CSOs.

Sustainability and Impact, or in other words the durability of the planned results, i.e. in how far these results can be maintained or even scaled-up and/or replicated by other partners, differed substantially among the various project components. Overall ownership of the project has been relatively high from the beginning at the MFE as it was oriented towards the implementation of the NLMP. The project objectives fit well with the national priorities in the NLMP which the GOSL owns and uses to guide all its work on labour migration. As the SLB FE has been heavily involved in the implementation of the project, ownership here is also substantial. This applied much less to the Ministry of Labour, the official counterpart of the ILO in the country, which has been involved mainly through the NAC and PAC meetings. Certain outputs of the project are expected to be sustained over the middle or longer term, for example the revised policy and regulatory framework

(NLMP, SLBFE Act and Sub-Policy) will have to be followed by all government organisations in the years to come. The capacity building efforts and the Reintegration Unit at the Bureau are in themselves a sustainable output, and the developed training courses and manuals can be used to upscale the training (e.g. by MFE/SLBFE). Concerning the extent to which the *impact* of the project is sustainable over the longer term it has been concluded that the tripartite approach, the policies and practices developed, and the enhancement of the capacity building tools and capacities will all continue to protect migrant women and men long into the future, provided the project is able to complete the planned outputs and activities before the end of the project in February 2020.

Reporting has been quite transparent during the first two years of the project whereby ILO has been submitting a Financial Report yearly, and a TPR bi-annually. Regarding the dissemination of the publications produced under the project, ILO has identified a two-page ‘Dissemination Strategy’ which includes target groups at international and national level. However, dissemination seems to have lagged behind somewhat partly because the NAC, PAC and NSCRR whose members are the key project stakeholders, have not been held for a long time. A different issue regarding publications concerns the visibility of the main counterpart, the Ministry, and of the donor, SDC, which could be enhanced.

The role of the donor in this project has been quite substantial with relatively frequent communications between the LM project and SDC. However, additional meetings setting out the strategies of the project outcomes and the prioritization of outputs will be important.

4.2 Recommendations

The recommendations will be presented in this section according to the six Evaluation Criteria distinguished throughout this report.

Relevance and Validity of the Design

- 1) Maintain the current project design** as it is still valid and relevant for the country but **move gradually in the coming years towards support for the entire Island**, including the more remote areas, and not only those areas having high levels of migrant workers.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, SDC and National Stakeholders	Medium	Current Phase III, and beyond	Could be substantial as travel costs to remote areas are higher; During current Phase III only take up pilot expansions. Needs to be budgeted in follow-up phases.

- 2) Reach out more actively to the employers’ and especially also to workers’ organisations.** For example, one venue to involve the trade unions more could be with capacity building components regarding labour migration issues and how to incorporate that into their organisations. Another venue could be through the activities of the South Asia Regional Trade Union Council, SARTUC (see further also the recommendation below on Inbound migration).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and Social Partners	Medium	Current Phase III, and beyond	During current Phase III only take up pilot expansions. Needs to be budgeted in follow-up phases.

Intervention Progress and Effectiveness (including effectiveness of management arrangement)

- 3) **Reduce the fragmentation of activities (already 41 in the LogFrame), and in any case try to control a further proliferation of outputs (already 23).** While faster procedures are required to replace activities that are being abandoned for different reasons (e.g. *Central* grievance handling and the review of the SLBFE structure), the resources that are freed up should be employed to support *existing* activities (and not new ones). In addition, the PRODOC is lacking a genuine Theory of Change, while the Risk Register should consider the effects on ministerial structures and staff changes of any upcoming elections in 2019 and in early 2020 and the preceding campaigning phases.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, National Stakeholders, SDC, IOM and Helvetas	Medium	Current Phase III, and beyond	None.

- 4) **Maintain the current level of attention for gender issues** and monitor closely the developments related to the repeal and/or modification of the FBR regulation as it has proven to result in a decrease in registered female migrants. This Recommendation is also trying to make sure that the attention for gender issues will be *maintained* despite the government having an official policy of *promoting* skilled workers migration (majority of men) and of *discouraging* unskilled workers migration including many of the women (see also Recommendation 7).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, National Stakeholders, SDC and all SDC Partners	High	Current Phase III, and beyond	Already included in budget.

- 5) **Consider including issues of inbound migration as it could potentially impact on domestic labour markets and thus on outbound migration.** As CENWOR concluded in its study, it is recommended that any policy initiatives on inbound migration are guided by evidence-based studies since this is a relatively unknown area. This could include the strengthening of the regulatory framework on inbound migration, which would have to be undertaken jointly with the **Ministry of Labour** because this area is under its authority. It could also contribute to have much greater involvement of **employers' and workers' organisations**.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, SDC, Ministry of Labour, Social Partners, and other National Stakeholders	Medium	Current Phase III, and beyond	Re-allocate budget for pilot interventions and needs to be budgeted in follow-up phases.

- 6) **Strengthen the project team and the project management by employing a project assistant soonest, and by enhancing overall guidance and monitoring of project staff** through supervision from the ILO Country Director, and through cooperation with SDC and with other LM projects in the ILO LM Unit within the Country Office guided by the Regional Migration Specialist from the ILO-DWT in New Delhi.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO CD, SDC, ILO LM Unit and Regional Migration Specialist	HIGH	2018	Budget is available but may require limited reallocations within the proper budget line.

- 7) **Maintain support for MFE and SLBFE to organize the crucial monitoring meetings *more regularly* (i.e. the NAC, PAC and NSCR), and continue the organization of the quarterly PEPs** on a rotating basis in the location of the particular CSO. In more detail, support should be considered to the official MTD/FE's objective laid down in the NLMP of promoting skilled workers migration and to discourage unskilled workers migration, although recent data indicate that skilled migration has decreased substantially from 2016 to 2017 implying that the policy is not (yet) effective. Regarding SLBFE, it would be advisable if the composition of its Board could ensure representation of migrant worker networks and advocacy groups, as well as a gender balance.

Responsible Unit	Priority	Time Implication	Resource Implication
MFE, SLBFE and ILO	HIGH	2018	Budget is available.

Efficiency

- 8) **Develop an operational and expenditure plan to prioritize the various activities that still need to be undertaken in the second half of the LM Project**, including an action plan to *speed up* the level of expenditures. Concerning the IOM sub-contract which runs only until December 2018, the use of resources that are expected not be spent should be part of such an action plan and should consider the suggestions made by IOM for the use of such resources under a budget-neutral extension of about half a year.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, SDC and IOM	HIGH	2018	Budget is available.

Sustainability and Impact

- 9) **Make an even greater effort to identify ways to incorporate the relevant project initiatives into the existing working structures and modalities of the Ministry and the Bureau in order to enhance ownership further.** Efforts have been focussed in particular on National Action Plans (NAP) which are important, but these efforts need to be expanded to the inclusion of selected activities (including e.g. policy implementation, capacity building and research) in the yearly ministerial financial budgets. In addition, **develop a proper exit strategy for the LM project** in case donor funding might end in 2020. Two elements are particularly important: (1) Continue, update and expand the training of SLBFE staff, staff of Provincial Centres and FEDO's, and (2) Support the drive to digitalize data for Foreign Employment through E-governance.

Responsible Unit	Priority	Time Implication	Resource Implication
MFE, SLBFE, ILO, SDC and local governments	Medium	2018 - 2020	Budget is available but may require limited reallocations within the proper budget lines.

Reporting:

- 10) Maintain current schedule of reporting and, at the same time, link the M&E system in the PRODOC and Log Frame more clearly to the one used in the TPRs:** the 'Summary of Outputs' in the TPRs concern in fact activities or indicators (although different from the those in the LogFrame). In addition, **there is a need to re-group the activities** ('outputs' in the TPR) as they are currently too numerous and of different magnitudes, resulting in quite incomparable percentages of work completed in the TPR. One example is item 1.8 in TPR-4 which was delayed and therefore the follow-up activities could not yet be started (i.e. 1.9 – 1.11 and these are all 0 % completed); the four items had better be merged under one output.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO	HIGH	2018	None.

- 11) Enhance the visibility of the project as well as of the Ministry, the Bureau and SDC** through several measures: (a) Adjust ILO's Dissemination Plan related to reports, policy briefs, manuals, etc. in order to enhance national, regional and global dialogues and discourse. (b) Consider adding the logo of the Ministry/Bureau and the donor on the front page of most publications. (c) Where possible support the National Media Campaign jointly to be organized by the Bureau and SDC in order to raise public awareness on LM.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, SDC and National Stakeholders	HIGH	2018 - 2019	Budget is available but may require very limited reallocations within the proper budget lines.

Observations on donor's role and influence on project implementation

- 12) Organize more regular bilateral meetings between ILO and SDC and alternate between progress reporting and strategizing meetings, and organize a quick, bilateral strategizing workshop among ILO and SDC** as a follow-up to this MTE to discuss the recommendations; for matters of speed this workshop should remain limited and should, for example, not wait for the new Regional Migration Specialist to arrive (since that cannot be predicted). As a follow-up of that quick workshop, the proposals and plans could be discussed in a wider audience in the LM Unit and with the main government stakeholders. This does not subtract from any degree of government ownership, since the pre-meeting is only to make the wider meeting more efficient.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, SDC, IOM and National Stakeholders	HIGH	2018	Budget is available.

5 Lessons Learned and Good Practices

This chapter compiles three lessons learned (LL) and two good practices (GP) from the experience gained by evaluating the LM project in the present report, namely:

Lessons learned

- LL1: The ten-year timeframe of the SDC Programme on labour migration with the Government of Sri Lanka implemented by the ILO is important to be able to work on long-term policy changes and the implementation thereof.*
- LL2: The numbers of outputs and activities identified in the Project Document (PRODOC) must be proportional to the input of project staff in order to be able to efficiently and effectively undertake project implementation.*
- LL3: The experience in the SDC LM project with the subcontract from ILO to IOM has generated a few lessons learned in terms of cooperation as well as monitoring and supervising issues.*

Good practices:

- GP1: The setting up in Sri Lanka of the Partner Exchange Platform (PEP) by the ILO and SDC as a forum to discuss Labour Migration issues is an important step towards the goal of supporting policy development.*
- GP2: The setting up of the Labour Migration Unit in the ILO Country Office in Colombo is an important step towards enhancing oversight, strategizing, overall guidance of project staff, monitoring as well as to avoid overlaps.*

These Lessons Learned and Good Practices will be discussed in detail in the following two sections (5.1 and 5.2).

5.1 Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the three identified Lessons Learned (LL).

LL1: The ten-year timeframe of the SDC Programme on labour migration with the Government of Sri Lanka implemented by the ILO is important to be able to work on long-term policy changes and the implementation thereof.

ILO Lesson Learned Template

Project Title: Mid-Term Evaluation of Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III

Project TC/SYMBOL: LKA/15/02/CHE

Name of Evaluator: Theo van der Loop

Date: 30 September 2018

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

LL Element	Text																
Brief description of lesson learned (link to specific action or task)	<i>The Lesson Learned is that the ten-year timeframe of the SDC Programme entitled “Safe Labour Migration Programme” (SLMP) with the Government of Sri Lanka (GoSL) implemented by the ILO and several other partners is important to be able to work on long-term policy changes and the implementation thereof.</i>																
Context and any related preconditions	<table border="1"> <thead> <tr> <th>Phase</th> <th>Started</th> <th>Ended</th> <th>Budget in US\$</th> </tr> </thead> <tbody> <tr> <td>I</td> <td>Dec. 2010</td> <td>March 2013</td> <td>699,000</td> </tr> <tr> <td>II</td> <td>April 2013</td> <td>Dec. 2015</td> <td>639,000</td> </tr> <tr> <td>III</td> <td>6 April 2016</td> <td>29 Feb. 2020</td> <td>1,500,000</td> </tr> </tbody> </table>	Phase	Started	Ended	Budget in US\$	I	Dec. 2010	March 2013	699,000	II	April 2013	Dec. 2015	639,000	III	6 April 2016	29 Feb. 2020	1,500,000
Phase	Started	Ended	Budget in US\$														
I	Dec. 2010	March 2013	699,000														
II	April 2013	Dec. 2015	639,000														
III	6 April 2016	29 Feb. 2020	1,500,000														
Targeted users / Beneficiaries	<i>GoSL, SDC, ILO Country Office in Colombo, ILO DWT/New Delhi, ROAP/Bangkok and HQ Geneva.</i>																
Challenges /negative lessons - Causal factors	<i>The lack of sustained effort would not have led to enhanced long-term policy changes and the implementation of these changed policies.</i>																
Success / Positive Issues - Causal factors	<i>Each Phase will build on the lessons learned, gaps and good practices identified in the previous phase.</i>																
ILO Administrative Issues (staff, resources, design, implementation)	<i>The decision to have such a multi-year programme is more dependent on the GoSL and the donor, but ILO PARDEV and the ILO Country Office in Colombo can play a role here.</i>																

LL2: The numbers of outputs and activities identified in the Project Document (PRODOC) must be proportional to the input of project staff in order to able to efficiently and effectively undertake project implementation.

ILO Lesson Learned Template

Project Title: Mid-Term Evaluation of Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III

Project TC/SYMBOL: LKA/15/02/CHE

Name of Evaluator: Theo van der Loop

Date: 30 September 2018

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>The Lesson Learned in the LM project is that the numbers of outputs and activities identified in the Project Document (PRODOC) must be proportional to the input of project staff in order to able to efficiently and effectively undertake project implementation.</i>
Context and any related preconditions	<i>The PRODOC had identified 23 Outputs and 41 Activities divided over the four project Objectives. This has led to a certain degree of fragmentation of activities. This was assessed to be overly ambitious in proportion to the limited staff inputs (one NPC and since June 2017 a Finance/Admin Assistant).</i>
Targeted users / Beneficiaries	<i>ILO Country Office in Colombo, SDC, ILO DWT/New Delhi, ROAP/Bangkok, HQ Geneva (PARDEV and MIGRANT).</i>
Challenges /negative lessons - Causal factors	<i>The lack of sufficient project staff in particular to supervise staff, allocate programme budgets, prepare progress reports and maintain programme relations with institutional partners, has gone at the cost of strategizing and quickly redesigning activities that were decided to be excluded from implementation.</i>
Success / Positive Issues - Causal factors	<i>It will become possible to strategize better, and to monitor the outputs more closely and make changes as they become needed.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>SDC in cooperation with ILO can decide to employ an additional, full-time Project Assistant soonest.</i>

LL3: The experience in the SDC LM project with the subcontract from ILO to IOM has generated a few lessons learned in terms of cooperation as well as monitoring and supervising issues.

ILO Lesson Learned Template

Project Title: Mid-Term Evaluation of Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III

Project TC/SYMBOL: LKA/15/02/CHE

Name of Evaluator: Theo van der Loop

Date: 30 September 2018

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	<i>The experience in the SDC LM project with the subcontract from ILO to IOM accounting for no less than one third of the total project budget has met with a few monitoring, supervising and start-up issues, but it was also a good practice in the sense that IOM and ILO for the first time worked together with SDC on Labour Migration issues.</i>
Context and any related preconditions	<i>IOM and ILO worked together for the first time at country level on a specific project with SDC on Labour Migration issues, in particular dealing with ethical recruitment by the recruitment (sub-)agents employing the Code of Ethical Conduct (CoEC).</i>
Targeted users / Beneficiaries	<i>SDC, ILO, IOM, GoSL, ILO Country Office in Colombo, ILO DWT/New Delhi, ROAP/Bangkok and HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The different reporting time frames of IOM to ILO as compared to the one of ILO to SDC have led to some monitoring issues. The supervision of the progress made was often shared by ILO and DSC and led to some differences in expectations.</i>
Success / Positive Issues - Causal factors	<i>The two UN organisations most involved in labour migration issues, i.e. IOM and ILO, worked together for the first time on such issues.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>See above.</i>

5.2 Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There are two Good Practices (GP) that emerged from the LM project that could well be replicated under certain conditions in other projects and/or countries.

GP1: The setting up in Sri Lanka of the Partner Exchange Platform (PEP) by the ILO and SDC as a forum to discuss Labour Migration issues is an important step towards the goal of supporting policy development.

ILO Emerging Good Practice Template

Project Title: Mid-Term Evaluation of Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III

Project TC/SYMBOL: LKA/15/02/CHE

Name of Evaluator: Theo van der Loop

Date: 30 September 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The management set-up in Sri Lanka of the Partner Exchange Platform (PEP) by the ILO and SDC is a good practice to be replicated elsewhere. Set up as a forum to discuss Labour Migration issues among the SDC Partners, SDC itself, ILO, IOM and UNWOMEN, it is an important step towards the goal of supporting policy development.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>The PEP meetings are coordinated by ILO and organized by one of the SDC Partners on a rotating basis in the location of the particular CSO, for example the last one was organized by ESCO in Batticaloa and there a Swiss Minister and the Swiss Ambassador attended. The PEP meetings are held every four months or so (the next one is scheduled for October 2018 in Colombo).</i>
Establish a clear cause-effect relationship	<i>This set-up allowed to maintain close relationships among all implementing partners of the SDC Safe Labour Migration Programme (SLMP) and facilitated coordination among these stakeholders, while it also supported reporting of the stakeholders to the Government in the PAC.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>There is clear potential for replication of this partner exchange set-up in other countries, although the special situation here is that each of the partners has a direct contract with SDC apart from IOM which is in a subcontracting relation to ILO.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>This Good Practice (GP) is linked to ILO's Strategic Plan for 2018–21, in particular related to "Strengthening effective and efficient use of ILO resources".</i>
Other documents or relevant comments	<i>See the Technical Progress Reports (TPR) on the projects and the minutes of the PEP and PAC.</i>

GP2: The setting up of the Labour Migration Unit in the ILO Country Office in Colombo is an important step towards enhancing oversight, strategizing, overall guidance of project staff, monitoring as well as to avoid overlaps.

ILO Emerging Good Practice Template

Project Title: Mid-Term Evaluation of Promoting Decent Work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase III

Project TC/SYMBOL: LKA/15/02/CHE

Name of Evaluator: Theo van der Loop

Date: 30 September 2018

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

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	<i>The setting up of the Labour Migration Unit in the ILO Country Office in Colombo is Good Practice. It is an important step towards enhancing oversight, strategizing, overall guidance of project staff, monitoring as well as to avoid overlaps. management set-up of the ILO/Korea projects is a good practice. It will be chaired by the ILO Country Director, and the ILO Regional Migration Specialist will attend as expert.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>Within the ILO Country Office (CO) there are currently three other projects implemented in the area of labour migration:</i> <ol style="list-style-type: none"> <i>1. Skills Recognition of Sri Lankan Migrant Workers funded also by SDC,</i> <i>2. Global Action to improve the Recruitment Framework of LM (REFRAME) funded by EU,</i> <i>3. Equipping Sri Lanka to Counter Trafficking in Persons (EQUIP), funded by US-DOS.</i> <i>Together with the LM project these projects have formed the LM Unit.</i>
Establish a clear cause-effect relationship	<i>This set-up allows to maintain close contacts among the four projects and to enhance coordination between the projects and the national stakeholders involved which are often similar for each of the projects.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>It can be replicated in countries where there are also several projects dealing with the same subject funded by different donors. ILO Regional Migration Specialist will play an important coordinating role and will bring in the relevant Best Practices from similar ILO projects in the region.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Progr.Framework)	<i>This Good Practice (GP) is linked to ILO's Strategic Plan for 2018–21, in particular related to "Strengthening effective and efficient use of ILO resources".</i>
Other documents or relevant comments	<i>See the minutes of the meetings of the ILO LM Unit.</i>

Annex 1 Terms of Reference (TOR)

The final version of the ToR can be provided as a separate document.

Annex 2 Inception Report for the Mid-Term Evaluation of the LM Project

The final version of the Inception Report (dated 2 September 2018) can be provided as a separate document.

Annex 3 Program of Field Visits

Date	Meeting	Location
2 nd Sept	Arrival of Consultant in SL	
3 rd Sep	9.00am Meeting with Project team and Local Consultant Swairee Rupasinghe / National Programme Coordinator LMP	ILO Office
	11.50am Thilini Fernando / National Programme Coordinator Migrant Skills	ILO Office
	2.00pm Minoli P. Don / Reframe Project Jesse Mertens / Reframe Project	ILO Office
	4.30pm Simrin Singh Director ILO Office Colombo	ILO Office
4 th Sep	9.00 Meeting with Max Tunon / DWT, Delhi	ILO Office
	11.30am NWC Representatives: Sampath Dayaratne / Consultant Ms. U. R. K. Menike / Senior Consultant Migrant Sector Ms. Mayura Dharmawardhana / President NWC Ms. Amitha Attanayake / Treasurer	UN Canteen
	1.30pm Avanthi Kalansooriya (UN Women)	UN Women office

5 th Sep	10.30am ALFEA Representatives: M. T. M Arshad / Secretary ALFEA M. I. M. Fanoor / Board Director	ILO Office
	2.00pm SLNSS Mr. Leslie Devendra / Gen. Secretary SLNSS	SLNSS office - 341/21, Sarana Mawatha, Rajagiriya
	3.00pm EFC Kanishka and Prasad EFC Representatives: Mr. Kanishka Weerasinghe / Director General EFC Mr. Prasad de Silva / Additional Director general, EFC	EFC Office, 385 J3 B62, Sri Jayawardenepura Kotte
6 th Sep	10.00am SDC: Mr. Benil Thavarasa, Head of Migration and Development Ms. Madushika Thilini, National Programme Officer	SDC office
	3.30pm ESCO / Batticaloa– Skype call	ILO Office
7 th Sep	Kurunegala field visit: 10.00 am P. M. R. Sisira Kumara / Coordinator CHRCD H G Dilini Priyanka / Documentation Officer CHRCD S. Dharshika / Field coordinator CHRCD Edward Kalinga / Secretary CHRCD Siththi Ayesha / Financial Officer CHRCD 2.00 pm District Secretariat , Kurunegala Mr. H. T. Saman Kumara FEDO	Kurunegala
8 th Sep		
9 th Sep		
10 th Sept	10.00am SLBFE Headquarters: Mr. W. M. V. Wansekara /Acting Gen. Manager Ms. Kisholi Perera / Addl. Gen. Manager Mr. D. D. P. Senanayake/ DGM Mr. R. K. K. M. P. Randeniya / DGM Training Mr. M. M. Deshapriya / DGM Planning Mr. Keerthi Muthukumara / DGM Legal Investigations Mr. Anura Liyanwala / DGM Finance	SLBFE Head Office, Battaraamulla

	Mr. P. P. Weerasekara / DGM Social Development Mr. M. R. C. B. Ekanayake / DGM Administration	
	12.15 pm SLBFE Reintegration Unit Mr. Gaminie Karunatilake / Manager , Reintegration Division Mr. Anura Kumara / Asst. Manager Social Development	Thalahena, Battaramulla
	2.30pm – Ministry of Foreign Employment Ms. Yamuna Perera / Addl. Secretary Ms. Maheeka Leelarathne / Development Officer	MFE, Colombo 01
	3.15pm Community Development Services (CDS) Mr. Andrew Samuel / Director Ms. Januka Thilakaratne / Project Manager	CDS Office
11 th Sept	Field visit 10:00 am Ms. Shayama Wasanthi / Adm. Officer SLBFE District Office, Galle 1.15 pm Mr. G. M. P. Gajanayake / FEDO, District Secretariat	Galle
12 th Sept	9.30am IOM: Mr. Shantha Kulasekera / Head, Migration Governance Unit Ms. Shashini Gomez / Senior Project Coordinator, Migration Governance Unit	IOM Office
	11.30am Helvetas Mr. A. Godwin / Project Officer Mr. Ajith Kaluarachchi / Project Officer Ms. Anu Dhanasekara / Project Officer Ms. Claudia Paixao / Advisor Ms. Chandula Kumbukage / Project Officer	Office of Helvetas
	4.00pm Commissioner Gen of Labour	MoL
13 th Sept	2.00pm Dr. Ramani Jayasundera, Director Women and Justice	TAF Office, 30/1, Bagatale Road, Colombo 03.
14 th Sept	Stakeholder Presentation of initial findings	FAO Conference room, UN Compound
15 th Sept	Departure of Consultant	

Annex 4 Data Collection Worksheet: Evaluation Questions and Criteria

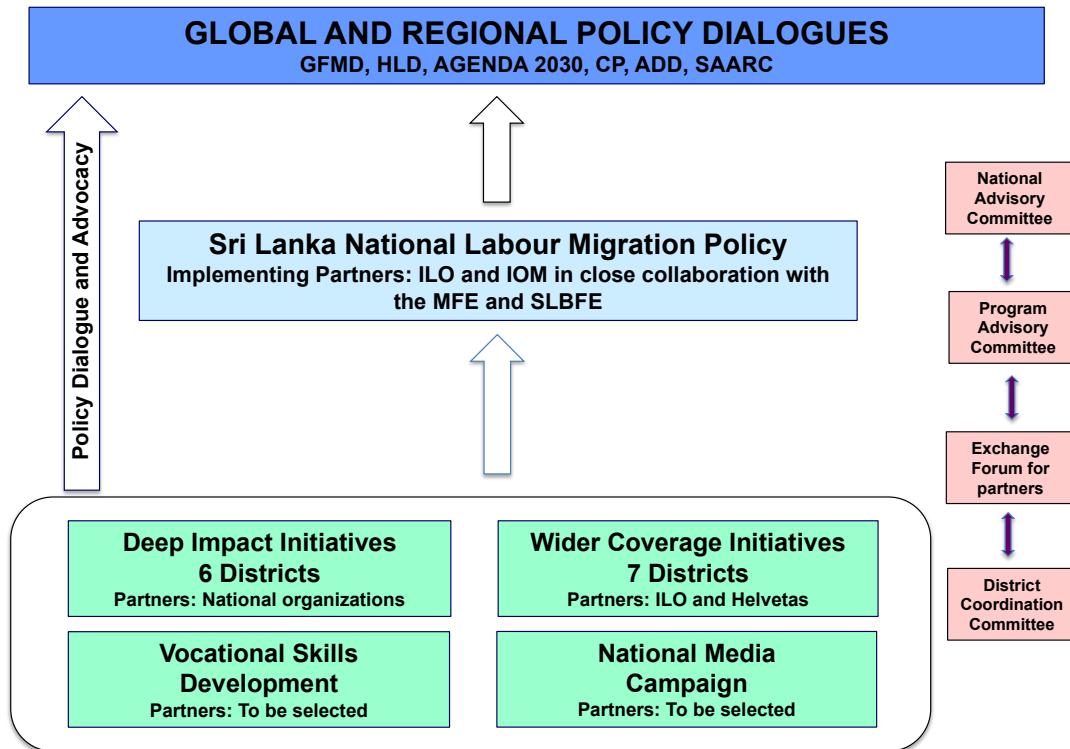
The 'Data Collection Worksheet' below specifies the Evaluation Criteria and Questions, and the sources of data, stakeholder interviews and specific methods used during the evaluation.

Evaluation Criteria and Questions	Sources of Data	Stakeholder Interviews	Specific Methods
A. Relevance and Validity of the Design			
1. To what extent are the objectives of the project consistent with the beneficiaries' requirements, and relevant to country needs?	Government Policies, DWCPs, PRODOC	Project Team, MTD/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi, CSOs	Document review; Interviews; FGD
2. To what extent are the project design (objectives, outcomes, outputs and activities) and its underlining theory of change logical and coherent?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
3. Does the design need to be modified in the second half of the project, and why?	Technical Progress Reports (TPR), Milestones Document	<i>Same as above</i>	<i>Same as above</i>
4. How appropriate and useful are the indicators described in the project document in assessing the project's progress? If necessary, how should they be modified to be more useful? Are indicators gender sensitive?	PRODOC, TPRs, Milestones Document	<i>Same as above</i>	<i>Same as above</i>
5. Were any lessons learned from previous pilot projects in the area, and in particular were the lessons learned from Phase 1 & 2 taken into account in designing this project (Phase 3)?	PRODOC	<i>Same as above</i>	<i>Same as above</i>
6. Were the outputs achievable or overly ambitious?	PRODOC, TPRs, Milestones Document	<i>Same as above</i>	<i>Same as above</i>
7. Were risks properly assessed?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
B. Intervention progress and effectiveness (including effectiveness of management arrangement)			
8. To what extent has the project been making sufficient progress towards its planned results (including intended and unintended, positive and negative)?	DWCPs, PRODOC, TPRs, Milestones Document	Project Team, MTD/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi, SDC-Partners/CSOs	Document review; Interviews; FGD; Field visits
9. Will the project be likely to achieve its planned long-term and medium-term outcomes by the end of the project?	PRODOC, TPRs, Milestones Document	<i>Same as above</i>	<i>Same as above</i>

10. Are there any external factors that hindered or facilitated achievement of the project?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
11. Were there any non-planned effects and were these good or bad?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
12. To what extent have stakeholders, particularly workers' and employers' organizations been involved in projects implementation?	DWCPs, PRODOC, TPRs, Milestones Document	Tripartite stakeholders, Project team, SDC, MTDFFE/SLBFE	<i>Same as above</i>
13. The extent to which gender mainstreaming has been addressed in the design and implementation of the project? In how far does this also apply to the other cross-cutting issues of non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development?	PRODOC, TPRs, Milestones Document	Project Team, MTDFFE/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi, SDC-Partners	<i>Same as above</i>
14. To what extent do the project management capacities and arrangements put in place support the achievement of the planned results?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
C. Efficiency			
15. To what extent has the project delivered value for money?	TPR's, Financial Reports to SDC, Milestones Document	Project Team, MTDFFE/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi	Document review; Interviews; Financial reporting
16. How well have resources and inputs (funds, expertise, time, etc.) been allocated or used strategically to achieve the planned results?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
17. Have they been delivered in a timely manner? If not, what were the factors that have hindered timely delivery of outputs? Any measures that have been put in place? Where possible, analyze intervention benefits and related costs of integrated gender equality (or not).	<i>Same as above</i>	Project Team, MTDFFE/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi, SDC Partners	<i>Same as above</i>
18. To what extent have the project resources been leveraged with other related interventions to maximize impact, if any?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
19. Was the methodology of implementation the right one under the circumstances?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
20. Was the budget spent according to the proposed budget lines?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
21. Was the rate of spending acceptable and according to plan?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
22. What was the value of this project? (% of budget that actually reached the beneficiaries)	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
D. Sustainability and Impact			
23. To what extent are the planned results of the project likely to be durable and can maintained or even scaled up and replicated by other partners after major assistance has been completed?	TPR's, Project documents	Project Team, MTDFFE/SLBFE, Tripartite stakeholders, Donor, DWT-Delhi, SDC Partners	Document review; Interviews

24. How effective has the project been in establishing national/local ownership?	<i>Same as above</i>	<i>Same as above</i>	Document review; FGD, Interviews
25. To what extent have national government institutions benefited from regional consultative process etc?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
26. To what extent have regional governments benefited from the activities and outputs?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
27. To what extent can the outputs be expected to be sustainable over the longer (5-10 years) term?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
28. Do the government institutions fully support the initiatives taken by the project?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
29. To what extent has government partners been involved in the implementation of the project?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
30. To what extent has the project strengthened the capacities of the government structures?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
31. To what extent are the migrants themselves contributing to the sustainability of the initiatives?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
32. To what extent is the impact sustainable over the longer term?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
33. Has the project increased or decreased dependency on outside intervention?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
E. Reporting			
34. Transparency in reporting	TPRs, Milestones Document	Project Team, MTD/FE/SLBFE, Donor, SDC Partners	Document review; Interviews
F. Observations on donor's role and influence on project implementation			
35. Were communications with the donor satisfactory in terms of promptness and content?	TPRs, Financial reports, Milestones document	Donor, Project Team	Document review; Interviews
36. Was technical / administrative support provided timely and adequately when requested?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
37. Were financial release procedures and actions timely taken care of and did these influence project implementations in any way?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>
38. Was monitoring and progress reporting adequate according to the SDC requirements?	<i>Same as above</i>	<i>Same as above</i>	<i>Same as above</i>

Annex 5 Outline of SDC's Safe Labour Migration Programme (SLMP)



Source: SDC (February 2016).

Annex 6 Stakeholder Workshop

Date: Friday 14 September 2018.

Schedule: 10-12 am

Location: UN-Compound, FAO meeting room

Attendance list:

- Mr. M. Sundaralingam, Director Legal, MWF/NTUF
- Ajith Kaluarachchi – Helvetas
- Andrew Samuel – CDS
- Prasad De Silva - EFC
- Sashini Gomez – IOM
- Maheeka Leelaratne – MTDIFE
- B. Skanthakumar – ILO
- Kisholi Perera - SLBFE
- M.F.M. Fanoor – ALFEA
- Madhushi Lansakkara – SDC
- Minoli P. Don – ILO
- Sharon Wijayagoonawardena – ILO
- Swairee Rupasinghe - ILO
- Theo van der Loop, Consultant
- Herath Somaratne, Consultant

Annex 7 Selection of Documents Consulted

ILO (2016): Project Document (PRODOC) including the approved Log Frame and Work Plans.

MFE (2017): An Introduction to Labour Migration: A Resource Package For Training Development Officers of the Ministry of Foreign Employment. Ministry of Foreign Employment (MFE), Colombo: 2017.

MFE (2017): An Introduction to Labour Migration: A Manual for Training Development Officers of the Ministry of Foreign Employment. Ministry of Foreign Employment (MFE), Colombo: 2017.

CENWOR (2017): Review of the Implementation of the National Labour Migration Policy for Sri Lanka 2008. CENWOR - Centre for Women's Research, Colombo: July 2017.

Ratnayake, Padmini (2018): Draft Analytical Report on International Labour Standards on Labour Migration as input to National Policy. Colombo: February 2018.

ILO (2018a): Paper on National Migration Trends and Changes to Migrant's Profile (32 pp). Colombo: 2018.

ILO (2018b): Policy Coherence on Migration for Employment: within the Sector and beyond. Colombo: January 2018.

ILO (2018c): Draft Approach Note: Updating the Operational Manual for Sri Lankan Diplomatic Missions and Building Capacities of Officers in Labour Sections. Colombo: July 2018.

Project specific documents:

- Four Technical Progress Reports (TPRs): periodic progress reports to donors, including financial reporting,
- Project document covering the work of IOM on the recruitment component including periodic progress reports submitted by IOM,
- Minutes of Programme Advisory Committee meetings (with the last one held in August 2017)
- Minutes of National Advisory Committee (only dating back to 2009),
- Previous evaluation commissioned by SDC in 2015,
- Reports of phase 1 & 2 project (as also summarized especially in the PRODOC),
- National Development Framework,
- International Development Framework (e.g. Vision 2025, DWCP, UNDAF, UNSDF, etc.)
- Research products,
- Tools,
- Mission reports,
- Seminar and stakeholder consultation reports,
- Concept notes,
- Other relevant documents and publications.