



International Labour Organization

iTrack

Evaluation Unit (EVAL)

# ILO - EVALUATION

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- **Evaluation Manager:** T.I.M Nurunnabi Khan
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**This evaluation has been conducted according to ILO's evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit**

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## LIST OF ABBREVIATIONS & ACRONYMS

<b>ACTRAV</b>	ILO Bureau of Workers' Activities
<b>BAIRA</b>	Bangladesh Association for International Recruitment Agencies
<b>BEF</b>	Bangladesh Employers Federation
<b>BILS</b>	Bangladesh Institute of Labour Studies
<b>BMET</b>	Bureau of Manpower, Employment and Training
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CO-Dhaka</b>	ILO Country Office in Bangladesh
<b>CTA</b>	Chief Technical Adviser
<b>DAM</b>	Dhaka Ahsania Mission
<b>DWCP</b>	Decent Work Country Programme
<b>EU</b>	European Union
<b>HDRC</b>	Human Development Research Centre
<b>HQ</b>	Headquarters
<b>ILO</b>	International Labour Organisation
<b>IMED</b>	Implementation Monitoring and Evaluation Division
<b>IOM</b>	International Organization for Migration
<b>LFM</b>	Logical Framework Matrix
<b>MACC</b>	Migration Advisory and Counselling Centres
<b>MEWOE</b>	Ministry of Expatriates' Welfare and Overseas Employment
<b>MIGRANT</b>	ILO International Migration Programme
<b>MoCAT</b>	Ministry of Civil Aviation and Tourism
<b>MRU</b>	Market Research Unit
<b>NCCWE</b>	National Coordination Committee for Workers Education
<b>PARDEV</b>	ILO Department of Partnerships and Development Cooperation
<b>PCC</b>	Project Coordination Committee
<b>PMT</b>	Project Management Team
<b>PSC</b>	Project Steering Committee
<b>ROAP</b>	ILO Regional Office for Asia and the Pacific
<b>ROAS</b>	ILO Regional Office for Arab States
<b>SARTUC</b>	South Asian Regional Trade Union Council
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SPF</b>	Strategic Policy Framework
<b>TCPR</b>	Technical Cooperation Progress Report
<b>TRAVAIL</b>	ILO Conditions of Work and Employment Branch
<b>TTC</b>	Technical Training Centre
<b>UNIFEM</b>	United Nations Development Fund for Women
<b>UN WOMEN</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>WEWF</b>	Wage Earners' Welfare Fund

# 1 Executive Summary

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## Background & Context

### Summary of project purpose, logic and structure

Drawing primarily from the major recommendations of an ILO-SDC Symposium held in July 2008, the project was conceived with three major objectives aiming at:

- 1) Strengthening policy and institutional frameworks to maximize the development impact of migration and the improved protection of male and female migrant workers and their families in:
  - a. Preparing a revised draft national migration policy;
  - b. Establishing mechanisms to foster bilateral cooperation on migration;
  - c. Establishing a planning, coordination and training unit (PCT) at the BMET to be responsible for organizational planning and institutional coordination, labour market analysis and staff training (later minimized to a Market Research Unit (MRU) by the BMET/MEWOE led technical committee responsible for making the final decision about the work plan of the project); and
  - d. Facilitating Sub-regional exchange of experiences and expertise of origin countries on migration management.
- 2) Improving Operational Efficiency and Effectiveness in Overseas Employment Promotion with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers in:
  - a. Defining strategic measures to promote overseas employment in countries under protected conditions;
  - b. Regulating recruitment agencies and establishing a more effective licensing system; and
  - c. Developing and Implementing awareness raising programmes aimed at introducing people to risks involved in overseas employment.
- 3) Strengthening Social Protection for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return in:
  - a. Reviewing and revising key social protection programmes to better serve male and female migrant workers and their families, with special attention on female migrant workers;
  - b. Developing a system to monitor return migration; and
  - c. Establish networks and institutions providing referral services for returning migrant workers.

Initially planned for an implementation time of 36 months (July 2011 – June 2014), the project has been extended to 48 months until June 2015.

The project is being implemented with a budget of US\$ 3,500,000 provided by the Swiss Agency for Development and Cooperation (SDC).

ILO-Dhaka implements the project in cooperation with international partners (International Organization for Migration and United Nations Entity for Gender Equality and the Empowerment of Women), as well as with national partners (Ministry of Expatriates' Welfare and Overseas Employment – MEWOE - and its subordinate organization, the Bureau of Manpower, Employment and Training – BMET -, Dhaka Ahsania Mission – DAM -, Non-Government Organizations, research institutes and workers' and employers' organizations).

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

The objective of the evaluation assignment is to review and assess:

- the trends and achievements of the Project by assessing to what extent the stated objectives and major outputs are being achieved;
- the extent to which the Project is on target in identifying opportunities and strengthening activities in areas where these have been introduced;
- the efficiency and effectiveness of the Project implementation framework and links to national priorities with regard to labor migration;
- if the Project is likely to reach a state of maturity at the end of the current Project Phase so that some Project-initiated activities may be sustained without further external financial and technical support;
- to what extent the Project is relevant and is continuing to meet the needs of its ultimate target group – migrant women and men workers.

The evaluation is expected to draw conclusions in terms of progress made and make recommendations for the remainder of the First Phase of the Project and future actions for a possible Second Phase.

The primary users of the review and evaluation results are ILO and its implementing partners, and the SDC.

## **Methodology of the evaluation**

The evaluation has been conducted in October 2013 and comprised two field visits to Bangladesh as well a meeting in the ILO Regional Office for Asia and the Pacific in Bangkok, and inputs from the consultant's base to undertake desk research and prepare this final report.

The evaluation was managed by Mr. Nurunnabi Khan, Senior Programme Officer, CO-Dhaka.

The work plan for the evaluation comprised:

- Review of relevant documentation;
- Interviews with ILO management, project management, donor and technical experts;
- Interviews with project implementing partners, beneficiary organizations and other key informants;
- Debriefing meeting with ILO Country Office and Project Team to present and discuss the preliminary findings of the evaluation and solicit feedback, additional information and clarifications;
- Debriefing meeting with participating stakeholders;
- Preparation of the draft final report ;
- Responding to the comments of stakeholders on the draft report.

The tools employed were documentary analysis, identification of relevant evaluation questions and sub-questions, semi-structured interviews to elicit the facts relevant to the evaluation questions and synthesis of findings, conclusions and recommendations in this report. Further details on the methodology are presented in the main text.

## **Main Findings & Conclusions**

### ***Relevance and design***

The project was well designed with a document providing a good problem analysis, describing the Government's commitment to improvements in migration policy, identifying the different target groups and explaining the overall project strategy. Specific objectives were clearly

presented with related outputs and activities intended to generate the outputs deemed to offer solutions to the acknowledged problems. The activities and outputs were stated in relation to each immediate objective. This is clearly shown in the Logical Framework Matrix (LFM) which presents a good overview of the intervention logic. The project document however does not include a comprehensive (potential) impact analysis and the LFM lacks precision in quantifying indicators (i.e. precise targets and time frames).

Between project concept, signature and launch, a number of developments have taken place, confirming the government's commitment to improve overseas employment prospects for its workers, especially women; supporting measures which were suggested to support the long-term strategy defined by the MEWOE were implemented.

New migration schemes have developed in the form of Government to Government (G2G) agreements with Malaysia and Hong Kong, however with limited results.

Overall, the problems and needs that gave rise to the project still exist and have, on some issues aggravated (e.g. increased recruitment costs, illegal migration). The needs for social protection and reintegration remain important and government, civil society, trade unions and international donors/organizations show increased interest in jointly improving the situation of the migrant workers.

The project objectives remain fully relevant; the different components of the project remain equally important, but the degree of implementation of activities during the first half of the project's lifetime will affect the priorities for the second part. This mainly relates to the attention which will need to be given to the components in which activities were delayed.

Policy, effective migration management and social protection all need to be improved in parallel. A strengthened policy framework is likely to emerge from the new Overseas Employment Policy, which will provide the framework under which direct support to the migrant workers can be provided. Ongoing developments in the institutional framework are likely to require attention to be given to specific needs (e.g. the decision to emphasize the role of the WEFW in setting up a distinct Management Board within the BMET creates some confusion about roles and responsibilities which the project could help to clarify).

### ***Effectiveness – Progress in implementation***

The Terms of Reference are being delivered, though with different degrees of achievement. A simple way of summarizing the status of the project is to say **“work in progress”**.

While most policy related outputs under Objective 1 have been delivered faster than originally planned, delays in implementing activities linked to Objectives 2 and 3 have been observed.

The “hardware” for a strengthened policy framework has been shaped with the technical support of the project. A new Migrant Workers Bill has been enacted by the Parliament during the time of the present MTE and a revised Overseas Employment Policy is ready to follow the same route. Valuable research studies have been prepared during the policy review providing background information which fills a certain knowledge gap on migration issues. As part of the intensive consultation process, several tripartite meetings have been organized allowing all constituents, as well as civil society to provide their inputs into the revision of the legal framework. Consultations have also allowed all stakeholders to develop a better understanding of their potential role in migration issues.

With regard to the institutional framework, a comprehensive review of BMET and of the WEFW has been completed, of which the findings due to be revealed shortly after this MTE will provide the basis for further developments.

Progress has also been made with regard to the improvement of BMET's data management system (needs analysis completed, procurement completed, set up in process), which should allow BMET to operate in better conditions and initiate the registration of returning migrants.

While all activities leading to the achievement of objective 1 have been initiated, some progress still needs to be made in bringing tripartite constituents of Bangladesh closer to their counterparts in destination countries.

In line with efforts to promote cooperation on safe migration between sending and receiving countries, an Intergovernmental Regional Seminar on Promoting Cooperation for Safe Migration and Decent Work was held in Dhaka in July 2013, which has resulted in the adoption of the "Dhaka Statement" covering Effective Governance of Labour Migration, Protection of Migrant Workers, in particular Women Migrant Workers, and Regulation of Recruitment. Representatives of 12 countries agreed to consider recommendations made on increasing sub-regional cooperation on overseas employment.

Project activities under objective 2 are somewhat delayed, but in process of being implemented at short notice if sufficient attention is given to the implementing partners to respect the most recent agreed work plans.

The project has made good progress in engaging with the private sector but many activities (communication campaigns, employers' visits, assessment of pre-departure briefing materials and development of new materials, outreach and dissemination, etc) are still to be implemented in the coming weeks/months. Delays are unfortunate but unlikely to affect the final outcome of the project under this objective.

With the exception of the (completed) review of the WEFW (combined to the review of BMET), all activities related to objective 3 are delayed. Some activities are now in progress (profile survey, database for returnees), but others remain at planning stage in line with a revised work plan agreed with the main implementing partner in this component (UN Women). The timely implementation of the activities is of critical importance for the success of the project in terms of reaching out and providing immediate benefits to the ultimate target group of the project, i.e. the migrant workers and their families.

The delivery strategy proposed in the project document is largely being followed; **rational adaptations** have been made when necessary and a cautious **step by step approach** is taken by the project on sensitive issues to achieve progress. The government, trade unions, employers' organizations and civil society organizations are now all engaged in the project and all parties **recognize the value of the project's intervention**.

### ***Efficiency***

The level of disbursement of funds remains rather low and reflects the delays incurred in implementation.

The PMT is closely monitoring expenditures on all activities and budgets in order to make the best possible use of available funds. Budget reallocations have been made when necessary to maximize the value of expenses.

Whether or not budget allocations have provided value for money remains to be established as many activities still need to produce the required outputs to allow an assessment to be made. Completed activities have in some cases resulted in quality work to be delivered, despite small budget allocations (e.g. the five research studies prepared by HDRC).

The project succeeded in tapping into other sources to fund and support different activities (ILO/Korea programme - Migration project in Lebanon, Regional Office for Arab States, SDC and EU funded – MAGNET, SDC funding).

Roles and responsibilities of each implementing partner were clearly defined for all activities which, although being distinct, are interlinked in terms of results.

The complementarity of activities entails a good level of coordination as well as the timely implementation of all work plans. Delays which have been incurred have put a certain pressure on the PMT, eager to maximize the benefits of the entire project.

The remarkable achievements related to the legal framework confirm that the strategy chosen was successful. Whether or not inputs could have been used in a different way to implement activities related to objectives 2 and 3, will need to be looked at in the light of further progress in the coming weeks and will depend on the quality of outputs which still have to materialize.

During the next 18 months of the project, it may be worth reconsidering some of the activities in making adjustments to achieve better results and ensure a higher degree of sustainability; this mainly relates to the MRU, the legal cell and the activities related to the TTCs.

### ***Sustainability***

The sustainability of the intervention at policy level mainly lies in the developments which will follow the adoption of the new Migrant Workers Bill and of the 2013 Overseas Employment Policy, which both provide the “hardware” for the future. The project will certainly continue supporting the government in its efforts to implement the new legal framework during the second part of this project and possibly during a second phase, but Migration is a key component of the Bangladeshi development policy and will retain the Government’s prior attention with or without external support.

The efforts of the project to develop the participation of trade unions in labour migration issues have resulted in an action plan to be agreed defining priorities for the next 5-10 years, i.e. far beyond the project and a possible phase 2. A successful intervention of trade unions will depend on possible agreements they will be able to reach with counterparts in the countries of destination, but also on the possibility to develop a joint approach among sending countries on regional basis to strengthen their negotiation power with receiving countries. ILO support in this regard will be of major importance.

With regard to the delivery of services for which the late definition of a service package and the delayed outreach to migrant workers will limit the impact at short notice, it can be assumed that civil society will further develop the outputs of the project and continue supporting migrant workers and their families.

### **Lessons Learned & Recommendations**

The main **lessons learned** from the project are the following:

1. The tripartite approach which has allowed constituents to bring forward their suggestions during the review of the legal framework has generated a more favourable environment for future dialogue.
2. Perseverance in dialogue with challenging partners often results in substantial progress.
3. Project partners do not always have the same capability to implement activities.
4. The commitment of all partners and sub-contractors is central to achieve sizeable results for the benefit of migrant workers.
5. Mobilizing public authorities at all levels to engage in a project is a challenge.



Several **good practices**, of which the most noteworthy are the following, have emerged from the project:

1. The interlinking nature of activities related to the three main results (policy and institutional frameworks – operational efficiency and effectiveness – social protection) in project implementation.
2. The formalisation of cooperation agreements with all implementing partners and sub-contractors.
3. The cooperation with other ILO projects / initiatives.
4. The involvement of all social partners and civil society in the policy review.
5. The strategic location of the project office.

**Recommendations:**

1. In order to better assess what the project will have achieved upon closure, a potential Impact analysis needs to be made by all parties involved.
2. Upgrade the Logical Framework Matrix with clearly defined and quantified indicators.
3. Define a clear action plan with the MEWOE and BMET to facilitate the implementation of the new Migrant Workers Bill.
4. Following the review of BMET and of the WEFW, provide assistance to clarify role and responsibilities and to implement recommendations of the reviews.
5. In order to ensure the sustainability of capacity development activities which will result from the review, introduce the knowledge management concept at BMET.
6. Adjust and/or reconsider activities with limited potential impact and uncertain sustainability.
7. Ensure strict compliance of updated work plans with all partners in order to maximize the outcomes of the project.
8. Provide additional support to trade unions in the execution of their agreed Action Plan and promote regional and inter-regional cooperation in the framework of the Kathmandu Plan of Action, calling upon ACTRAV to facilitate the implementation of the initiatives.
9. Encourage the private sector in ethical recruitment and its important role in employment services and job matching, particularly in labour migration corridors to GCC countries.
10. Increase the outreach to civil society to maximize benefits for migrant workers and their families.

## 2 Project Background

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### Historical Background<sup>1</sup>

Economic growth in Bangladesh has not been sufficiently pro-poor, and the low employment content of the growth seems to be a reason behind pervasive poverty. The 2008 rates for unemployment were 3.4% for men and 7.0% for women, and for underemployment 10.9% for men and 68.3% for women. Updated unemployment data refers to 4.5% in 2010<sup>2</sup> and 5% in 2011. With a population of 154.7 million<sup>3</sup> and the highest population density in the world, Bangladesh has a huge challenge of promoting and creating quality jobs that are decent and environmentally sustainable.

International labour migration is one of the main employment generating sectors and the largest source of foreign exchange earnings. Between 1976 and 2008, Bangladesh has sent more than 6.26 million migrant workers through regular channels mostly to the Middle Eastern countries<sup>4</sup>. The annual outflow has been steadily increasing and the peak was reached in 2008 when 875,055 workers (97 per cent men) found employment abroad. In 2009, flow of migration declined to about 480,000 due to global economic recession but increased again in the following years (568,000 in 2011). The remittances sent by migrant workers through legal channels alone amounted to over US\$ 9.01 billion in 2008, US\$ 10.72 billion in 2009, US\$ 12.90 billion in 2011/2012 (fiscal year ending 30 June) and are now estimated to exceed US\$ 14 billion on annual basis<sup>5</sup>.

While international labour migration presents benefits of reduced unemployment at home, improved livelihoods for migrants and their families, the majority of migrant workers do not enjoy the full benefits of migration. The main challenges include:

- High costs of migration, with fees being the highest for low skilled jobs (up to 2,500 US\$) leading to extreme indebtedness;
- Limited opportunities for women for foreign employment due to policy restrictions and concomitant higher risk of labour and sexual exploitation associated with illegal migration and forced labour practices;
- Lack of information for people wishing to go abroad (opportunities and risks);
- Lack of decent working conditions, poor wages, and severe risks and vulnerabilities to discrimination, exploitation and abuse given the low skills profile of workers;
- Inadequate institutional mechanisms to provide quality services to protect the rights of women and men workers and to provide social security to the workers and their families;
- Lack of support for resettlement to returnee women and men migrants or for further employment overseas, particularly in times of crisis.

In July 2008 the ILO and the Ministry of Expatriates' Welfare and Overseas Employment (MEWOE) organised a regional symposium in cooperation with the Swiss Agency for Development and Cooperation (SDC), to discuss how opportunities and challenges of migration

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<sup>1</sup> The text of this section has largely been extracted from the initial Project document and updated with more recent data

<sup>2</sup> Source: Asian Development Bank

<sup>3</sup> Source: World Bank 2012

<sup>4</sup> Source: BMET

<sup>5</sup> This information is mentioned by several sources referring to remittances through official channels.

might be addressed. The symposium agreed that issues and challenges confronting Bangladeshi migration need to be addressed in a coherent manner to maximize the benefits and reduce the costs and negative impacts of labour migration. The symposium proposed a number of actions deemed important, including enhancing migration knowledge through research and meaningful gender disaggregated statistics, improving policies and making them more gender responsive, increasing public awareness, reducing migration costs, introducing measures for effective protection of migrants especially women in vulnerable occupations and introducing programmes for the economic and social rehabilitation of return migrants and their families. The meeting emphasised the need to enhance cooperation between the original and destination countries as well as among the countries of origin. The countries were also urged to explore and facilitate the role that tripartite partners could play especially in policy formulation and social protection of migrants.

In August 2009, the IOM and the UNIFEM convened a regional dialogue on the implementation of International Instruments on Protecting the Rights of Migrants which recommended the adoption of comprehensive policies to facilitate access to overseas work opportunities and promote the better understanding of the rights of women and men migrant workers.

The project “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh” is a follow-up to the recommendations of the regional symposia and builds on various migration-related efforts in Bangladesh over the last few decades.

## **Context**

The project was designed with a rights based approach in line with the UN and ILO Conventions, the ILO Multilateral Framework on Labour Migration, the United Nations Convention on the Protection of the Rights of All Migrant Workers and Their Families, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and other international instruments covering governance of labour migration, protection of migrant workers and promotion of migration development linkages.

The project also builds on the Bangladesh Government’s strong political commitment to improve overseas employment prospects for its workers, especially women. This commitment is well-expressed in existing legislation and has been reflected in the National Strategy for Accelerated Poverty Reduction II. It describes increasing overseas labour migration as one of the key components of the government’s employment generation strategy.

The MEWOE spelt out the long-term strategies for expanding overseas employment and support initiatives were proposed. These include:

- the establishment of a Migration and Skill Development Endowment Fund, under the supervision of the Ministry;
- the creation of the Probashi Kallyan Bank (Expatriate Welfare Bank) which would lend money to those going abroad;
- the allocation of funds from the Wage Earners’ Welfare Fund for activities like the repatriation of mortal remains of migrants from destination countries, burials, and financial assistance to the sick and distressed families;
- the intensification of awareness creation programmes and the establishment of technical training facilities at the upazilas (local administrative units);
- the creation of a Probashi Kallyan Desk at the District Commissioners’ Offices in sixty four districts, for the purpose of providing information on migration to potential migrants;

- the launch of an electronic “Smart Card” carrying identity information of the Bangladeshi migrant workers and intended to facilitate the procedures of legal migrants at airports and other exit points.

In 2011, the Government of Bangladesh ratified the 1990 UN International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families.

To ensure that labour migration and overseas employment receives the policy and programme attention it deserves, the Bangladesh Parliament formed a Standing Committee with a former foreign minister of the Government as its Chair. This Committee set up sub-committees looking at different aspects of migration and advising the government accordingly. At international level, the Government of Bangladesh has been actively engaged in dialogues among labour sending and receiving countries.

The project finally falls in line with the SDC Cooperation Strategy for Bangladesh, in particular with the thematic area of Skills Development under which SDC planned to support measures and policy developments aimed at reducing the cost and risks of migration, as well as promoting approaches to provide migrants with the necessary life and vocational skills.

### **Intervention logic**

Drawing primarily from the major recommendations of the ILO-SDC Symposium of July 2008, the project was conceived with a three-pronged strategy aiming at:

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

The overall approach was meant to be sequential with an initial phase of three years designed as a pilot phase, exploring partnerships to jumpstart activities, to be followed by a possible second phase to expand proven practices based on assessment and learning.

The first phase aims to strengthen legal, policy and institutional capacities: improving operational efficiency and effectiveness; laying the groundwork for protective measures for male and female migrants and their families; and starting monitoring and referral schemes for returning migrants, especially those affected by the global financial crisis.

The expected results of the different activities are:

- 1) Strengthened policy and institutional frameworks to maximize the development impact of migration and the improved protection of male and female migrant workers and their families in:
  - Preparing a revised draft national migration policy;
  - Establishing mechanisms to foster bilateral cooperation on migration;

- Establishing a planning, coordination and training unit (PCT) at the BMET to be responsible for organizational planning and institutional coordination, labour market analysis and staff training (later minimized to a Market Research Unit (MRU) by the BMET/MEWOE led technical committee responsible for making the final decision about the work plan of the project); and
  - Facilitating Sub-regional exchange of experiences and expertise of origin countries on migration management.
- 2) Improved Operational Efficiency and Effectiveness in Overseas Employment Promotion with special attention to regulation and supervision of recruitment agencies and the reduction of migration costs for aspiring migrant workers in:
- Defining strategic measures to promote overseas employment in countries under protected conditions;
  - Regulating recruitment agencies and establishing a more effective licensing system; and
  - Developing and Implementing awareness raising programmes aimed at introducing people to risks involved in overseas employment.
- 3) Strengthened Social Protection for Bangladeshi migrant workers, with special attention on female migrant workers, available onsite and on their return in:
- Reviewing and revising key social protection programmes to better serve male and female migrant workers and their families, with special attention on female migrant workers;
  - Developing a system to monitor return migration; and
  - Establish networks and institutions providing referral services for returning migrant workers.

### **Implementation**

Initially planned for an implementation time of 36 months (July 2011 – June 2014), the project faced delays in the formal approval process and was subsequently extended until June 2015.

ILO-Dhaka implements the project in cooperation with international partners (International Organization for Migration and United Nations Development Fund for Women, as well as with national partners (Ministry of Expatriates' Welfare and Overseas Employment and its subordinate organization, the Bureau of Manpower, Employment and Training, Dhaka Ahsania Mission, Non-Government Organizations, research institutes and workers' and employers' organizations).

The project is being implemented with a budget of US\$ 3,500,000 provided by the Swiss Agency for Development and Cooperation (SDC).

### 3 Evaluation Background and Methodology

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The purpose of the Mid-Term Evaluation (MTE) of the First Phase (Pilot Phase) is to draw lessons learned from the implementation of the Project with a view to also assess whether the Project goals and objectives are still relevant. The findings of the MTE will provide an input in the development of a new proposal for the Second Phase.

Generally, the evaluation was intended to:

- First, review the trends and achievements of the Project by assessing to what extent the stated objectives and major outputs are being achieved;
- Second, review the extent to which the Project is on target in identifying opportunities and strengthening activities in areas where these have been introduced;
- Third, review the efficiency and effectiveness of the Project implementation framework and links to national priorities with regard to labor migration;
- Fourth, assess if the Project is likely to reach a state of maturity at the end of the current Project Phase so that some Project-initiated activities may be sustained without further external financial and technical support;
- Fifth, review to what extent the Project is relevant and is continuing to meet the needs of its ultimate target group – migrant women and men workers;
- Finally, draw conclusions in terms of the progress made and make recommendations for the remainder of the First Phase of the Project and future actions for the Second Phase of the Project (i.e., what is the scope and potential for activities being sustained without technical assistance by the ILO, and what is the scope for another phase of the Project?).

The full Terms of Reference of the evaluation are set out in Appendix 1.

The evaluation was managed by Mr. Nurunnabi Khan, Senior Programme Officer, CO-Dhaka.

The MTE has been conducted by Mr. Pierre Mahy, External Evaluator, from 3 October to 14 November 2013, in accordance with ILO Evaluation Policy Guidelines.<sup>6</sup>

The work of the evaluation took place over the following phases:

<u>Phase</u>	<u>Activities</u>	<u>Timing</u>
1. Desk phase	<ul style="list-style-type: none"><li>▪ Collection and Desk review of documents</li><li>▪ Definition of evaluation approach and methodology</li><li>▪ Review of evaluation questions</li><li>▪ Preparation of questions for interviews and further data collection</li></ul>	<ul style="list-style-type: none"><li>▪ 3-5 October</li></ul>
2. Field Phase	<ul style="list-style-type: none"><li>▪ Identification of needs for interviews</li><li>▪ Briefing with ILO Country Office in Dhaka and Project Team</li><li>▪ Visits to project sites and meetings with counterparts, implementing partners and donor</li><li>▪ Meeting with Senior Migration Specialist (ROAP) in Bangkok</li><li>▪ Debriefing with CO-Dhaka and participating</li></ul>	<ul style="list-style-type: none"><li>▪ 6 October</li><li>▪ 6-11 October and 19-25 October</li><li>▪ 18 October</li><li>▪ 24 October</li></ul>

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<sup>6</sup> ILO Policy Guidelines for results-based evaluation: Principles, rationale, planning and managing for evaluations.

stakeholders

3. Synthesis & Reporting Phase	▪ Data Analysis, preparation and submission of draft Evaluation Report to ILO	▪ 28-31 October
	▪ Feed-back from ILO to the evaluator	▪ 5 November
	▪ Incorporation of ILO comments and submission of revised draft report	
	▪ Incorporation of further comments from stakeholders and preparation of final Evaluation Report	▪ 6-7 November
	▪ Submission of Final Evaluation Report and of Evaluation Summary	▪ 13 November ▪ 14 November

The work plan for the evaluation comprised:

- Review of relevant documentation;
- Interviews with ILO management, project management, donor and technical experts;
- Interviews with project implementing partners, beneficiary organizations and other key informants. Consultations took place in the form of physical meetings during the field trips and by telephone and e-mail communication from the evaluator's home base;
- Debriefing meeting with ILO Country Office and Project Team to present and discuss the preliminary findings of the evaluation and solicit feedback, additional information and clarifications;
- Debriefing meeting with participating stakeholders;
- Preparation of the draft final report ;
- Responding to the comments of stakeholders on the draft report.

The evaluation tools employed were documentary analysis, identification of relevant evaluation questions and sub-questions, semi-structured interviews to elicit the facts relevant to the evaluation questions and synthesis of findings, conclusions and recommendations in this report. The specific evaluations questions are shown in sections 4.2 to 4.9 covering the different evaluation criteria.

Field visits to meet with project partners stakeholders in Bangladesh were organized and scheduled by the Project Team; the aim of the field visits was to verify the degree of implementation of planned activities and to possibly assess the interest and benefits of activities of the different stakeholders and beneficiaries of the project in the current context. Interviews with potential migrants were not included in the schedule.

A further meeting was organized by the evaluator with the Senior Migration Specialist in the Regional Office for Asia and the Pacific in Bangkok.

The key issues covered during interviews with the main stakeholders were the following:

With **ILO management, staff and Project Team**: historical background of the project, ILO priorities in the framework of the DWCP, priorities of the MTE, status of project implementation, stakeholders' participation, difficulties encountered, update on latest developments, etc.

With SDC: overall performance of the project and expected developments, initial thoughts about a phase 2 project, key issues related to the evaluation.

With **MEWOE**: expectations from the project, role of the National Project Coordinator, relations with the Project Management Team, Ministry's opinion on progress made, implementation challenges, commitment of the Government, follow-up on Policy related activities, etc.

With **BMET**: status of implementation of the project, challenges faced by BMET, new developments in registration process of migrant workers, delays in project activities to be implemented by IOM and UN WOMEN, current needs and priorities, capacity of operational staff, Wage Earners' Welfare Fund, Migrant Research Unit, database, etc.

With **IOM**: role of IOM in labour migration issues in Bangladesh, status of implementation of activities in the framework of the project, reasons for delays, database BMET, Migration Research Unit.

With **UN WOMEN**: status of implementation of project activities, reasons for delays, further steps planned to fulfil contractual obligations.

With **DAM**: status of implementation of project activities, role of civil society in labour migration.

With **NCCWE**: possible role of trade unions in migration issues, working relationship with the Government, Employers and civil society, work in progress with the project based on agreed work plan, cooperation with trade unions in other countries.

With **civil society** and **private sector**: role of civil society and recruitment agencies in migration issues, cooperation with government.

With members of the **PSC**: overall performance of the project and expected developments, role and importance of the PSC.

The evaluation refers to the LFM as the main basis for the evaluation, despite the lack of quantified indicators (i.e. number of "xyz", without further measurement) and the lack of precision given on qualitative indicators (e.g. change in public attitudes). The evaluation therefore assessed whether or not developments are pointing out (or not) towards the achievement of tangible results, which allow "trends" to be identified (e.g. in relation to the potential sustainability and the impact of the activities and project results).

The evaluation report provides answers to the questions suggested in the Evaluation Terms of Reference.

The ILO evaluation norms, standards and ethics have been followed throughout implementation of the assignment.

The Evaluator received good cooperation and assistance during the entire assignment and expresses his thanks to all who contributed to its findings.



## 4 Main Findings

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### 4.1 Activities implemented and main outcomes

Multiple activities have been implemented by the project until the time of this MTE; the following have already resulted in tangible outcomes (the Reported Degree of Achievement – RDA – stated in the last project report refers to June 2013):

#### 4.1.1 Activities/outcomes in relation to Result 1

*Strengthening policy and institutional frameworks to maximize the development impact of migration and the improved protection of migrant male and female workers and their families*

- Preparing a revised draft national migration policy (RDA: 80%)
  - Technical support to revise the Emigration Ordinance 1982 has been provided; a new Overseas Employment and Migrant Workers Rights Bill has been drafted, finalized and submitted on 28 December 2012 to MEWOE for decision and further proceeding. The Bill was approved by Cabinet in principle on 15 April 2013, submitted to the Ministry of Parliamentary Affairs and Law for vetting and to Parliament for enactment. The Parliament passed the law during its 23 October 2013 session.
  - Support has been provided to MEWOE to revise the Overseas Employment Policy (2006) with the objective to develop a new Policy taking into account current challenges and opportunities for Bangladesh and its workers in the sector of labour migration. Five research studies to inform policy-making and provide input into the revision of the Overseas Employment Policy have been carried out; community level focus group discussions on the skills and cost of remittances and recruitment were held by the researchers in 14 districts; a national consultation on skills, migration mainstreaming requirements, remittance management and costs, recruitment and migration costs, and Diaspora contributions was held with the migrant workers, their associations, CSOs, private and public financial sector, and trade union and employer organizations on 06 Feb 2013; in addition a range of consultations over the law and policy issues were conducted by the ILO. The new policy is now being finalized by the MEWOE and is submitted to Cabinet for approval.
- Establishing mechanisms to foster bilateral cooperation on migration (RDA: 10%)
  - Discussions with the Ministry have led to an agreement to have ILO review some existing MoUs and Agreements signed by Bangladesh with destination countries. These MoUs were provided to the project on October 6, i.e. during the MTE.
- Establishing a Market Research Unit at the BMET (RDA: 40%)
  - A need assessment with regard to server and data management system was completed by IOM in December 2012 and shared with the BMET for comments and approval (received in April 2013). Procurement for hardware to be provided for data base upgrading, including a data base for returning migrant workers, has been completed and the system is being set up.

- A Migrant Research Unit (MRU) was technically established in BMET with IOM support to analyze labour market prospects in overseas employment. An analyst is in place and an operations manual has been prepared.
  - Training needs and necessary training curricula have been identified with the MEWOE, BMET, trade unions and others.
  - Training was conducted for 23 labour attachés in September 2013, providing them with increased capabilities for the execution of their duties.
- Facilitating Sub-regional exchange of experiences and expertise of origin countries on migration management (RDA: 40%)
    - Technical assistance has been provided to the MEWOE to organize an intergovernmental Regional Seminar on Promoting Cooperation for Safe Migration and Decent Work on 1-2 July 2013.

#### **4.1.2 Activities/outcomes in relation to Result 2**

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

- Defining strategic measures to promote overseas employment in countries under protected conditions (RDA: 20%)
  - Discussions with private recruitment agencies and BOESL for improving negotiations for foreign employment contracts are progressing.
- Regulating recruitment agencies and establishing a more effective licensing system (RDA: 40%)
  - ILO has provided support in reviewing a draft code of conduct which BAIRA has submitted to the MEWOE
  - Three Migration Advisory and Counselling Centres (MACC) were established in Jessore, Jamalpur and Dhaka for outreach to potential migrants and support to families of migrants.
- Developing and Implementing awareness raising programmes aimed at introducing people to risks involved in overseas employment (RDA: 10%)
  - So far, a precious achievement comes from unplanned work done by ILO PMT in the form of a Bangla version of an Information guide for migrant domestic workers produced in Lebanon in English by the ILO Regional Office for Arab States (ROAS) and the Ministry of Labour with funding from the SDC. The information guide was disseminated in January 2013 to government entities (BMET, BOESL, TTCs, DEMOs), non-governmental organizations and migrant associations throughout Bangladesh (25,000 copies) to support awareness raising and pre-departure orientations and further disseminated among migrant workers in Lebanon.

#### **4.1.3 Activities/outcomes in relation to Result 3**

*Strengthening social protection for Bangladeshi migrant workers, with special attention to female migrant workers, available onsite and on their return*

- Reviewing and revising key social protection programmes to better serve male and female migrant workers and their families, with special attention on female migrant workers (RDA: 30%)
  - The review of the Wage Earners' Welfare Fund has been combined with the review of BMET in order to ensure coordination and avoid overlapping; data collection and investigations have been completed.
- Developing a system to monitor return migration (RDA: 15%)
  - Research/survey work has been initiated in partnership with the Bangladesh Institute of Labour Studies (BILS) and in coordination with BMET, MEWOE, MoCAT and BEF.
- Establish networks and institutions providing referral services for returning migrant workers (RDA: 0 %)

All activities implemented until the time of the evaluation were appropriate to achieve the planned results. Some activities have been brought forward and implemented earlier than expected (e.g. activities related to the review of the legislative framework); others are being delayed (in particular activities linked to objectives 2 and 3). Delays and fast-tracked activities are clearly reported in the "Outcome Monitoring Plan with Status" (Annex 2.A to the Annual Report 2012-2013).

#### **4.1.4 Operational issues**

The launch of the project was delayed by the completion of all procedures necessary in the project approval process; a request of the MEWOE to address some of the activities more specifically to women migrant workers is also reported as a cause for delays.

During the months following signature of the agreement with SDC, preparatory work with all stakeholders was conducted and local staff recruitment initiated in order to allow a rapid implementation start upon formal approval by the Government. SDC seconded an expert to take up the role of Migration Specialist right after signature of the agreement with ILO. His assignment ended in June 2013.

The approval procedure was completed by the Ministry of Planning in April 2012 with the endorsement of the Technical Project Proposal submitted by the MEWOE on 10 April 2012.

The project Chief Technical Advisor (CTA) was officially nominated and entered into function on 27 May 2012 to lead the Project Management Team (PMT).

A Project Steering Committee (PSC) and a Project Coordination Committee (PCC) were formally created and held their first meetings respectively on 5 July 2012 and on 23 August 2012. Three PSC meetings and seven PCC meetings took place till the time of the mid-term evaluation.

Practical project implementation started on 1 June 2012 on basis of a revised work plan with budget adaptation for which formal endorsement by the PSC was received on 5 July 2012.

The ILO PMT was temporarily located in the ILO Country Office premises, until necessary arrangements and work could be completed in November 2012 in the designated project office location in the MEWOE.

The National Project Officer was recruited in February 2013.

#### 4.1.5 Reporting during implementation

The reporting requirement defined in the agreement between SDC and ILO was specified as follows:

- First report from 01.07.2011 to 31.12.2011 due 31.03.2012
- Second report from 01.01.2012 to 30.06.2012 due 30.09.2012
- Third report from 01.07.2012 to 31.12.2012 due 31.03.2013
- Fourth report from 01.01.2013 to 30.06.2013 due 30.09.2013
- Fifth report from 01.07.2013 to 31.12.2013 due 31.03.2014
- Sixth report from 01.01.2014 to 30.06.2014 due 30.09.2014
- Final report from 01.07.2011 to 30.06.2014 due 30.09.2014

In addition annual work plans were to be submitted by ILO in accordance with standard procedures.

The reporting schedule was subsequently amended in line with a 12-months project extension (signed on 25 September 2012) and changed to the following schedule:

Report	Covering the Period	Due Date
First Report	July to December 2011 (As per the original the SDC-ILO Agreement dated 03/07/2011)	31 March 2012
Second Report	January to June 2012 (As per the original the SDC-ILO Agreement dated 03/07/2011)	30 September 2012
Third Report	July to December 2012 (Six-monthly per Amendment)	31 March 2013
Fourth report	July 2012 to June 2013 (Annual per Amendment)	30 September 2013
Fifth Report	July to December 2013 (Six-monthly per Amendment)	31 March 2014
Sixth Report	July 2013 to June 2014 (Annual per Amendment)	30 September 2014
Seventh Report	July to December 2014 (Six-monthly per Amendment)	31 March 2015
Eighth Report	July 2011 June 2015 (End of the project per Amendment)	30 September 2015

At the time of the present evaluation, all contractual reports have been delivered as per above schedule. Further reports to the Ministry and other stakeholders, including SDC, have also been delivered in due time.

#### 4.1.6 Follow-up and monitoring during implementation

The PMT has developed adequate monitoring systems and tools to follow implementation of activities which are very well reported in the Technical Cooperation Progress Reports (TCPR). Annexes to the TCPR present an “Outcome Monitoring Plan with Status” which is equivalent to a Project Performance Report used by other ILO projects.

The presentation of the different reporting documents follows the logic of the LFM and clearly describes the contribution of each activity towards the achievement of planned results. Delays in implementation are visibly pointed out against defined milestones (ref. Summary Immediate Objectives in the Annual Report). Progress reports are of high quality and provide a comprehensive overview of the status of implementation of all activities.

Monitoring reports have been produced by the project and a joint monitoring mission has been undertaken with SDC (joint mission to DAM in January 2013). The SDC-ILO agreement suggested bi-annual programmatic review missions to be conducted by SDC, while ILO would carry out the final evaluation of the project in accordance with its regulations, rules, directives and procedures.

The SDC and members of the Project Steering Committee have expressed their satisfaction about the monitoring reports and systems in place.

From the Government’s side, the Implementation Monitoring and Evaluation Division (IMED) in the Ministry of Planning monitors project progress according to their internal procedures.

The following sections 4.2 – 4.9 will cover the main standard evaluation criteria (relevance, efficiency, effectiveness, sustainability and impact); the presentation is based on the evaluation questions provided in the Terms of Reference. Reference is made to the indicators provided in the LFM and/or in the Project document whenever possible.

## 4.2 Relevance

### 4.2.1 Initial Design

#### ***Problem identification and definition of objectives***

*(EQ: Are the objectives clearly stated, describing the solutions to the identified problems and needs?)*

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

The project document provides a good problem analysis, describes the Government’s commitment to improvements in migration policy, identifies the different target groups and explains the overall project strategy. Specific objectives are clearly presented with related outputs and activities intended to generate the outputs which are deemed to offer solutions to the acknowledged problems.

The project document however lacks a comprehensive (potential) impact analysis. Section 2.3.1 of the document (Development Objective / Expected Impact) only describes the links to development strategies of ILO (DWCP), to Bangladesh's Millennium Development Goals and to the Government's Poverty Reduction Strategy without explaining how activities will contribute to improve the situation and without defining specific targets (e.g. suggesting that "the project will contribute to the achievement of MDGs 1 and 3 by addressing the challenges faced by low-skilled workers who are vulnerable to risks and exploitation, and mainstreaming gender in migration policies strategies" is a vague statement which explains the aim, but does not identify any specific target).

**Relevance of the intervention logic**

*(EQ: Is the Project document logical and coherent linking the inputs, activities and outputs to each immediate objective?)*

As stated above, the activities and outputs are stated in relation to each immediate objective. This is clearly shown in the Logical Framework Matrix (Annex 1 to the project document) which presents a good overview of the intervention logic. Project inputs from each party involved (SDC, ILO, Government, international and national implementing agencies) are defined in the project document and appear to be rational.

The three-tier approach (policy and institutional frameworks – operational efficiency and effectiveness – social protection) is logical and coherent. The tripartite approach is also highlighted in a coherent way, though without much information on how tripartite constituents will be participating in project activities other than suggesting they will engage in various committees and programmes. A more detailed description of consultations processes and of the expected contribution of each constituent would have been of interest.

**Risks and assumptions**

*(EQ: Have the external factors affecting Project implementation been identified and assumptions proven valid?)*

The annexes of the project document present Risks and Assumptions in separate documents: Annex 6 presents the Risk Matrix and the LFM (Annex 1) presents the Assumptions.

**Assumptions** mainly refer to degree of importance and priority given by the Government to migration issues, as well as its commitment to reform the legislative framework. These assumptions have proven to be correct and the Government has clearly engaged in the reform process in developing a new Migrant Workers' Bill and engaging in the review of the Overseas Employment Policy.

Further assumptions relate to the commitment of all other partners to cooperate with the project, which is also happening with different degrees of priority and interest.

The **Risk matrix** of the project presented in Annex 6 of the project document is adequate and presented with a realistic view. All risk levels were graded as being "low" (1) and "moderately low" (2) on a scale from 1 to 6 with a low to medium likelihood of occurrence. The development risk "governments not willing to allocate resources to respond to protecting migrant workers" is somewhat ambiguous; the willingness often exists, but the capacity to allocate financial resources can sometimes be a constraint due to multiple other priorities. At this stage of implementation, it is difficult to assess whether the management risk at the level of receiving countries ("governments in receiving countries do not allow migrant associations to operate as self-help groups") has been underestimated.

Overall, the analysis of assumptions and risks stands up to now, one and half years into implementation. In the most recent TCPR, the PMT however pointed out a higher risk degree relating to the engagement of workers' and employers' organizations in policy dialogue and implementation due to the multiple demands and immediate domestic economy issues affecting broader engagement with labour migration issues due to the prevailing pre-election climate.

**Logical Framework Matrix – Indicators of achievement**

*(EQ: Are the indicators of achievement clearly defined, describing the changes to be brought about?)*

The LFM is clear in presenting objectives, results, deliverables and activities in a logical sequence, but lacks precision in quantifying indicators.

At the level of project Objectives, the indicators given in the LFM are relevant, but only refer to "numbers" without setting measurable targets (e.g. the indicator for Objective 3 refers to the number of returning migrants and families benefiting from services offered, but how ambitious is the objective? Without a more precise indication of the number to be attained, it will be difficult to assess the real performance of the project). In terms of qualitative indicators, only generic definitions are presented (e.g. change in public attitude, awareness of recruitment regulations, etc.) without defining the nature of change expected or the benefits of increased awareness.

At the level of project outputs, the same comments apply. No precise targets are defined and no time frames are given. Better defined time frames and targets would provide a stronger view on impact expectations; this may have been challenging to define in the original design but at mid-term of implementation, indicators could be upgraded on basis of already achieved outputs and realistic expectations for the second part of project implementation.

Considering the fact that this project is seen as a pilot project possibly leading to a phase 2, it is important to clarify in more precise terms the indicators of achievement which are likely to be reached upon closure of phase 1.

**Project Management structure**

*(EQ: Are the roles and commitments of the various partners clearly identified?)*

The project document clearly describes the roles and responsibilities of the ILO, IOM and UNIFEM (now UN WOMEN), as well as the role of the MEWOE and the BMET. It also describes how employers' and workers' organizations as well as civil society, including the donor designated Dhaka Ahsania Mission (DAM), will participate in the project.

Agreements and/or service contracts have been signed with the project partners and sub-contractors in which roles and responsibilities, deliverables, time frames and financial conditions have been confirmed.

The respective roles of the PMT, of the CTA, of the NPC and of the PSC are also clearly defined in the project document in which a Project Governance and Management chart is provided.

How coordination and monitoring of activities would take place has been explicitly described and relates to the roles of the PSC and of the PCC.

**Design weaknesses**

*(EQ: What recommendations may be given for continuing or further improvement?)*

The main weaknesses lie in i) the absence of quantified indicators and targets in the design of the project, and ii) in the absence of an analysis of the potential impact of each activity.

An upgrade of the LFM based on the experience of implementation during the first half of the project would provide a real added value in clarifying what can be expected from the project in tangible terms.

Additionally, an improved LFM will also provide a better baseline for the definition of a potential phase 2 and facilitate a final evaluation of the project.

#### **4.2.2 Current Relevance**

*(EQ: Was the Project an appropriate response to the problems/needs that existed when it started?)*

Between 2008 and 2011/2012, i.e. between project concept, signature and launch, a number of developments have taken place, confirming the government's commitment to improve overseas employment prospects for its workers, especially women. The revision of the 1982 Overseas Employment Ordinance was initiated in cooperation with civil society; in 2011 the Government of Bangladesh ratified the 1990 UN International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, and in June 2012 the Government attended the UN meeting when ILO adopted the Convention on "Decent work for domestic workers" which particularly target female migrant workers.

A number of supporting measures which were suggested to support the long-term strategy defined by the MEWOE were implemented, e.g. the Probashi Kallyan Bank was established in October 2010, a Migration and Skill Development Endowment Fund of Tk. 140.00 crore (US\$ 20 million) to develop the skill level of migrant workers has been set up, etc.)

Despite the delays in designing, processing, approving and launching the project, it came as an appropriate response to the needs and problems which globally were unchanged at that time.

Among new developments in migration flows during the 2008-2011/2012 period, female migration increased more rapidly than in previous years, adding to the relevance of the project in terms of gender needs.

#### ***Consistency of project needs and objectives***

*(EQ: Do the problems/needs that gave rise to the Project still exist, have they changed or are there new needs that should be addressed?)*

Further developments in migration flows have taken place since the project effectively started operations in 2012; besides the growing trend of female migrants, the distribution trend among destination countries has changed with a strong decrease of migration to UAE due to government sanctions on Bangladeshi labour. The UAE and Oman however still accounted for nearly 64% of departures. Female migrant workers mainly left for Lebanon (33.5%) and Jordan (33.5%). The bulk of migration and related problems therefore still is in the Arab countries.

Migration flows in 2012 have also registered a decrease of skilled workers and an increase of unskilled workers now accounting for 62% of the migrant population. The need for skills improvement remains acute, in particular for women as most of the female migrants migrate to take up jobs as domestic workers, cleaners and factory workers, as opposed to more qualified professions (e.g. nurses) for which there is an increasing demand in many countries. The demand for semi-skilled and skilled male workers in the countries of the Gulf Cooperation Council, where most Bangladeshi migrants work, is also increasing due to the boom in oil exploration, development in the infrastructure sector as well as in the retail and service sector.



Remittances have peaked in 2012 with more than 14 billion US\$ emphasizing the question of the use made of remittance funds, as they offer an important potential for development and reintegration.

New migration schemes have been developed in the form of G2G agreements with Malaysia for plantation workers, Hong Kong for domestic workers and Korea (G2P), however with limited results until now, as MoUs did not have enough time in implementation to demonstrate results. This has not prevented irregular migration from developing further in 2012, in particular to Malaysia where the regularization scheme of undocumented workers has encouraged the trend of irregular migration.

Overall, the problems and needs that gave rise to the project still exist and have on some issues aggravated, despite the intentions to improve the situation of migrant workers. The issues related to the need for social protection and reintegration have been existing for a long time, but have more recently become “hot” topics raising the interest of government, civil society, trade unions and international donors/organizations.

The project objectives remain fully relevant, though priorities could be redefined for the remaining time of the project.

*(EQ: Is it still appropriate to the problems/needs?)*

The policy component of the project (Objective 1) has advanced considerably and will require a different degree of attention depending on the relevant decisions to be made with regard to the new legal framework and a new policy. This is linked to political developments in the coming months and beyond the project’s intervention.

As the following section on project progress will show, there remains a lot to be done in relation to the implementation of planned activities under Objective 2 and 3, which both remain appropriate to address current problems and needs of migrant workers.

### **Priorities**

*(EQ: Have the priorities given to the basic components of the Project, for example, Strengthening Policy and Institutional Frameworks versus direct support to the migrant workers, changed? If so, why?)*

The different components of the project remain equally important, but the degree of implementation of activities during the first half of the project’s lifetime will affect the priorities for the second part.

Policy, effective migration management and social protection all need to be improved in parallel. A strengthened policy framework is likely to emerge from the new Overseas Employment Policy, which will provide the framework under which direct support to the migrant workers can be provided. Ongoing developments in the institutional framework are likely to require attention to be given to specific needs (e.g. the decision to re-organize the WEFW as a ‘Wage Earners’ Welfare Board as full-fledged subsidiary entity of the MEWOE, separate from the BMET creates some confusion about roles and responsibilities which the project could help to clarify).

Other key policy areas remain unexplored. This is for example the case for the reintegration process of returning migrant workers; neither has a policy ever been developed, nor has a strategy been defined. This might be an area to be considered for further interventions.

### **Reformulation of objectives**

*(EQ: Are the objectives still valid or should they be reformulated for the Second Phase?)*

A possible second phase will have to build on achievements of the current project. The objectives might remain similar, but the way in which they will have to be addressed is expected to be different.

At the policy/institutional framework level, the key issue will be to support implementation of the new Overseas Employment Policy, which will take up several years and require strong capabilities of the key institutions, in particular the MEWOE and the BMET but also all other parties involved. Capacity support may have to be emphasized and possibly extended to more institutions in a further second phase.

The new Overseas Employment Policy is very ambitious and presents a timeframe for implementation planning of 12 months as well as a description of roles and responsibilities of all seventeen related Ministries (MEWOE, Finance, Foreign Affairs, Planning, Commerce, Civil Aviation, Women and Children Affairs, Social Welfare, Home Affairs, Education, Labour and Employment), Divisions, and government bodies. Capabilities in these different institutions may not be at the same level and require capacity development support.

### 4.3 Delivery process and effectiveness

#### ***Delivery of Terms of Reference***

*(EQ: Is the overall execution of the Project focusing towards the achievement of the objectives?)*

Overall, it is realistic to say that the contractual Terms of Reference are being delivered, though with different degrees of achievement.

While most policy related outputs under Objective 1 have been delivered much faster than originally planned, delays in implementing activities linked to Objectives 2 and 3 raised some concern at the last PSC meeting held in September 2013 which pointed out the following activities to be delayed (status on 30 June 2013):

1. Semestral review planning (ILO);
2. Setting up the server and database (IOM);
3. External market analysis (UN Women);
4. Employers visit (IOM);
5. Production of the communication strategy and the TV commercial (IOM);
6. Top up technical training curricula development (DAM);
7. CSO to CSO collaboration building (DAM);
8. Public awareness raising (UN Women);
9. Skills training and accreditation related work (UN Women);
10. Designing of referral and reintegration service (UN women);
11. Assessment of the service providers (UN Women);
12. Initial negotiations with the service providers to organize services for the returned/returning migrant workers (UN Women).

The following sections will provide an updated overview of the status of implementation for each implementing partner at the time of the present evaluation – October 2013 - (see Stakeholders' contributions) and describe the contribution made towards the objectives (see Delivery of expected results).

### ***Focused project implementation***

*(EQ: Is progress being made towards meeting the indicators of achievement?)*

As can be deduced from the list of delayed activities, ILO's project partners and sub-contractors have faced some difficulties in meeting the time schedule of the originally agreed work plans.

At this stage of implementation, the shortest way of summarizing the status of the project is to say "**work in progress**", except for the policy component for which substantial steps forward have already been made. Indicators of achievement specified in the LFM are indeed not yet reached, but work is progressing in the right direction; for the key indicators:

- Objective 1: the new Migrant Workers Bill enacted by the Parliament and the approval of the new Overseas Employment Policy will eventually lead to the adoption of guidelines and circulars on national migration and overseas employment;
- Objective 2: reduced recruitment and documentation costs for migrants will ultimately materialize when new legal framework becomes operational and is enforced; and
- Objective 3: returning migrants will benefit from protecting services when systems will be in place.

As earlier stated, indicators of achievement have not been linked to more detailed quantified targets, but they all need to be considered in a longer term prospective, far beyond the project's lifetime.

### ***Strategy to achieve expected results***

*(EQ: Is the delivery strategy established by the Project effective?)*

The delivery strategy proposed in the project document (section 2.1.) is largely being followed.

All activities implemented so far appear to be logical to achieve the planned results; they have been and are being implemented in a participatory way and in a **logical sequence** (e.g. consultation meetings and research studies have taken place to feed into the review of the Overseas Employment Policy).

**Rational adaptations** have been made when necessary (e.g. in combining the review of BMET with the review of the WEWF) and a cautious **step by step approach** is taken by the PMT on sensitive issues to achieve progress (e.g. in organising consultation meetings to define commonly agreed minimum agendas among all parties involved on activities to be taken forward). The latter sometimes proves to be challenging and difficult, as it is for example the case for discussions with the private recruitment agencies and their association (BAIRA) on a higher degree of professionalization of the sector; the step by step approach however proves to be effective and has resulted in an agreement to develop a training plan for the Executive Committee of BAIRA, implement it and make progress in developing a Code of Conduct.

The government, trade unions, employers' organizations and civil society organizations are now all engaged in the project and all parties **recognize the value of the project's intervention**. This has been confirmed by all parties during the present evaluation and confirms that emphasis placed by project management on coherence and cooperation among the stakeholders proves to be effective.

On a different note, it is worth mentioning that the geographical location of the project office within the MEWOE shows to be of high value. It greatly facilitates communication and ensures closer cooperation with the ministry's officials and staff. While the location of the office in the premises of the Ministry might have been wrongly interpreted by different stakeholders upon inception of the project, the PMT has managed to clarify the **impartial role of ILO** in dealing

with all constituents. During the evaluation process, the location of the office in the MEWOE has not been questioned by any of the constituents.

### **Stakeholders' contributions**

*(EQ: Are the various implementation partners contributing to Project implementation as planned?)*

*(EQ: Are the main implementation partners interacting and coordinating as planned?)*

At the time of the present evaluation, the status of implementation of prime activities under lead responsibility of each implementing partner is as follows:

Key Partners	Planned Activities <sup>7</sup>	Status	Comment
ILO	(1.1.1) Review of Overseas Employment Policy & legal framework	Completed – Overseas Employment Policy 2013 and Migrant Workers Bill 2013 submitted	Further developments beyond control of ILO
	(1.1.3) Consultations (tripartite) on research findings for policy recommendations	Completed	
	(1.2.1) Semestrial review meetings with representatives of destination countries	ILO to review MoUs and agreements signed by Government	Progress dependent on political will of destination countries and MEWOE
	(1.3.4) Study tours and fellowships for BMET, MEWOE and ERD officials	Migration academy (May) – study tour in November	Exceeding initial plans
	(1.4.1) Sub-regional political and technical consultations	Intergovernmental Regional Seminar on Promoting Cooperation for Safe Migration and Decent Work organized in July 2013 in Dhaka	Follow-up meeting planned for 2014 (SAARC)
	(1.4.2) Negotiate employer and trade union agreements with counterparts in origin and destination countries	Trade unions made aware of their potential role in labour migration - work plan with NCCWE developed	NCCWE needs to demonstrate stronger commitment to adhere to work plan – ILO follow-up and coaching required
	(1.4.3) Training for officials and stakeholders to engage in region-wide processes & dialogues	Training plan developed – 38 trade unionist already trained in June 2013	Progress as planned
	(2.1.2) Dialogue with private recruitment agencies in order to improve professionalism of private sector in negotiating foreign employment contracts	On-going dialogue with BAIRA and BOESL – BAIRA Executive committee trained	Private sector needs to be further supported
(2.2.1) Support to BMET and MEWOE to implement recommendations of various studies	Pending final approval and dissemination of studies	Priority area which requires ILO support	

<sup>7</sup> The reference number relates to the breakdown of activities shown in the LFM

	(2.2.2) Review Code of Conduct and other guidelines with BAIRA and private recruitment agencies  OVERALL COORDINATION	Completed - CoC submitted to ILO for review  PSC – PCC – bilateral meetings	Further progress depending on BAIRA's commitment  Communications difficulties PMT - partners
IOM	(1.3.1) Database BMET MRU  (2.1.3) Promotional campaigns targeting prospective employers  (2.3.1) Communication strategy  Legal cell  (2.3.2) Assessment of pre-departure briefing materials and development of new communication materials as needed	Procurement completed MRU established  Delayed, but planned  Delayed  Under consideration  Delayed versus original work plan but in line with revised work plan	Set up in progress Sustainability of MRU to be considered No negative effect of the delay  Delay will not allow an impact assessment to be made Decision on host of legal cell pending
UN WOMEN	(1.3.3) Development of gender focused training programme for labour attachés  (2.1.1) Market analysis for employment opportunities for women. With yearly updates  (2.3.3) Awareness raising and outreach to women  (3.1.2) Strengthen skills training courses in TTC and seek international accreditation & assist BMET in developing training modules  (3.2.2) Design of a reintegration package – mapping of service providers and resources – develop SOP  (3.3.1) Networking – welfare desk, one-stop centre for returning migrants – capacity building to DEMO and DPDK officials  (3.3.2) Provision of reintegration and referral services	Training curricula developed  Procurement tender launched (closing 23/10) –  Needs assessment done – outreach programme being defined Still in discussion stage  ToRs prepared but no decision on how to proceed  Planned for 2014, but depending on 3.2.2  Planned for 2015, but depending on 3.2.2	Next training planned May/June 2014  Evaluation of proposals & contracting to be given priority to match agreed work plan  Faster implementation possible  Faster progress needed – accreditation uncertain  Further potential delays to be expected  Late implementation will prevent test/pilot implementation and possible corrective adjustments to be made – outreach to end beneficiaries will be limited

DAM	(2.2.3) Vocational and life skills training support Expansion of Outreach activities  (3.1.3) Monitoring mechanisms in destination countries – partnerships with counterpart organizations in destination countries	In progress with revised agreed work plan – Training provided to 60 migrant workers – multiple outreach meetings held  Attempts to partner with counterpart organizations in Jordan and Malaysia so far unsuccessful	Target numbers of direct beneficiaries achievable  New attempt planned in Qatar, but more aggressive approach required
Sub-contractors			
HDRC	(1.1.2) Research studies	All studies completed -	
BILS	(3.2.2) Profiling survey of returning migrant workers	Implementation delayed due to police verification procedure of staff and authorization of MoCAT to grant access to airport	Authorization granted and police verification completed – survey to be initiated and completion expected for December 2013
RMMRU	(2.3.2) Review of pre-departure training modules & development of a standardized module	Contract signed August 2013 – for implementation September 2013 to May 2014	Work in progress as planned
MPI	(1.3.2 & 3.1.1) Review of BMET and WEF	Field work (interviews) completed – reports expected	Work in progress as planned

As previously stated, “work in progress” at different stages best describe the status of implementation for all implementing stakeholders; special attention to meet the last agreed work plans needs to be given to delayed activities by all implementing agencies and sub-contractors, regardless of the reasons having led to these delays.

### **Contribution to ILO objectives**

(EQ: To what extent has the Project contributed to the ILO’s mission and mandate (Global Employment Agenda, Decent Work Country Programme, Multilateral Framework on Labour Migration, Protection of the Migrant Workers, and specific country objectives)?)

The project links to the several Outcomes of the Strategic Policy Framework (SPF) and to the ILO Programme and Budget 2010-2011 and 2012-2013, in particular to:

- Outcome 5 on working conditions (“*better and more equitable working conditions*”) – the project aims at and focuses on addressing specific needs of migrant women;
- Outcome 7 on Labour Migration (“*better protection and better access to productive employment and decent work*”) – the project aims at strengthening the policy framework for labour migration, better migration management and increased protection of migrant workers;
- Outcome 18 on International Standards (“*ratification and application of standards and conventions*”) – the policy component of the project aims at a better compliance of the legal framework with international standards.

The planned project results also fall in line with the Bangladesh Country Programme 2012-2015, in particular with Priority 3 (Extending social protection to the workers and their families, including migrant workers) and the following DWCP Outcomes:

- Outcome 7 on better social protection to which Objective 3 of the project directly relates;

- Outcome 9 on a more efficient migration management system to which Objectives 1 and 2 of the project relate.

With the overall objective to contribute to the sustainable economic and social development of Bangladesh through the creation of decent employment opportunities and the protection of male and female migrant workers and their families, the project is in line with the overall approach of the DWCP which links into the Government's Sixth Five Year Development Plan, as well as with the Vision 2021, in which empowerment and equal rights for women are among the key issues.

Linking the project results more directly to the different strategies and with ILO's DWCP will be essential to sustain the achievements of the project.

***Delivery of expected results***

*(EQ: Is the Project making sufficient progress in meeting its objectives?)*

*(EQ: Is the Project making sufficient progress in conducting activities and producing outputs?)*

**Objective 1**

Much earlier than originally planned, the "hardware" for a strengthened policy framework has been shaped with the technical support of the project. A new Migrant Workers Bill has been enacted by the Parliament during the time of the present MTE and a revised Overseas Employment Policy is ready to follow the same route.

As part of the ground work which has enabled to support the policy review, very valuable research studies have been prepared, which undeniably fill a certain knowledge gap on migration issues and hence, also provide a "software" contribution to this objective of the project.

With regard to the institutional framework, a comprehensive review of BMET and of the WEFW has been completed, of which the findings are due to be revealed shortly after this MTE. This review will provide recommendations on how service delivery to migrant workers can be improved; these recommendations will have to be addressed in taking into consideration the obligations deriving from the newly adopted Migrant Workers Bill. The text of the enacted Migrant Workers Bill was not known upon completion of this MTE, but it can be assumed that a better regulation of recruiting agencies and a stronger emphasis on service delivery to migrant workers through the WEFW will result from the new legal framework.

Progress has also been made with regard to the improvement of BMET's data management system, which should allow BMET to operate in better conditions and initiate the registration of returning migrant workers. The needs assessment analysis has been completed, procurement of the hardware has been finalized and installation was in process at the time of the MTE.

A number of training activities planned under objective 1 have also been delivered:

- an orientation training for three newly appointed labour attachés was delivered in July 2013,
- a further training session for 23 labour attaches was delivered in September 2013;
- a training in international labour migration was given to 38 trade unionists in June 2013; and

- the executive committee of BAIRA was provided with a training session in August 2013<sup>8</sup>.

As part of the intensive consultation process, several tripartite meetings have been organized allowing all constituents, as well as civil society to provide their inputs into the revision of the legal framework. Consultations have also allowed all stakeholders to develop a better understanding of their potential role in migration issues. Trade unions have agreed to implement a number of activities to promote and protect the rights of the migrant workers in cooperation with their counterparts in destination countries; a detailed action plan was developed with assistance of the project and endorsed by the NCCWE in January 2013.

A Migrant Research Unit (MRU) was established in BMET to analyze labour market prospects in overseas employment. A first comparative analysis of markets in Sweden and Australia has been prepared by the MRU, of which the added value however is very limited (e.g. the conclusions “Australia requires a highly skilled population to maintain and improve its economic position in the face of increasing global competition” and “in Sweden, there are specific areas where migrants can work” is of limited interest). Budget constraints making it difficult to recruit qualified staff have been reported by IOM as the main challenge to establish a high quality MRU; higher quality and exploitable studies would require more specialized staff to be recruited, for which budgets are not available.

While all activities leading to the achievement of objective 1 have been initiated, some progress still needs to be made in bringing tripartite constituents of Bangladesh closer to their counterparts in destination countries. The PMT has been given access to the MoUs signed by the Bangladeshi Government with destination countries during the MTE as a first step towards the planned semester review with tripartite participation.

In line with efforts to promote cooperation on safe migration between sending and receiving countries, an Intergovernmental Regional Seminar on Promoting Cooperation for Safe Migration and Decent Work was held in Dhaka in July 2013, which has resulted in the adoption of the “Dhaka Statement” covering Effective Governance of Labour Migration, Protection of Migrant Workers, in particular Women Migrant Workers, and Regulation of Recruitment. Representatives of 12 countries agreed to consider recommendations made on increasing sub-regional cooperation on overseas employment.

**Overall, the project has made a remarkable progress on activities leading to objective 1, and a more intensive focus on slightly delayed activities during the remaining time of implementation will allow reaching a high impact.**

## **Objective 2**

Improving operational efficiency and effectiveness in overseas employment promotion and social protection proves to be a challenging undertaking which heavily relies on the readiness of the main providers of overseas jobs, i.e. the recruiting agencies, to reform and adopt more protective policies and practices for migrant workers in their operations.

The project has made good progress in engaging with the private sector, in particular BAIRA, through multiple rounds of discussions which have led to the acceptance of a training session on legal and policy instruments to be organized for the Executive Committee members of BAIRA as well as to the possible adoption of a Code of Conduct by the associations’ members.

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<sup>8</sup> This activity falls under Objective 2 but can be seen as contributing to a stronger institutional framework.



Further progress will depend on the developments of the newly adopted law as well as of the political environment.

The MEWOE and BMET will have an important regulatory role to play after the adoption of the law and of the policy in redefining a licensing and grading system, for which the project has planned to provide support. This support activity had been put on hold pending approval of the new Migrant Workers Bill and is likely to be given priority in the coming weeks.

Progress has been made by civil society in providing community training in decentralized communities to migrant workers in cooperation with BOESL. This activity had to face the challenge of being implemented by a partner (DAM) with limited experience in the field of labour migration, which at the time of the MTE has been overcome allowing the activity to be effectively implemented<sup>9</sup> as reported in a short progress report submitted in September 2013.

Little progress has been made on all other planned activities under objective 2, i.e. communication campaigns, employers' visits, assessment of pre-departure briefing materials and development of new materials, outreach and dissemination, etc. All revised (and updated) work plans however confirm that activities will be implemented in the coming weeks/months, some of which have already been initiated (e.g. video script for the promotional campaign is being finalized, procurement for a consultant to develop the communication campaign is underway, employers' visits to Japan and South Africa are in planning stage, development of a standard pre-departure briefing module has been initiated, etc.)

On the whole, project activities under objective 2 are somewhat delayed, but in process of being implemented at short notice if sufficient attention is given by the implementing partners to respect the most recent agreed work plans. This should allow objective 2 to be met with reasonable expectations, i.e. achieving a certain improvement of operational efficiency and effectiveness in overseas employment promotion and social protection, for which excellence will require more time and efforts beyond the project's life time.

### **Objective 3**

With the exception of the review of the WEFW (combined to the review of BMET), the support to BMET in preparing a database of registered return migrant workers and the profile study of returning migrant workers, all activities related to objective 3 fall under responsibility of UN Women.

As already mentioned, the review of BMET/WEFW has been completed and the database in BMET is being set up.

The necessary survey work to be undertaken at the airports of Dhaka and Chittagong for the profile study has been delayed, pending authorization of the Ministry of Civil Aviation and Tourism and police verification and clearance of the staff assigned to interview the returning migrants. All necessary authorizations were said to be received during the MTE<sup>10</sup> and work was planned to be initiated without any further delay with December 2013 set as target date to complete the study.

UN Women has acknowledged the fact that delays have affected the observance of the initial work plan. Delays have been explained and a commitment has been made to implement all

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<sup>9</sup> During this MTE, the evaluator was able to meet several field staff members of DAM who explained the challenges which had to be faced. DAM's long standing presence and experience in the field has most likely contributed to overcome the initial difficulties which were also linked to wrong expectations in the community..

<sup>10</sup> This information could not be verified by the evaluator.

activities in accordance with the revised work plan agreed with the PMT on 3 April 2013 and further detailed on 13 October 2013.

The revised work plan has been reviewed by the evaluator in a meeting with the UN Women team and confirms that the time frame allows all activities to be implemented before closure of the project, though the late completion of activities will not allow outreach activities (provision of referral services and assistance to organize self-help groups) to be pilot tested and adjusted on basis of initial findings.

The timely implementation of these activities is of critical importance for the success of the project in terms of reaching out and providing immediate benefits to the ultimate target group of the project. Delaying activities beyond the agreed schedule would seriously affect the overall success of the entire project and a high degree of priority in speeding up the execution will be necessary to avoid any disruption of the implementation schedule; to the contrary, fast-tracking activities might even allow to extend the time during which services will be delivered to the ultimate target group within the lifetime of the project.

### ***Stakeholders' participation***

*(EQ: Do the target groups (i.e., social partners, recruitment agents, and so on) participate in formulation and implementation of the Project activities?)*

All social partners as well as civil society have been invited by the PMT to contribute and provide their input during the review of the legal framework. They furthermore participate in the general guidance given to the project through the PSC meetings during which activities are being discussed.

While the general list of activities was defined in the project design document, the different stakeholders have been given the opportunity to shape activities in more detailed work plans and define methods to implement them; e.g. the trade unions (NCCWE) have developed an action plan during a planning workshop with the PMT in December 2012.

Civil society organizations actively involved in the project have defined the process to implement their activities; e.g. RMMRU has defined a comprehensive methodology to support the standardization of the Pre-departure Orientation Services (PDOS) training programme for potential migrants, DAM is shaping their outreach activities on basis of findings made in a baseline survey and progress in reaching out to migrant workers in the field, HDRC provided valuable suggestions for the research studies which were undertaken, etc.

Recruitment agencies have self-developed a proposed Code of Conduct which BAIRA has asked ILO to review prior to submission to the Ministry.

The Bangladesh Employers' Federation has provided input in the policy review but mainly engages with the project through the PSC of which it is a member.

The participation of all stakeholders is in general rather dynamic and more support from the project is expected and needed, particularly at the level of the trade unions and civil society. Additionally, the private sector needs to be given more attention to come to terms with the public sector with which a confrontational mood remains noticeable from the meetings held during this MTE. The role of the private sector as key supplier of overseas employment is vital for the Bangladesh economy and this role needs to be recognized and rewarded, though in a more regulated framework.

### ***Outreach to target groups***

*(EQ: Have the benefits of the Project begun accruing to the ultimate target group, i.e., migrant women and men workers?)*

The ultimate target group of potential, outgoing and returning migrant workers, in particular women migrant workers, is expected to benefit from the revision of the legal framework once the new Migrant Workers Rights Bill now adopted by the Parliament becomes operational. Improved protection and better recruitment conditions are expected to materialize from the new law. In a longer term prospective, benefits will arise from the implementation of the new Overseas Employment Policy and the delivery of services being developed by the project.

An immediate benefit for migrant workers came from the distribution of the Information guide for migrant domestic workers, which was unplanned but of major value for the recipients. Other short-term benefits may arise from training activities implemented so far (e.g. trained labour attachés might be able to better respond to migrants' needs) but at this stage of implementation, the benefits directly accruing to the ultimate target group overall remain marginal.

All other activities likely to produce direct benefits to the target group, in particular related to the provision of services have not reached a stage yet from which benefits could begin accruing to the population of migrant workers.

#### 4.4 Efficiency

##### **Resources allocation**

*(EQ: How do the resources invested so far relate to what has been achieved?)*

The level of disbursement of funds remains rather low: project records show expenditures of US\$ 986,726.30 up to 30 June 2013, which only represents 28.2% of the total budget. This includes an advance payment of US\$ 186,039 to UN Women and a payment of US\$ 250,000 to IOM for activities still in early stages of implementation<sup>11</sup>.

*(EQ: Do the expected Project results continue to justify the costs incurred?)*

Considering the late implementation of activities under responsibility of UN Women, the original budget breakdown of the US\$ 350,000 contract with UN Women was no longer justified. Some costs reflected in the budget indeed were not utilized, in particular personnel costs (in absence of a project coordinator for several months) as well as some operational costs (covering rental, transport, supplies, etc.). A budget reallocation in favour of specific activities (e.g. training of labour attachés, awareness raising) has been agreed between ILO and UN Women in May 2013. A similar exercise has been made on the IOM budget allocation.

*(EQ: Are the resources being spent as economically as possible?)*

Without going into an in-depth analysis of resource allocation, a quick review of reports and documents released by the project shows that in some cases low budget allocations have allowed to produce very valuable studies (e.g. the five research studies prepared by HDRC) whereas in other cases allocated budgets still need to produce the required outputs to allow an assessment of value for money to be made.

The PMT is closely monitoring budget expenditures on all activities and on the different partner and sub-contractor budgets in order to make the best possible use of available funds.

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<sup>11</sup> This data has been update by the PMT after the evaluation to 42.72% on November 10 (including a second installment to the IOM and payments of several service contracts (not verified)

The above mentioned information shows that the PMT requires budget reallocations to be made when necessary to maximize the value of expenses.

If in the end resources will have been spent economically will however depend on the social return of the investment (SROI) made; it might be worthwhile considering a specific SROI analysis to be made upon completion of the project in engaging with all stakeholders on basis of an impact map showing the relationship between inputs, outputs and outcomes.

On a different note, the PMT succeeded in tapping into other sources to fund and support different activities, e.g.:

- The participation of two Government officials (Ministry and BMET) to a multi-country workshop for policy dialogue and exchange in Bangkok in December 2012 (ILO/Korea programme funding);
- The translation and dissemination of the information guide for migrant workers in Lebanon (Migration project in Lebanon, Regional Office for Arab States, SDC/EU funded);
- The support to the Bangladesh Employer's Federation to conduct a session in the sub-regional meeting of the South Asian Employers' organizations in Delhi in Oct 2013 on the role of the Employers' Organisations in labour migration (ILO Employers' Specialist based in Delhi);
- The representation of trade unions in a workshop involving representatives of SARTUC, International Trade Union Confederation Regional Organisation for Asia and Pacific (ITUC-AP), ITUC-Amman and ILO ACTRAV and MIGRANT in Kathmandu in September 2013 (MAGNET – contribution SDC).

### ***Complementarity of project partners***

*(EQ: Were the actions of the various implementation partners complementary?)*

Roles and responsibilities of each implementing partner were clearly defined for each of the activities which, although being distinct, are interlinked in terms of results: e.g. setting up the database for returning migrants in BMET (IOM) will allow ILO to prepare reports on returnees, the profiling survey of returning migrants (BILS) is due to be "combined" with the labour market skills and entrepreneurship needs study (BEF) and will provide an input into the development of a package of services to meet needs of returnees (UN Women), etc.

In terms of outreach to the ultimate target group, activities of UN Women and of DAM are all essential to achieve a tangible impact during the lifetime of the project. Even though both partners work independently, their activities are complementary and target returnees who will eventually be registered in BMET's database being set up by IOM.

Several examples of overlaps were reported in the TCPR (e.g. external market analysis and awareness raising, language curricula) and re-sequenced and/or consolidated accordingly to minimize duplication of activities.

The complementarity of activities entails a good level of coordination as well as the timely implementation of all work plans. Delays which have been incurred have put a certain pressure on the PMT, eager to maximize the benefits of the entire project.

### ***Efficiency of Project inputs***

*(EQ: Are there more efficient ways and means of delivering more and better outputs with the available inputs?)*

The remarkable achievements related to the legal framework confirm that the strategy chosen was successful as it would have been difficult to achieve more in using different methods.

With regard to activities related to objectives 2 and 3, this is to be looked at in the light of further implementation and progress in the coming weeks/months and will depend on the outputs which still have to materialize. The question will also to be considered in association with the potential impact of the project for which the analysis remains to be made.

During the next 18 months of the project, it may however be worth to reconsider some of the activities in either abandoning them (and reallocating resources to more promising activities), or to make adjustments to achieve better results and ensure a higher degree of sustainability; this mainly relates to the MRU, the legal cell and the activities related to the TTCs (this will be further discussed in section 4.6 on Sustainability).

## 4.5 Emerging Impact

### ***Project progress and performance monitoring***

*(EQ: Is monitoring being carried out by the Project satisfactorily documenting progress and emerging impact?)*

*(EQ: Is sufficient attention been given to document the impact of the Project?)*

*(EQ: Is data being collected by the Project on the indicators of achievement? – Do they provide adequate evidence regarding the effects and impact of the Project? – Is it necessary to collect additional data? If so, on what?)*

Project activities are being monitored as described in section 4.1.6 in accordance with ILO established procedures for technical cooperation projects, the main reference document being the Outcome Monitoring Plan with Status. Impact or emerging impact is not reported in this document.

The monitoring reports covering the project partners (DAM in January 2013, UN WOMEN and IOM in August 2013) report on progress and performance in a detailed way, but do not elaborate on impact issues.

Considering the limited degree of achievement of most activities related to objectives 2 and 3, emerging impact is premature to assess and only potential impact could be defined.

Such assessment would ideally need to be closely linked with the DWCP. Outcome 9 specifies that ILO will support the project, but it would be interesting to link the potential impact of the project to the overall strategy of the DWCP and to see to what extent the outcomes contribute to improving the social protection of migrant workers. The DWCP was meant to be results based and the project offers a good opportunity to illustrate how this has been achieved.

In order to facilitate this process, it will be necessary to define better indicators linking the project results to the priorities of the DWCP and define how data will be collected to measure this impact at a later stage.

As an example, it would be interesting to see how the project has been able to bring the constituents closer on migration issues and to which extent joint efforts have resulted in improving the conditions of migrant workers in terms of social protection.

Other specific impact assessments to make would be to see how project activities and results have contributed to achieve an impact in line with the strategic plans of SDC and of the implementation partners, in particular IOM and UN Women.

### ***Emerging impact***

*(EQ: Can documented impact, if any already identified by the Mid-term Evaluation Mission, be attributed to the Project?)*

At this stage of implementation, several project activities have already led to a documented influence or effect (of which impact still has to materialize):

- Findings and recommendations of the five research studies undertaken by HDRC (activity 1.1.2) have been taken into consideration by policy makers in the draft version of the Overseas Employment Policy; additionally, the studies contribute to increase the knowledge base on migration issues which has been largely deficient: findings of the research studies indeed reveal interesting information which will be very valuable for further policy decisions (e.g. ratios of male and female remittances in comparison with ratios in migration population, importance of diaspora remittances, structure of costs related to labour migration, etc.)
- The intergovernmental regional seminar on promoting cooperation for safe migration and decent work organized in Dhaka in July 2013 has resulted in a number of recommendations (referred to as the “Dhaka Statement”) which paved the way to an increased cooperation between countries of origin and destination involving tripartite partners, civil society organizations and migrant worker’s associations.

Another major effect of the project intervention is the fact that stakeholders directly or indirectly concerned with migration issues started consulting more frequently with each other. From discussions with the different constituents and civil society, it appears that all parties involved have understood the necessity to consult on migration issues, partly as a result of external factors (e.g. economic crisis in receiving countries, conflict affected countries of destination like Iraq, Libya, etc.) as well as to the raising awareness on the potential benefits of growing remittances of migrant workers. The project has further (and still is) entertained this consultation process in bringing together all parties involved on different issues (e.g. in the consultation process related to the revision of the legal framework) and further efforts will eventually result in closer cooperation efforts.

## 4.6 Sustainability

### ***Sustainability of results***

*(EQ: What is the likelihood that the Project’s benefits will be sustained after the withdrawal of external support after the First Phase and some after the Second Phase?)*

*(EQ: Do conditions exist to ensure that the Project’s results will have lasting effects?)*

Migration is a key component of the Bangladeshi development policy and will retain the Government’s prior attention whichever political party reigns over the country.

The sustainability of the intervention at policy level mainly lies in the developments which will follow the adoption of the new Migrant Workers Bill and of the 2013 Overseas Employment Policy, which both provide the “hardware” for the future. The project will certainly continue supporting the government in its efforts to implement the new legal framework during the second part of this project and possibly during a second phase, but it is realistic to assume that further action will be taken by the Government after the withdrawal of external support. Developments linked to the implementation of a new legal framework will in principle result in improving the institutional set up and ultimately benefit the migrant workers.

An investment is being made by the project in upgrading the database of BMET for which it can be assumed that BMET will continue maintaining, using and possibly further developing the upgraded database.

A number of activities being implemented or planned by the project however raise some concerns with regard to their sustainability; this particularly relates to:

- The creation of the MRU in BMET. The budget allocation did not allow the recruitment of highly qualified staff and the outlook for an improvement through the provision of governmental funding to reinforce this unit is rather pessimistic. Whether or not BMET would even continue funding the MRU after the end of the project is not confirmed either despite IOM's assertion that officials from the BMET and the Ministry express their support; the Ministry is indeed considering setting up its own research unit which might lead to a duplication of efforts. Considering the current limited added value of the MRU and the lack of development possibilities, it might be worth discontinuing this activity.
- The establishment of a legal cell. The plan is/was to establish a legal cell in BMET to assist exploited migrant workers. While setting up stronger systems to assist exploited migrant workers is of vital interest, the evaluator would like to refer to the experience of other countries, where legal cells are being supported by civil society and/or trade unions in more efficient ways than under the umbrella of governmental bodies. It is the evaluator's understanding that other options were being considered by IOM (in charge of this activity) and that discussions were taking place to consider alternative arrangements. This activity is worth being adjusted in line with the development of a package of services through civil society organisations and/or in line with the action plan developed for NCCWE which also plans for a legal aid service to be set up.
- Plans to reinforce the Technical Training Centres and develop accreditation schemes for vocational courses. Accreditation was identified by BMET and UN Women from the beginning as not feasible to obtain in the short period of the project. ILO suggested reviewing this activity in realistic way, but with the exception of language training, very little has been done. The focus of the project has been placed on a possible cooperation with the TVET project to strengthen training programmes for women, but at this stage it is unclear how UN Women (in charge of this activity) intends to proceed.

The efforts of the project to develop the participation of trade unions in labour migration issues have resulted in an action plan to be agreed defining priorities for the next 5-10 years, i.e. far beyond the project and a possible phase 2. A successful intervention of trade unions will depend on possible agreements they will be able to reach with counterparts in the countries of destination. MoUs might be signed on bilateral basis between Bangladesh and certain countries, but their effects might remain limited if not supported by ILO.

Trade unions also recognize the need to develop a joint approach among sending countries on regional basis to strengthen their negotiation power with receiving countries. In this regard, it is worth mentioning the recent workshop organized by ILO/SARTUC in Nepal from 16-19 September 2013 on "Promoting Trade Union Cooperation on Labour Migration in Origin and Destination countries", which was attended by a delegation of Bangladeshi trade unions. The workshop brought together members of the South Asian Regional Trade Union Council (SARTUC), members of the trade unions in South Asia and representatives from migrant workers communities in Bahrain, Jordan and Lebanon. Participants highlighted, among other points, that activities in isolation are not effective in bringing about change and agreed on a Plan of Action containing strategies to be adopted by trade unions in sending and receiving countries, which ILO intends to further support.

With regard to the delivery of services for which the late definition of referral and reintegration services for the vulnerable returning migrant workers and the partially delayed

outreach to migrant workers towards the end of the project will have a limited impact, it can be positively assumed that civil society will further develop the outputs of the project and continue supporting migrant workers and their families as part of their commitment and mandate.

#### 4.7 Causality and unanticipated effects

##### ***Foreseen and Unforeseen effects***

*(EQ: What particular factors or events have/are affected/affecting the Project's results?)*

*(EQ: Were/Are these factors internal or external to the Project?)*

Events which have affected the implementation of activities have been reported by the project in the TCPs and mainly relate to movement restrictions during several general political strikes (hartals) which affected operational work and planning. Delays in the organization of coordination meetings, consultations and/or workshops have indeed resulted from these events, but these have been adequately dealt with by the PMT in order to avoid any impact on potential project results.

No other significant **external** factor likely to affect project results could be identified during the evaluation. The forthcoming political developments linked to the termination of the current Government's mandate and the preparation of new general elections however might somewhat distress the implementation of the project. To which extent project results might be affected cannot be assessed and largely depend on the developments which will take place after the evaluation mission.

**Internal** project factors related to the reported (unforeseen) delays of certain activities however are likely to affect project results, in particular in relation to Objectives 2 and 3. Certain activities are indeed inter-connected and sequential; delays will have a knock-down effect and limit the potential impact of the project in certain areas. This will in particular be the case for the provision of reintegration and referral services for returning migrants; even though the remaining implementation time still allows all planned activities to be implemented, the systems and procedures to deliver services will only be in place towards the end of the project, leaving no time to assess the soundness of the mechanisms developed and/or to take corrective actions if needed.

Additionally, the shortened operational time of service delivery resulting from finalization of activities will affect the number of returning migrants benefiting from services offered during project implementation time, which was defined as a key indicator for Objective 3. A tangible impact is therefore unlikely to materialize before the end of the project.

##### ***Superior impact***

*(EQ: What could be done to either enhance opportunities or mitigate risks, if any, so that the Project could have greater overall impact?)*

The Risk Analysis – Annex 6 of Project document – considered the lack of performance of implementing partners as one of the Management risks and referred to “stagnation” as a possible adverse effect/impact on the project.

Pre-implementation arrangements were meant to be made to avoid the risk, but despite the fact that agreements have been signed between the ILO and partners, delays have been observed during this first part of project implementation.



The PSC and the PCC regularly pointed out problem areas and called for action, but the already incurred delays will be difficult to compensate. Further delays need to be avoided and efforts made to compensate for previous delays to circumvent a negative impact on the project.

## 4.8 Alternative strategies

### **Overall assessment of the validity of the project strategy**

*(EQ: Is there, or would there have been, a more effective way of addressing the problems and satisfying the needs in order to achieve the Project objectives?)*

Considering both the time frame and financial allocation of the project, the strategy chosen was - and still is - justified and appropriate to achieve the objectives. The tripartite approach is the right way to deal with the needs and problems of migration and the involvement of several experienced partners in specific issues related to migration is essential.

Coordination of partners however has encountered some difficulties which have resulted in a certain level of unnecessary tensions among the implementing partners; reasons for these tensions are mainly related to the delays incurred in the implementation of certain activities which distressed the efforts of the PMT to have all activities strictly follow agreed work plans, but also to a certain degree of competition among partners. As described in section 4.4 (Efficiency - Complementarity of project partners), the role of each partner was clearly defined and should not have caused any justification for a competitive mood which in the end would not provide any benefits to the migrant workers, who are the final beneficiaries of the project.

While it is essential to involve specialised organizations/institutions/agencies in such an important project, one way to circumvent such occurrence would have been to avoid the pre-designation of implementing partners in the project document and allow the lead agency to select the partners through a regular tendering process. Opening the project to other potential partners through competitive bidding would also have allowed accurately assessing the added value of current partners versus other options.

This is in no way meant to suggest that current partners do not entirely fulfil the needs of the project, but it could have reduced the risk of possible tensions; the added value of all participating partners would indeed have been established through a focused – and preferably independent - evaluation process which would have highlighted their individual capacity to contribute to the different objectives of the project.

### **Second phase strategy**

*(EQ: Is the Project strategy valid for the Second Phase or should it be reformulated?)*

It is premature at this stage of implementation to make any precise recommendation in respect of a possible reformulation of the strategy for a possible second phase. Too many question marks remain with regard to the developments of the political situation which may – or not – change the environment under which migration will be dealt with in the future.

A logical strategy would be to move towards planning for the implementation work related to the Act 2013, which is already passed by the Parliament. If the implementation planning does not begin quickly enough and mechanisms are not created for the stakeholders (including the private sector and workers) quickly enough, there is a danger that the Act 2013 may become a dormant document and fall off the priority. At present, there is a momentum and it needs to be capitalized.

The shaping of a phase 2 project will also depend on the short-term impact and of the prospective longer-term impact of the current project. One of the key recommendations of this mid-term evaluation is to have all partners start working on an impact analysis which will allow having a clearer view on what will have been achieved by June 2015 and what could develop from there in the following years.

Some areas of possible external support certainly could be to provide technical assistance in the further developments of the new Overseas Employment Policy, for which capacity building will be needed in order to facilitate its implementation; other important areas remain unexploited and are in need of being taken up; there is for e.g. a need for a reintegration policy as well as a need to develop a comprehensive social protection system for migrant workers.

Irrespective of the focus which would be given to a second phase project, the tripartite approach should be further supported in line with an increased role of the civil society, which is likely to be a key player in the delivery of services to potential migrants, families of migrants and returnees.

#### **4.9 Gender concerns**

##### ***Gender approach***

*(EQ: Are the different needs of migrant women and men being addressed in the delivery process?)*

Needs of migrant women workers, including access to training and pre-departure services, gender responsive provisions in employment, remittance management, and return and social and professional re-integration are a recurrent feature in the project execution. Consultations held for various activities have promoted the participation of women; e.g. migrant women workers' needs have been a key consideration in determining the proposed Overseas Employment Policy 2013, as well as creating a demand for freedom of movement for women and accountable governance to ensure safety of women in the proposed Overseas Employment and Migrants Act 2013. Similarly, consultation held for the BMET System Review and the Wage Earners' Welfare Fund reviews ensured equal participation of women workers. These consultations are leading to a dialogue about how the BMET and the Fund engage with the women workers and left behind families of the migrant workers. The implementation of the community level activities have a thrust on meeting women's needs as workers as well as assisting them in transforming their ascribed social role in their families through top-up vocational training, pre-decision information about labour migration and information and counselling assistance to the family members of the workers who are already overseas. However, the social protection needs of women and men workers who may have returned in vulnerable conditions are much dependent on the efficient and effective delivery of the services under responsibility of the UN Women.

##### ***Gender equality***

*(EQ: Are migrant women and men likely to benefit equitably from the Project activities?)*

The project has a positive bias towards women workers. Given the social disadvantage that women face in terms of accessing information and opportunities, the project through research, dialogue and normative legal and policy work is promoting special measures and social security provisions such as: establishment of a permanent wing in Ministry of Expatriates' Welfare and Overseas Employment for devising simplified approaches and a coordinated implementation of programmes supporting migration of women workers, special

services to increase enrolment in technical education and skills and training across all trades in various skills development programmes, enhancing budgetary allocations for women workers employment diversification and promotion, bi-lateral agreements for their safety at the workplace, registration of workers and social assistance by the missions in the countries of destination, improved banking processes and incentives for women workers who remit money and re-integration package when they come back at the end of their employment. Though the current stock of migrant Bangladeshi women workers and their annual flow is much smaller compared to men (about 6% of the total outgoing in 2012), the immediate results in terms of equal participation and representation of women's needs are encouraging. These efforts if consistently followed up in the years to come would enhance women's economic rights and ability to exercise their right to pursue freely-chosen employment.

### **Gender mainstreaming**

*(EQ: Has the Project developed gender mainstreamed services, tools and products?)*

The project services, tools and products are attempting to ensure gender mainstreaming at three levels: macro, meso and micro:

- At the macro level, special attention is paid in the proposed Bill and Policy at the regulatory environment to ensure equitable treatment of women, children, marginalized communities, including people with disabilities, and all members of populations considered most vulnerable in the Bangladeshi context. Evaluation of the Emigration Ordinance 1982, the three Rules on Emigration, Recruitment Agents and Wage Earners' Welfare Fund and the Overseas Employment Policy 2006 used gender analysis. Consequently the proposed Bill and Policy capture the gender equality pointers such as statistical trends, needs articulated by women and men, standards as may apply to women and men.
- At the meso level, facilitation of the processes of design and implementation of the activities, including those of the implementation partners and the training material developed and discussion format used foster pro-active reactions to these pointers and generate a dialogue on the need gender equality, particularly on women as economic beings and workers. The project is also promoting meaningful dialogue on relationship between economic performance of the migrant workers and strategic social protection planning by engaging in the activities such as training of labour attachés, recruitment agents and trade unions.
- At the micro level, through ongoing training, counselling and advisory assistance of the DAM outreach to women and impact at the community level is being addressed. Communication campaign to be conducted by the IOM and public awareness and social and professional re-integration of returned workers to be undertaken by the UN Women would add further value at the micro level, if these are delivered with attention to timeliness and outputs and outcome to be achieved.

## 5 Conclusions

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### 5.1 Conclusions

The overview of project progress (section 4.3) shows that significant progress has been made in relation to Objective 1, but that results relating to Objectives 2 and 3 still have to materialize. ILO has delivered in a fast and efficient way on most activities, whereas the other implementing partners are running behind the original schedule.

Resources are being used in an efficient way (section 4.4), implementation difficulties have so far been correctly addressed, gender issues have been taken into consideration and implementing partners and sub-contractors are committed to achieve the expected results.

Close monitoring of activities is well done by project management but a (potential) impact assessment at all levels is missing. The project has not yet generated any tangible impact as such, but a number of effects have already materialized (section 4.5).

The MTE confirms that the implementation strategy chosen is appropriate and that final results now largely depend on the speedy delivery of outputs related to objectives 2 and 3.

The MTE has also allowed identifying where adjustments can be made in order to ensure better sustainability of the intervention, as well as some areas providing the basis for lessons learned and good practices.

### 5.2 Lessons Learned

The main lessons learned from the project identified by the evaluator and confirmed through observations and statements made by stakeholders during the various meetings and field visits are the following:

1	The tripartite approach which has allowed constituents to bring forward their suggestions during the review of the legal framework has generated a more favourable environment for future dialogue	Government, trade unions, employers and civil society do not have a tradition of close cooperation, though civil society may have had a better relationship with the government than trade unions and employers. All parties were encouraged by the ILO to engage in the review process of the policy in providing their input through bilateral and tripartite meetings. Even though tensions remain tangible among constituents, a more satisfying atmosphere seems to prevail for future developments <sup>12</sup> .
2	Perseverance in dialogue with challenging partners often results in substantial progress	Priorities and objectives of the MEWOE and of BAIRA do not concur and often result in tensions which the PMT had to deal with to bring BAIRA on board of the project. The last TCPR reported that over 20 rounds of discussions with BAIRA were necessary to convince the

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<sup>12</sup> The evaluator acknowledges the fact that this may be a subjective impression, but considers it to be important enough to be mentioned.

		Executive Committee to cooperate, which in the end resulted in different activities to be initiated (see section 4.3).
3	Project partners do not always have the same capability to implement activities	<p>Project implementation partners were pre-nominated in the project design document on basis of their potential capability to engage in the activities they were designated for.</p> <p>Although the added value of all partners in their respective fields is very valuable, it was difficult for DAM (focusing on improving living conditions of people particularly the disadvantaged) and for UN Women (focusing on gender equality and empowerment of women) to engage in activities focusing on migrant workers in a different way than their traditional operating methods. This has led to some delays which have now been overcome by DAM and are about to be addressed by UN Women.</p>
4	The commitment of all partners and sub-contractors is central to achieve sizeable results for the benefit of migrant workers	<p>The progress made with regard to the legal framework has been possible thanks to the commitment of the MEWOE and to the contribution and commitment of all parties involved.</p> <p>As stated above, key stakeholders have acquired a better understanding of their potential roles in promoting employment and protecting migrant workers, which is leading to a stronger commitment to further engage in the process (Action Plan of Trade Unions – CoC for recruiting agencies – mobilization of civil society)</p>
5	Mobilizing public authorities at all levels to engage in a project is a challenge	<p>Ownership of the project and commitment to achieve results at the highest level of the MEWOE and BMET is a clear reality. This is not only confirmed by statements made to the evaluator, but by concrete facts, the most significant one being the Minister's perseverance to have the new Migrant Workers Bill enacted by the Parliament before the end of the government's mandate.</p> <p>At lower levels of responsibility, i.e. where the ground work needs to be made, frequent staff movements often require TA projects to re-start or delay activities in order to allow newly appointed management staff to get acquainted with new responsibilities. This particularly applies to BMET where frequent staff movements require recurrent capacity development initiatives to be supported.</p>

### 5.3 Good Practices

Good practices having emerged from the project so far are:

1	The interlinking nature of activities related to the three main results in project implementation	Combining policy with an improvement of operational efficiency and the development of social protection systems is a well-founded approach to promote better protection of the migrant workers.  In this respect, the design of the project was well conceived and implementation is following the proposed sequence in a very efficient way, despite some the delays which have been reported.
2	The formalisation of cooperation agreements with all implementing partners and sub-contractors	Agreements and/or contracts have been signed with all partners and sub-contractors involved in the project, specifying terms and conditions, as well as duties and deliverables in line with project requirements.  This has not always avoided misunderstandings during implementation but should be considered as a best practice.
3	The cooperation with other ILO projects / initiatives	As explained in section 4.4 on Efficiency, the project has made best use of other ILO initiatives to complement the resources of the project.  Synergies with activities promoted under this project have been built which will eventually lead to further important developments (e.g. as a follow-up of the meeting in Nepal bringing together trade unions and migrant workers' associations on a regional basis)
4	The involvement of all social partners and civil society in the policy review	The research process has involved all social partners and civil society through bilateral consultations and tripartite meetings which have generated interesting discussions and ideas. They have also allowed social partners to engage in new communication lines which were very limited and/or sometimes non-existing before.
5	The strategic location of the project office	The geographical location of the project office within the MEWOE proves to be of high value. It greatly facilitates communication and ensures close cooperation with the ministry's officials and staff, while at the same time providing administrative support often needed to speed up certain activities.

## 5.4 Recommendations

Based on the above analysis, the evaluator would like to present the following recommendations for the remaining time of implementation of the project:

1	<p>In order to better assess what the project will have achieved upon closure, a potential Impact analysis needs to be made by all parties involved</p>	<p>The analysis of the project design (section 3.2.1) has identified a weakness in the absence of a potential impact analysis of the project.</p> <p>The PMT monitors project activities by means of an Outcome Monitoring Plan but does not report on the potential impact of activities and of the project as a whole.</p> <p>Having a clear view on what the project will actually have achieved upon completion and what the prospects are on a longer-term basis is important and will facilitate the identification of adequate strategies for a possible second phase project.</p> <p>It is therefore recommended that all implementing partners start working on an impact analysis of the activities they are responsible for, so that the PMT will be able to prepare the overall impact analysis for the project.</p> <p>Alternatively, an external M&amp;E expert could be recruited to lead the process and ensure a better consistency of the process by using similar definitions and standards for all partners.</p> <p><i>Addressed to ILO and all implementing partners – High priority – Limited financial resources required</i></p>
2	<p>Upgrade the Logical Framework Matrix with clearly defined and quantified indicators</p>	<p>Section 3.2.1 also provides an analysis of the LFM which shows weaknesses at the level of indicators.</p> <p>In line with the first recommendation and in order to facilitate the impact analysis, it is important to clarify in more precise terms the indicators of achievement which are likely to be reached upon closure of phase 1.</p> <p>Activities already completed and further activities planned or initiated provide sufficient background information to clarify the initial indicators in specifying targets and Objectively Verifiable Indicators (OVIs). OVIs should be realistic, measurable and directly relate to the activity and result they are defined for.</p> <p><i>Addressed to the PMT – High priority - Limited financial resources required</i></p>
3	<p>Define a clear action plan with the MEWOE and BMET to facilitate the implementation of the new Migrant Workers Bill</p>	<p>The newly adopted Migrant Workers Bill will require the Ministry and the BMET to define clear action plans to facilitate the implementation of the law.</p> <p>Both the MEWOE and the BMET need to be further supported by the project in transforming legal texts into real actions implied by the law as well as by the new Overseas Employment Policy once adopted.</p> <p>As a first step, the project could assist the MEWOE</p>

		<p>and the BMET to define immediate priorities in bringing together stakeholders to prepare for a comprehensive implementation planning.</p> <p><i>Addressed to PMT/MEWOF/BMET – High priority – No financial resources required</i></p>
4	<p>Following the review of BMET and of the WEFW, provide assistance to clarify role and responsibilities and to implement recommendations of the reviews</p>	<p>As reported in section 3.3, the filed level analysis of BMET and of the WEFW has been completed by MPI; findings and recommendations based on field analysis and ongoing desk review are due to be released shortly after the MTE.</p> <p>The new Migrant Workers Bill is expected to place a stronger emphasis on service delivery to migrant workers through the WEFW which falls under the supervision of the BMET. Roles and responsibilities seem to be misunderstood by the WEFW management board however eager to develop the services of the Fund and asking for support of the project in drawing up their strategic plan.</p> <p>This action can be taken up with a small sum of about USD 20,000 which is available in the project for initiating a pilot. In other words, instead of a pilot, the assistance would be given to develop the strategic plan together with the migrant workers associations, trade unions, employers' organization (key for professional reintegration) and the CSOs. One of the biggest shortfalls of the WEFW is that it does not have representation of the workers and transparency has been questioned by the migrant workers time and again. It is important that any strategic planning for a contribution based fund is an exercise in which contributors' representatives have a say.</p> <p>In a longer-term perspective, the WEFW will need to be further supported in terms of developing understanding of social security, investment of the contributions, linking up with actuarial services, and regulation to govern the welfare schemes and services as well as for developing infrastructure in the WEFW such as data management system related to the social welfare schemes and services and their delivery and disbursements, annual reporting, audit and oversight. These initiatives would be essential to make the WEFW's schemes and services sustainable, transparent and accessible.</p> <p><i>Addressed to PMT/BMET/WEFW – High priority – Limited financial resources required</i></p>
5	<p>In order to ensure the sustainability of capacity</p>	<p>The BMET has to deal with frequent staff movements due to the lack of permanently appointed staff,</p>



	development activities which will result from the review, introduce the knowledge management concept at BMET	<p>making it difficult to maintain the benefits of capacity development interventions provided by different donors over time.</p> <p>The review of BMET is likely to result in further capacity development activities to be defined and implemented, of which benefits are again likely to vanish when further staff movements will take place.</p> <p>In order to possibly ensure a better sustainability of training and/or other capacity development activities in the future, it is recommended to introduce the concept of “Knowledge Management” to BMET.</p> <p>The project could promote basic knowledge management tools and techniques, like e.g. setting up IT or non-IT based libraries, suggesting the formal nomination of a “knowledge manager” in receiving organizations who could develop learning reviews or IT based Knowledge Bases, blogs or search tools offering access to all staff to resources acquired from capacity development activities.</p> <p><i>Addressed to the PMT – High priority – Limited financial resources required</i></p>
6	Adjust and/or reconsider activities with limited potential impact and uncertain sustainability	<p>As reported in section 3.6 certain activities being implemented or planned by the project raise some concern with regard to their sustainability.</p> <p>This relates to the MRU in BMET, to the establishment of a legal cell and to the plans to reinforce the Technical Training Centres for which adjustments should be considered.</p> <p>Considering the limited added value of the MRU and the lack of development possibilities, it might be worth discontinuing this activity despite IOM’s commitment to improve the situation; the creation of a legal cell is worth being adjusted in line with the development of a package of services through civil society organisations and/or in line with the action plan developed for NCCWE which also plans for a legal aid service to be set up; and for TTCs, the concept of accreditation needs to be revisited as the current intentions would require more time than the project still has left.</p> <p><i>Addressed to the PMT/ IOM / UN Women – Medium priority –Financial resources reallocation required</i></p>
7	Ensure strict compliance of updated work plans with all partners in order to maximize the outcomes of the project	<p>The delays in implementation have all been sufficiently explained and consequences acknowledged by all parties. Strict compliance with all last agreed work plans is a must to avoid the project ending up with a very small tangible impact.</p>

		<p>The timely implementation of all activities is of critical importance for the success of the project in terms of reaching out and providing immediate benefits to the ultimate target group of the project. Delaying activities beyond the agreed schedule would seriously affect the overall success of the entire project and a high degree of priority in speeding up the execution will be necessary to avoid any disruption of the implementation schedule.</p> <p>It is therefore recommended that both SDC and ILO closely monitor further developments of all pending activities.</p> <p><i>Addressed to SDC/ILO – High priority – No financial resources required</i></p>
8	<p>Provide additional support to trade unions in the execution of their agreed Action Plan and promote further regional cooperation in calling upon ACTRAV to lead further initiatives</p>	<p>The trade unions (NCCWE) have adopted a 5-10 years Plan of Action which they intend to follow to develop their intervention on migration issues.</p> <p>In order to facilitate the implementation of this Plan of Action, it would be advisable for the project to provide intensive support to the Coordination Committee on Labour Migration which has been created as a result of the plan, but which did not really meet to take action since the plan was adopted in January 2013.</p> <p>As mentioned in section 3.6, it will also be important to support the trade unions in reaching out on a regional basis and to ensure a close follow-up to the workshop organized by ILO/SARTUC in Nepal from 16-19 September 2013.</p> <p><i>Addressed to the PMT and ILO/ACTRAV – High priority – ACTRAV and ROAP – Limited financial resources</i></p>
9	<p>Encourage the private sector in ethical recruitment and its important role in employment services and job matching, particularly in labour migration corridors to GCC countries.</p>	<p>Intensive discussions with BAIRA have already resulted in progress to be made towards self-regulation of the sector as reported by the project and confirmed by BAIRA's management.</p> <p>The role of the private sector as key provider of employment for migrant workers however seems to be overlooked and needs to be highlighted. Public and private sector migration routes are important and rather than working under a suspicious climate, cooperation between public and private sector needs to be further encouraged. This should be done in the framework of ethical recruitment while recruitment options for job seekers should be increased as well.</p> <p>Private recruitment agencies play a vital role in international labour migration in Asia when matching job seekers and employers. They account for a majority of workers placed abroad from the</p>

		<p>Philippines, Indonesia, India, Pakistan, Sri Lanka, Bangladesh and Thailand. However given that the supply of workers in lower wage countries far outstrips the demand and that there are far more workers intending to work abroad than there are jobs, migrant workers are highly vulnerable to abuses during recruitment. Such abuses include high fees and costs, misrepresentation, failure to meet placement obligations and contract substitution.</p> <p><i>Addressed to the PMT/MEWOE/BMET/BAIRA – High priority – No financial resources required</i></p>
10	Increase the outreach to civil society to maximize benefits for migrant workers and their families	<p>Civil society is currently involved through the active participation of partners and sub-contractors (DAM, RMMRU and HDRC) and will be more involved through the outreach activities of UN Women under Objective 3.</p> <p>Civil society is a key player in reaching out to potential migrant workers in the field and in providing support to families of migrant workers and to returning migrants during their reintegration process, for which governmental schemes are deficient.</p> <p>Civil society furthermore is well positioned to reach out to counterpart organizations in receiving countries, where trade union interventions are not welcome. DAM is trying to establish working relations with counterparts in destination countries and needs to be supported in this direction. Similar efforts should be encouraged with other NGOs having the potential to reach out to possible partners in destination countries.</p> <p>With regard to possible assistance to returning migrants, attention should be given to NGOs trying to develop self-help groups in the communities and which are likely to be identified from UN Women activities.</p> <p><i>Addressed to the PMT/UN Women – High priority – No financial resources required</i></p>

No particular recommendation is made with regard to gender equality and promotion, which the evaluator considers to be correctly addressed by the project.

## **Appendices**

## **Appendix 1: Terms of Reference for the Evaluation**

### **Project**

Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh, (Technical Cooperation Code: BGD/11/01/SDC)

### **Donor**

Swiss Agency for Development and Cooperation (SDC)

### **Implementing Agency**

International Labour Organization (ILO)

### **Geographical coverage**

Bangladesh

### **Date & Duration**

October -November 2013 (5 weeks, preparation, field work, report)

### **ToR Preparation date**

July 2013

### **Background**

The International Labour Organization (ILO) Project, “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh (Technical Cooperation Code: BGD/11/01/SDC)”, is funded by the Swiss Agency for Development and Cooperation (SDC).

The Project “Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh (Technical Cooperation Code: BGD/11/01/SDC)” is a follow-up to the recommendations of a regional symposia and builds on various migration-related efforts in Bangladesh over the last few decades. The Project has a rights based approach in line with the UN and ILO Conventions, the ILO Multilateral Framework on Labour Migration, the United Nations Convention on the Protection of the Rights of All Migrant Workers and Their Families, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and other international instruments covering governance of labour migration, protection of migrant workers and promotion of migration development linkages.

The SDC funded Project follows a sequential approach with an Opening Phase from July 2010 to December 2010 and the current phase, i.e., the First Phase, of three years. This First Phase is designed as a pilot phase, exploring partnerships to get off the ground activities, to be followed by a Second Phase to expand proven practices based on assessment and learning. It is to be noted that the finalization of the Project Plans of the First Phase took longer than planned and eventually the Project Document was signed between the ILO and the SDC with implementation to begin in July 2011. However, further delay by one year was experienced as a result of the approval time taken by the Government of the People's Republic of Bangladesh. This necessitated an extension of project timeframe by one year by the SDC to enable the ILO to implement all the activities of the First Phase of the project. The timeframe of the First Phase, therefore, is 01 July 2011 to 30 June 2015.

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

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

The evaluation shall review and assess the Project's progress and achievements to date taking as a starting point the objectives and outputs in the Project's guiding document by assessing the:

- i) efficiency,
- ii) effectiveness,
- iii) relevance,
- iv) impact as may be emerging, and
- v) sustainability.

The criteria of assessment, in context and specific to this Project, are briefly described below:

**Efficiency** - the productivity of the Project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources.

**Effectiveness** - the extent to which the Project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been produced satisfactorily.

**Impact** - emerging positive and negative changes and effects trends caused by the Project at the sub-regional and national levels, ie, the impact with social partners and various implementing partner organizations.

**Relevance** - the extent to which the objectives are in keeping with sub-regional and national priorities and needs, the constituents' priorities and needs and the donor's priorities for the Project countries.

**Sustainability** - the extent to which adequate capacity building of social partners is taking place to ensure mechanisms are in place to sustain activities and whether the existing activities are likely to be maintained beyond Project completion.

## Purpose and scope of the evaluation

The purposes of the Mid-term evaluation of the First Phase are to draw lessons learned from the implementation of the Project with a view to also assess whether the Project goals and objectives are still relevant, and if so, take the findings of the Mid-term evaluation into account in the development of a new proposal for the Second Phase.

Generally, the evaluation will:

- First, review the trends and achievements of the Project by assessing to what extent the stated objectives and major outputs are being achieved;
- Second, review the extent to which the Project is on target in identifying opportunities and strengthening activities in areas where these have been introduced;
- Third, review the efficiency and effectiveness of the Project implementation framework and links to national priorities with regard to labour migration;
- Fourth, assess if the Project is likely to reach a state of maturity at the end of the current Project Phase so that some Project-initiated activities may be sustained without further external financial and technical support;
- Fifth, review to what extent the Project is relevant and is continuing to meet the needs of its ultimate target group – migrant women and men workers;
- Finally, draw conclusions in terms of the progress made and make recommendations for the remainder of the First Phase of the Project and future actions for the Second Phase of the Project (ie, what is the scope and potential for activities being sustained without technical assistance by the ILO, and what is the scope for another phase of the Project?).

The Mid-term Evaluating Mission will hold meetings with the ILO Project Management Team-members, relevant staff of the ILO Country Office, SDC, Implementation Partners, and Social Partners.

The Mid-term Evaluation Mission will hold meetings in Dhaka with:

1. Government,
2. UN and non-government implementation partners,
3. Trade unions and Employers' organizations
4. Project Steering Committee

The Mid-term Evaluation Mission will undertake field visits to areas in Bangladesh where the implementation partners have implemented activities.

A detailed draft itinerary will be developed by the ILO in consultation with the implementation partners and SDC and will be presented to the Mid-term Evaluation Mission for comments and suggestions before embarking on interviews in Bangladesh, as will relevant information and documents about the Project.

## Project assessment scope

The Mid-term Evaluation Mission should address the progress made and the following main effect and emerging impact concerns regarding the First Phase of the Project taking into account:

- A. validity of design,
- B. delivery strategy,
- C. performance,:
  - a. covering ,the specific criteria of assessment mentioned earlier, ie, relevance, effectiveness, efficiency, emerging impact and sustainability, and
  - b. including, other performance criteria such as causality and unanticipated effects, alternative strategies and gender concerns.

Specific questions to be addressed include:

### A. Validity of design

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

### B. Delivery Process

1. Is the overall execution of the Project focusing towards the achievement of the objectives?
2. Is progress being made towards meeting the indicators of achievement?
3. Is the delivery strategy established by the Project effective?
4. Are the various implementation partners contributing to Project implementation as planned?
5. Are the main implementation partners interacting and coordinating as planned?
6. How do the resources invested so far relate to what has been achieved?
7. To what extent has the Project contributed to the ILO's mission and mandate (Global Employment Agenda, Decent Work Country Programme, Multilateral Framework on Labour Migration, Protection of the Migrant Workers, and specific country objectives)?

### C. Performance

#### Specific criteria of assessment:

##### Relevance

1. Do the problems/needs that gave rise to the Project still exist, have they changed or are there new needs that should be addressed?
2. Was the Project an appropriate response to the problems/needs that existed when it started?
3. Is it still appropriate to the problems/needs?
4. Have the priorities given to the basic components of the Project, for example, Strengthening Policy and Institutional Frameworks versus direct support to the migrant workers, changed? If so, why?



5. Are the objectives still valid or should they be reformulated for the Second Phase?

### **Effectiveness**

1. Is the Project making sufficient progress in meeting its objectives?
2. Is the Project making sufficient progress in conducting activities and producing outputs?
3. Do the target groups (ie, social partners, recruitment agents, and so on) participate in formulation and implementation of the Project activities?
4. Have the benefits of the Project begun accruing to the ultimate target group, ie, migrant women and men workers?

### **Efficiency**

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

### **Emerging Impact**

1. Is sufficient attention been given to document the impact of the Project?
2. Is data being collected by the Project on the indicators of achievement?
  - a. Do they provide adequate evidence regarding the effects and impact of the Project?
  - b. Is it necessary to collect additional data? If so, on what?
3. Is monitoring being carried out by the Project satisfactorily documenting progress and emerging impact?
4. Can documented impact, if any already identified by the Mid-term Evaluation Mission, be attributed to the Project?

### **Sustainability**

1. What is the likelihood that the Project's benefits will be sustained after the withdrawal of external support after the First Phase and some after the Second Phase?
2. Do conditions exist to ensure that the Project's results will have lasting effects?

### **Other performance criteria:**

### **Causality & Unanticipated effects**

1. What particular factors or events have/are affected/affecting the Project's results?
2. Were/Are these factors internal or external to the Project?
3. What particular factors or events have affected the Project's results?
4. What could be done to either enhance opportunities or mitigate risks, if any, so that the Project could have greater overall impact?

### **Alternative Strategies**

1. Is there, or would there have been, a more effective way of addressing the problems and satisfying the needs in order to achieve the Project objectives?
2. Is the Project strategy valid for the Second Phase or should it be reformulated?

### **Gender Concerns**

1. Are the different needs of migrant women and men being addressed in the delivery process?

2. Are migrant women and men likely to benefit equitably from the Project activities?
3. Have the Project gender mainstreamed services, tools and products?

### **Lessons Learned**

1. What are the major lessons learnt through the Project implementation until now?
2. What are the implications for the Second Phase of the Project design?

The Mid-term Evaluation Mission should make conclusions and recommendations based on the above specific questions and based on any other available information and questions that the evaluation may wish to address.

#### Management Arrangement

The evaluation team will report to evaluation manager,

## **Composition of the Mid-term Evaluation Mission**

The evaluation will be carried out by an independent expert, ie, Evaluator, appointed by the ILO. The Evaluator will have expertise on Project evaluations, development and human rights issues, preferably within the UN system and in South Asia. The Evaluator will be expected to undertake fact-finding, analysis and report writing, and should be fluent in English and if feasible proficient in Bangla.

If SDC will add a consultant to jointly conduct the evaluation – please indicate what role and responsibility of this person etc.

## **Timetable and Itinerary**

The duration of evaluation is foreseen to span over 5 weeks. The Evaluator will be engaged for 20 days (in October -November 2013) to include preparation, field visits and report writing. The Project will arrange travels and cover travel costs locally. A detailed itinerary will be provided to the Mid-term Evaluation Mission prior to embarking on interviews.

## **Sources of information**

The evaluation team will have access to all relevant material on the Project in the ILO and in the implementation partner organizations. To the extent possible, key documentation will be sent to the team members in advance. The documentation will include the Project document, work plans, progress reports, supplementary reports, knowledge products, communication material and other relevant documents.

## **Consultations**

The Project will arrange meetings with the ILO Project Management Team-members, relevant staff of the ILO Country Office, SDC, Implementation Partners, and Social Partners. A detailed itinerary will be provided, and meetings organized by the Project. A SDC representative may join part of the evaluation mission.

## **Presentations & Final report**

The evaluation team will make a first presentation on the initial findings to the Project and the relevant staff of the ILO Country Office towards the end of the mission in Bangladesh. This will allow the Project and the Country Office to discuss findings and provide additional information, if need be.

Subsequently, a final report as well as a PowerPoint Presentation will be submitted.

The Final Report will follow the Mid-Term Evaluation Template (to be attached as annex to this ToR).

The Evaluator will also provide an Evaluation Summary, using ILO template, the content of which will be publicly disseminated.

## **Methodology for Evaluation**

### **Main tasks and Outputs**

The Evaluator will undertake:

1. A desk review of the Project documents, progress reports and outputs;
2. Interviews with max 30 national stakeholders in total in Bangladesh, as well as telephone interviews with some stakeholders, if they are unable to be physically present. All interviewees will be listed by the Project;
3. Visits to Project sites in Bangladesh and meetings with local counterparts;
4. Facilitate an internal ILO meeting in Dhaka;
5. Draft the report of the review;
6. Incorporate comments of the Project Steering Committee members/implementation partners/SDC and concerned ILO staff
7. Deliver a final report with structure as indicated in ILO/EVAL's guidelines on independent evaluation.
8. Submit annexes required for report:
  - a. assignment time schedule,
  - b. interview list,
  - c. list of documents reviewed,
  - d. list of participants in joint meetings,
  - e. report from field visits

### **Time Schedule and Deadlines for Consultancy**

#### **Working days of consultancy**

3 days Desk study  
3 days field visits and local travel  
6 days interviews in Bangladesh with stakeholders and ILO  
4 days drafting of report  
2 days integration of feedback from ILO and stakeholders  
2 days international and local travel  
20 days total work

#### **Deadlines for Delivery**

8-10 Oct. Desk study  
11 Oct. travel to Bangladesh

- 12-20 Oct. interviews in Bangladesh & destination countries with stakeholders, ILO, SDC, field visits and local travel in total in Bangladesh
- 21 Oct. travel from Bangladesh
- 22-25 Oct. drafting of report
- 26 Oct. Submission of report to ILO
- 01 Nov. reception of feed-back from ILO
- 03 Nov. integration of feed-back from ILO
- 04 Nov. submission of revised draft report to ILO
- 11 Nov. reception of input from stakeholders
- 12 Nov. integration of input from stakeholders
- 14. Nov. submission of final revised report to ILO

Schedules for interviews and meetings will be arranged by the ILO in consultation with the Evaluator.

### **Budget for Mid-Term Evaluation**

To be paid by the ILO:

1. All-inclusive fee (including subsistence costs) for professional services for 20 working days;
2. International air tickets, and national travel in Bangladesh;
3. Reasonable communication costs in kind (for example, use of the ILO premises, telephone, internet, etc) for the purpose of interviews and meetings related to the evaluation;

International air tickets will sent to the Evaluator ahead of the journey based on the agreed travel schedule.

100 percent payment of all-inclusive fee (including subsistence costs) for professional services will be made upon delivery of all output to the full satisfaction of the ILO.

## Appendix 2: List of persons and organizations consulted

Name	Position / Department	Organization
Mr. Srinivas Reddy Mr. Gagan Rajbhandari Mr. T.I.M. Nurrunnabi Khan	Director Deputy Director Senior Programme Officer / Evaluation Manager	ILO Dhaka
Mr. Md. Shahabuddin Khan Mr. Saidul Islam	Programme Officer Programme Officer	
Ms. Nisha Ms. Disha Sonata Faruque Mr. Gregoire Crettaz	Chief Technical Adviser National Project Officer Ex-Migration Expert	Project Management Team SDC
Mr. Nilim Baruah	Senior Migration Specialist	Regional Office for Asia & Pacific
Mr. Derek Mueller Ms. Nazia Haider	Head of Cooperation Programme Officer	Swiss Agency for Development and Cooperation (SDC)
Mr. Sarat Dash Ms. Shahreen Munir Ms. Naziha Sultana	Chief of Mission National Programme Officer Project Coordinator	IOM
Ms. Christine Hunter Ms. Naheed M. Ahmed Ms. Sabina Saeed	Country Representative National Programme Manager Programme Associate	UN WOMEN
Mr. Ehsanur Rahman Mr. Modasser Hossain Ms. Rabeya Sultana  Mr. Shahidul Islam  + Project team in the field	Executive Director Project Manager Director (Training & Material Development Division) Team Leader (Education Programmes)	Dhaka Ahsania Mission (DAM)
H.E. Eng. Khandker Mosharraf Hossain Mr. Zafar Ahmed Khan Mr. Md. Hazrat Ali  Mr. Abdul Matin Ms. Rahnuma Salam Khan Mr. Kazi Abul Kalam	Minister Secretary Additional Secretary / National Project Coordinator Deputy Chief Senior Assistant Chief Deputy Secretary	Ministry of Expatriates' Welfare and Overseas Employment (MEWOE)
Ms. Begum Shamsun Nahar Mr. Nizam Uddin Mr. Javed Ahmed  Mr. Md. Nurul Islam  Mr. Khalilur Rahman Mr. Mizanur Rahman Mr. A.H.M. Ziaul Haque	Director General Additional Director General Additional Director General (Employment) Director (Training Standard and Planning) Director Director (Employment) Director (Admin. & Finance)	Bureau of Manpower Employment and Training (BMET)

Name	Position / Department	Organization
Mr. Srinivas Reddy Mr. Gagan Rajbhandari Mr. T.I.M. Nurrunnabi Khan Mr. Md. Shahabuddin Khan Mr. Saidul Islam	Director Deputy Director Senior Programme Officer / Evaluation Manager Programme Officer Programme Officer	ILO Dhaka
Mr. Md. Matiur Rahman Mr. Md. Mohsin Chowdhury Mr. Ziauddin Mr. Hasan Maruf	Joint Secretary, Deputy MD Director (Welfare & Finance) Director (Administration & Development) Director (IT, Research & Planning)	Wage Earners' Welfare Fund (WEWF)
Mr. Khondoker Mostan Hossein Mr. A.N.M Azizul Haque	Joint Secretary Deputy Chief	Ministry of Labour and Employment
Mr. Abu Usuf Md. Rasal	Assistant Chief	Ministry of Finance, Economic Relations Division
Mr. Aktaruzzaman	Director	Ministry of Planning, Implementation Monitoring & Evaluation Division (IMED)
Mr. Babur Ali	Director (Planning)	Ministry of Education, Directorate of Technical Education (DTE)
Mr. Shah Md. Abu Zafar Mr. Wajedul Islam Khan Mr. Zafrul Hasan	Chairperson Member Secretary Chairperson (July-Dec. 2012)	National Coordination Committee for Workers Education (NCCWE)
Mr. Ali Haider Chowdhury Mr. Dalil Uddin Mondal	Secretary General Adviser	Bangladesh Association for International Recruitment Agencies (BAIRA)
Dr. Tasneen Siddiqui Ms. Zohra Akter Ms. Marina Sultana	Chair Lead Researcher Programme Manager	Refugee and Migratory Movement Unit (RMMRU)
Mr. Farooq Ahmed Mr. Santosh Kumar Dutta Mr. Kazi Saifuddin Ahmed	Secretary General Joint Secretary Labour Adviser	Bangladesh Employers' Federation (BEF)
Mr. Syed Sultan Uddin Ahmed	Assistant Executive Director	Bangladesh Institute of Labour Studies (BILS)
Mr. Abul Barkat Mr. Ali Ahmed Mr. Asmar Osman	Chief Advisor Senior Research Associate Consultant	Human Development Research Centre (HDRC)
Mr. Syed Saiful Haque Mr. Faruque Ahmed	Chairman Secretary General	WARBE Development Foundation

### **Appendix 3: List of documents reviewed**

- Terms of Reference for the Mid-Term Project Evaluation
  
- Agreement SDC-ILO (signed 3 July 2011) with agreed budget breakdown and subsequent amendment (Amendment 1 signed 25 September 2012) and budget re-allocation, as well as:
  - Project Document
  - The Logical Framework Matrix
  - Stakeholders' incentives and interests
  - Initial overall work plan
  - Outcome monitoring plan
  - Outcome based budget
  - Risk Matrix
  
- Technical Cooperation Progress Reports and related annexes
  - July 2011 – December 2011
  - January 2012 – June 2012
  - July 2012 – December 2012
  - July 2012 – June 2013
  
- Ad-hoc reports and papers prepared by the project and implementing partners
  
- Project Steering Committee meetings documents (5 July 2012 – 14 February 2013 – 8 September 2013)
  
- Project Coordination Committee meetings documents (23 August 2012 – 15 October 2012 – 27 January 2013 – 25 March 2013 – 22 May 2013 – 7 July 2013)
  
- Public Communication materials
  
- Monitoring reports and related documents
  
- Agreements signed with implementing partners and related annexes
  
- Draft of the Overseas Employment Policy 2013

#### **ILO Templates & Guidelines**

- Checklist for writing the Inception Report (revised April 2013)
- Checklist for preparing the Evaluation Report (revised March 2013)
- Checklist for rating the quality of Evaluation Reports (revised March 2013)
- ILO Code of Conduct Agreement for Evaluators
- ILO Policy Guidelines for results-based evaluations

#### **ILO General reference documents**

- ILO Multilateral Framework on Labour Migration
- ILO Asian Programme on the Governance of Labour Migration
- International Labour Migration: a rights-based approach (2010)
- Bangladesh Decent Work Country Programme 2012-2015