



ILO EVALUATION

- **Evaluation Title:** **Independent evaluation of the ILO's work on international labour migration**
- **Type of Evaluation :** **Thematic**
- **Country(ies) :** **Global**
- **Date of the evaluation:** **October 2013**
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- **Evaluation Budget:** **\$60,000**
- **Key Words:** **labour migration**

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

Maastricht Graduate School of Governance (MGSoG)

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List of Acronyms

ACTRAV	Bureau for Workers' Activities (ILO)
CIS	Commonwealth of Independent States
COMPAS	Centre on Migration, Policy and Society
EMP/ELM	Economic and Labour Market Analysis Department (EMP/ELM)
EMP/CEPOL	Country Employment Policy Unit (ILO)
EMP/SFP	Social Finance Programme (ILO)
EMP/SKILLS	Skills and Employability Department (ILO)
DECLARATION	Programme for the Promotion of the Declaration on Fundamental Principles and Rights at Work (ILO)
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific (ESCAP)
EVAL	Evaluation unit (ILO)
GCSP	Geneva Centre for Security Policy
GDP	Gross Domestic Product
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
GSM TRIANGLE	Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation
ILC	International Labour Conference
ILO	International Labour Organization
ILO-ITC	ILO's International Training Centre
IMI	International Migration Institute
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
ITUC	International Trade Union Confederation
LFS	Labour Force Surveys
LMA	The Labour Migration Academy
MIGRANT	International Migration Programme/Labour Migration Branch (ILO)
MRC	Migrant Worker Resource Centres
MOU	Memorandums of Understanding
NGO	Non-Governmental Organization
NPC	National Project Coordinator
OHCHR	Office of the High Commissioner for Human Rights
PAC	Project Advisory Committee
PARDEV	Partnerships and Field Support Department (ILO)
SAP-FL	Special Action Programme to Combat Forced Labour (ILO)
SORAL	Syndicate of the Owners of Recruitment Agencies in Lebanon
STATISTICS	Department of Statistics (ILO)
TC	Technical Cooperation
TOR	Terms of Reference
TRAVAIL	Conditions of Work and Employment (ILO)
UNDP	United Nations Development Programme
UNHCR	Office of the High Commissioner for Refugees
UNPF	the United Nations Population Fund
WCMS	Web content management system
WTO	World Trade Organization

Acknowledgements

We would like to thank the staff at MIGRANT for facilitating the process and to all of our interview participants. We are grateful for the helpful research assistance from Andrea Klein Bergman, Teressa Juzwiak, Albina Makolli, Nora Ragab, Eli Stoykova, Marzieh Talebi and Levi Vonk, and editorial support from Howard Hudson.

Executive Summary

In response to the 8 November 2012 ILO Governing Body's Decision on labour migration (Doc. GB.316/POL/1, para. 20 as amended by the Governing Body) (ILO, 2012a), the overall objective of this evaluation is to provide insight on the ILO's response to the changing landscape of international labour migration. Secondly, the evaluation should assess the Office's progress in the promotion of its Multilateral Framework on Labour Migration. It will provide an assessment of the ILO's past and current programme of work in the area of international labour migration, looking at its various means of action and delivery mechanisms, strategies and overall impact. Finally, it is meant to provide guidance on future priorities and initiatives in the area of international labour migration, especially in the context of the ILO's reorganization.

The evaluation took place between 15 March 2013 and 2 August 2013, and was overseen by the Evaluation Unit of the ILO to safeguard independence. In total, 79 interviews with 82 unique individuals were conducted through five field visits (three daytrips to Geneva, one visit to Bangkok and one to Budapest) as well as over telecommunication channels. Additionally a comprehensive review of the ILO's technical work on migration was conducted and supplemented with eight case studies illustrating key aspects of the ILO's work. The key findings of the evaluation are listed below:

- The ILO has a large and cross-cutting portfolio of work on labour migration as well as considerable expertise in this area. Activities are not solely located within MIGRANT and do not always relate to Outcome 7 (More migrant workers are protected and more migrant workers have access to productive employment and decent work). Work on labour migration is not a new development within the ILO given the Organization's historic relationship with this topic.

- However, the dissemination of ILO's work in this area is not commensurate with actual achievements. Regular reports on work and key successes, reflecting some of the information presented in Programme Implementation Reports, as well as a stronger on-line presence and showcasing good practices can be suggested to improve dissemination, although it is acknowledged that better outreach has financial and human resources costs. Gaps have also been identified in the area of statistics on labour migration and standards for collecting them. Strength lies particularly in the area of knowledge creation (research, embeddedness in research networks and partnerships with renowned institutions) and policy advice grounded in strong legal expertise. Human resource constraints appear as a key reason for any loss of momentum in recent years.
- The evaluation has compared topics covered by the ILO (via its different means of action) in the period 2001-2005 with themes covered in 2006-2010 and finds that new emerging thematic areas and topics with an expanded publication portfolio in the latter period reflect well the changing landscape in international migration. A review of publications that appeared between 2011 and 2013 further confirms this judgment. In future, it could be useful to work more on policy impact assessments, including on outcomes for migrant workers, in particular since the ILO appears to have a comparative advantage regarding issues of migration governance and the well-being of migrant workers and these questions have received less attention in global debates in recent years.
- The Office has responded to the findings of an earlier external evaluation (of 2008, see GB.303/PFA/3/5) in collaborating more with other organizations to advance the ILO's mandate on labour migration and in stepping up action on positively linking migration and development, as evidenced by a growing technical cooperation portfolio and other means of action.

- However, the 2008 evaluation also called for increased internal coordination and coherence to do justice to the cross-cutting nature of labour migration, and despite efforts to mainstream labour migration across the Office, in this area the ILO still lacks a clear strategy and a well-functioning reporting system. Not all migration projects and other activities are labelled as such, and the current programme and budget indicators and targets with their focus on individual countries, instead of bilateral, regional or inter-regional approaches, are also not helpful in this context.
- In addition, in mainstreaming labour migration across the Office the employment-migration nexus was somewhat neglected in the period under review and relatively less attention paid to labour migration as an element for effectively operating labour markets. The evaluation attributes this chiefly to the location of the then International Migration Programme, now Labour Migration Branch (MIGRANT), in the Social Protection Sector and welcomes MIGRANT's new position within the Conditions of Work and Equality Department (WORKQUALITY). Structurally, this places MIGRANT close to work on labour market institutions.
- The ILO's unique tripartite structure, bringing together Governments, Workers and Employers is clearly a positive construction that adds value in the area of labour migration, even if cooperation is challenging occasionally. The ILO is the only international organization in the position to assist in the development of labour migration policies that adequately reflect the interests of all actors in the world of work.
- The evaluation finds that generally the Office has worked more with Governments than with Workers and Employers on labour migration

issues and sees increased engagement with Employers and Workers as crucial.

- There is momentum in international circles for an increased role of the ILO in the area of migration and the Director-General has signalled a growing commitment to work on labour migration, based on constituents' requests. Preparations are underway for ILO participation in the next UN High Level Dialogue on International Migration and Development, to be held in New York on 3-4 October 2013, and an ILO Tripartite Technical Meeting on Labour Migration, scheduled for 4-8 November 2013, will provide the opportunity for discussing follow-up to this Dialogue. Importantly, partnerships with concerned international actors will be strengthened while the ILO chairs the Global Migration Group (GMG) in 2014, and the ILO will be able to influence the international agenda during this time. The ILO takes the Chair at a moment of reform of the GMG and in the midst of worldwide discussions regarding the post 2015 development agenda.
- The ILO Multilateral Framework on Labour Migration has perhaps not gained the international recognition that was anticipated by some but it has definitely proven a useful tool for ILO staff in ensuring that technical projects and policy advice align with ILO strategy. External actors and constituents interviewed during the evaluation were generally aware of the Multilateral Framework and spoke positively about it, considering it to be a good reference guide.
- Nonetheless, next to the Multilateral Framework, an additional supplementary companion would be useful in order to provide continued updates of good practice, examples of practical implementation, and more specific insights into areas not currently covered in-depth by the ILO Multilateral Framework on labour migration.

The following recommendations have come out of the evaluation:

- The ILO should develop a common vision/strategy on labour migration, which feeds into Outcome 7, but one that is also based on other areas of the results framework. This strategy should focus on three key areas of labour migration:
 - the protection of the rights of migrant workers;
 - meeting labour market needs (including skills development based on skill shortages, skills recognition and skills matching);
 - the governance of labour migration.
- Better links should be established between the different areas dealing with migration issues. MIGRANT should play a central and coordinating role: heading the development of a coherent strategy, bringing together others working on migration issues and creating better linkages to the Decent Work Agenda. The ILO's new programming tools, the Areas of Critical Importance, could offer possibilities in this regard.
- The ILO should develop their website to provide a clearer overview of their work portfolio on labour migration, and the MIGRANT homepage should reflect the coordinating role of this ILO unit.
- Projects relating to migration should be clearly tagged to allow for an efficient and transparent reporting system. This strategy should identify key gaps in work on labour migration where the added strengths of the ILO can be best utilized, and look for opportunities to bring these skills into partnership with other international organizations working on migration (IOM, OHCHR, UNHCR, UNDP, etc.).

- It is evident that the ILO is already playing a significant role in the development of international labour migration statistics. However, it is also evident that this work has fallen to the wayside and could therefore be revitalized. Migration statistics are a key component of knowledge generation which is essential for the development of better policy interventions that are in line with ILO standards. The evaluators therefore strongly recommend that a person dedicated to labour migration statistics be placed in the Department of Statistics.
- The majority of respondents agreed that having a Labour Migration specialist in every region would be the ideal scenario, as this can increase visibility on the ground, assist in establishing and nurturing relationships with constituents, and increase the size of the technical cooperation portfolio (as seen in the Asia-Pacific region and the Arab States). It is however acknowledged that this requires resource allocation and depends on the extent to which migration is seen as a regional priority.
- If creating posts of regional labour migration specialists in Africa and/or Latin America is not possible, the nascent system of 'labour migration focal points' should be further developed and institutionalized, following a critical examination of its present functioning, strengths and weaknesses. Currently, regular ILO staff serving as experts on other technical matters, such as employment or social protection specialists, act as focal points, as do some Chief Technical Advisors and other project personnel working on migration related projects. In the context of such a focal point system, a mapping exercise of where in the ILO knowledge lies on specific migration issues will also be of use.
- The ILO should develop a new public relations strategy and devote more time and resources to disseminating its findings. One focus

should be to increase the ILO's visibility and to assist it in becoming the go-to organization for issues on labour migration.

- The ILO should prepare biennial reports on their portfolio of work and key successes in the area of labour migration, and the best practice database should be updated on a regular basis. This will not only assist the ILO in monitoring the progress of their strategies but will also act as a tool for constituents and as a way of marketing the strength of the ILO.

1. Background and Context

In a globalized world, the international trade of goods and individual mobility increasingly connects people across the globe. It is estimated that 215 million people currently live outside their country of birth, representing around three per cent of the world's population (World Bank, 2013). Economic factors are a prime driver of migration and it is estimated that a little under half of all international migrants is economically active. When family members are also counted, this proportion rises to an estimated 90 per cent (GB.316/POL/1, Paragraph 3).

The pressure to migrate for employment is driven by factors in both the origin and destination countries: demand for high- and low-skilled workers, ageing populations, lack of jobs and/or decent working conditions and widening income disparities. Due to asymmetry in globalization processes (Czaika & de Haas, 2013), migration is expected to increase in the future.

There is also an important gender dimension to the changing landscape of labour migration. A recent phenomenon is the 'feminization of migration' as women increasingly join the ranks of labour migrants. Almost half of the current stock of international migrants is female. This is especially the case in Asia, where female labour migration has risen rapidly since the 1970s,

first to the Middle East and since the 1990s also within Asia. For example, in 2004 women constituted 81 per cent of the registered new migrant workers from Indonesia. The majority of migrant women work in jobs that are considered 'female', such as in domestic services, entertainment (which often refers to sex work), restaurants and hotels, and as assembly-line workers (Castles & Miller, 2009).

Using World Bank Data, Czaika and de Haas (2013) find that "migration is occurring from an increasingly diverse array of origin countries but to a shrinking pool of prime destination countries such as those of Europe and the Gulf region". While their work does not capture temporary flows, which according to conventional belief is also on the rise, it does highlight that migration issues are affecting an increasing number of origin countries.

Despite increasing pressures to migrate, there has been a trend, particularly in OECD countries, towards more restrictive – and often temporary – immigration policies predominantly targeted at low skilled workers (GB.316/POL/1, Para. 6). The concern is that this pushes migration into irregular channels placing migrant workers in positions in which they have limited rights and can be vulnerable to exploitative practices by private recruitment agencies and employers. Even if workers are not undocumented, the temporary nature of their status can limit their rights.

In current debates on migration and development, there is a desire to maximize the benefits that labour migration can bring, including: non-inflationary economic growth; job creation; growth and cross-fertilization of skills; technology exchange; rejuvenation of population; remittances flows stimulating development. In doing so, however there is a recognition of the need to address the negative consequence that labour migration can have such as: low wages; poor working conditions; lacking social protection; denial of freedom of association and workers' rights; discrimination and xenophobia; social exclusion; gaps between immigrants and natives regarding unemployment rates, job security, wages; irregular migration

(informal economy – 3D jobs (dirty, dangerous and demeaning); trafficking; and abuses by private fee-charging recruitment agencies (ILC 2004). In particular, migrant workers have arguably been more affected by the global financial crisis due to less secure contracts, over-representation in sectors – such as construction – that are generally more affected by economic downturns. It is within this context that the ILO is currently working and this evaluation considers how the ILO is responding to this changing landscape.

The ILO is the only United Nations agency with a constitutional mandate to protect migrant workers. One of the Organization's objectives is: "the protection of the interests of workers when employed in countries other than their own". This mandate has been re-affirmed by the 1944 Declaration of Philadelphia and the 1998 ILO Declaration on Fundamental Principles and Rights at Work. It has been dealing with labour migration issues since its inception in 1919. The ILO has pioneered international conventions to guide migration policy and protection of migrant workers. Guy Ryder, the ILO Director-General, specifically addressed the ILO mandate in relation to migrants, when he stated that the ILO needs "...to reach out to those who are most vulnerable, who face great insecurity and for whom the denial of social justice is most cruel. They are often hard to reach, and yet they are great in number. The example of domestic workers shows what can be done. The ILO must also give priority to...migrant workers" (Ryder, n.d.).

In recent years, the ILO has paid particular attention to how the issues facing migrant workers are addressed. The 'Resolution and Conclusions concerning a fair deal for migrant workers in a global economy', adopted at the 92nd Session of the International Labour Conference (ILC) in 2004, highlighted the organization's unique obligations to labour migration: "The ILO's mandate in the world of work as well as its competencies and unique tripartite structure entrust it with special responsibilities regarding migrant workers...The ILO can play a central role in promoting policies to maximize the benefits and minimize the risks of work-based migration" (para. 1).

The ILO 2004 Resolution on Migrant Workers, including the ILO Plan of Action for Migrant Workers (of which the centrepiece was the development of a Multilateral Framework on Labour Migration), seeks to deliver:

“A fair deal for all migrant workers requires a rights-based approach, in accordance with existing international labour standards and ILO principles, which recognizes labour market needs and the sovereign right of all nations to determine their own migration policies, including determining entry into their territory and under which conditions migrants may remain” (para. 12).

The Resolution and Conclusions called for the Office and Constituents to execute a Plan of Action for Migrant Workers, the centrepiece being a Multilateral Framework on Labour Migration. The Multilateral Framework on Labour Migration *“represents a considered response to widespread demands for practical guidance and actions with a view to maximizing the benefits of labour migration for all parties”* (Juan Somavia, Multilateral Framework on Labour Migration, pvii). The Plan of Action for Migrant Workers seeks to maximize the positive benefits of labour migration while minimizing the negatives, as outlined above, and is further divided into the following areas:

1. A non-binding multilateral framework for migrant workers in a global economy
2. International labour standards and other relevant instruments
3. Capacity building and technical assistance
4. Development of a global knowledge base
5. Social dialogue
6. Follow-up (including periodical reviews of progress made in implementing the conclusions and plan of action as well as active participation in international forums and enhanced cooperation with international organizations).

While the ILC resolution in 2004 presents a clear outline of a strategy for the implementation of activities in the area of labour migration, core activities in the area of labour migration are planned through the biennium programme and budget. In the current biennium (2012-13) this links to Outcome 7: *“More migrant workers are protected and more migrant workers have access to productive employment and decent work”*.

The Labour Migration Branch (MIGRANT) is the main unit responsible for labour migration issues in the ILO. It is however clear that the ILO’s work on labour migration extends far beyond MIGRANT. Therefore this report not only reviews the work of MIGRANT, but provides a comprehensive overview of all work done by the ILO on labour migration.

MIGRANT promotes the ratification and implementation of international standards; facilitates the participation of the ILO's tripartite constituents in formulating and implementing migration policy; provides advisory services and a forum for consultations; serves as a global knowledge base on international labour migration; and conducts or coordinates various projects to strengthen the capacity of the ILO's tripartite constituents and other relevant partners such as non-governmental organizations and migrants' associations, to deal with a wide range of labour migration issues (ILO, 2013a).

It is noteworthy that, during the evaluation period, the ILO was in the process of being restructured. Under the old structure, it was evident that all major sectors of the ILO – standards, employment, social protection and social dialogue – were working on labour migration within its overarching framework of “decent work for all”. Under the new structure, MIGRANT is situated in the Conditions of Work and Equality Department (WORKQUALITY) along with the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK), the Gender, Equality and Diversity Branch (GED), and the HIV/AIDS and the World of Work Branch (ILO/AIDS). Structurally this places MIGRANT closer to labour market institutions.

Previous Evaluations

In March 2008, an overview of Office-wide activities relating to the Plan of Action was presented to the Governing Body at its 301st session. Key achievements highlighted in this overview included:

- (1) Multilateral Framework on Labour Migration: the discussion and adoption of the Multilateral Framework on Labour Migration: Non-binding Principles for a Rights-based Approach to Labour Migration, and its subsequent translation into six additional languages.
- (2) International labour standards and other relevant instruments: the identification of impediments to the ratification of conventions through the creation of 55 legislative profiles along with further ratifications of core Conventions relating to labour migration;
- (3) Capacity Building and technical assistance: the publication of several handbooks which complement the Multilateral Framework, the establishment of the Labour Migration Academy alongside various technical cooperation projects;
- (4) Development of a global knowledge base: The International Labour Migration Database was restructured and incorporated into LABORSTA, a migration module was developed and piloted in four countries, best practice examples accompanying the Multilateral Framework were posted online, and research output was published through books, reports and the International Migration Paper series;
- (5) Social Dialogue: The office has provided support to a number of activities supporting social dialogue and is an integral part of tripartite meetings on labour migration issues; and
- (6) Follow up: The ILO is a founding member of the Global Migration Group (GMG) and has been involved in preparations for the UN High Level Dialogue on International Migration and Development. It has also provided support to the Global Forum on Migration and Development (GFMD), organized the ECOSOC roundtable on globalization and labour migration and has partnered with a number

of international organizations (IOM, UNWOMEN, UNHCR, etc.), engaged in regional integration processes (SADC, ASEAN, ECOWAS, CAEMC, EAC, etc.), worked with key academic institutions and centres of excellence for migration, and participated in a number of events organized by professional and civil society entities (Caritas Europa, ITUC etc.).

Later in 2008 results were published of an independent evaluation of the ILO's strategy to improve the protection of migrant workers, reviewing work between 2001 and 2007. It concluded that the "*expectations of the ILC resolution in 2004 are yet to be realized*" (GB.303.PFA/3/5, Paragraph 17). In part this was attributed to a lack of resources and staffing resulting in insufficient presence in the field of international labour migration, and in part to the lack of an overall strategy. Its main recommendations to the ILO were: (1) the development of an internal strategy paper clearly defining the issue and how it can be mainstreamed across the ILO including defining the role of MIGRANT; (2) the development of a strategy for collaboration with other international organizations which clearly defines the ILOs 'sphere of action' with regards to other organizations working on migration; (3) the development of a better way of monitoring and evaluation of the ILO's work on labour migration as a cross-cutting area of work across the organization; and (4) "step up its action on strengthening the positive linkages between labour migration and development in cooperation with tripartite partners and other stakeholders" (GB.303.PFA/3/5, Paragraph 21).

It is within this context that this report is situated. The remainder of the report is structured as follows: Section 2 overviews the purpose, scope and conceptual framework. Section 3 elaborates on the methodological approach used for the evaluation. Section 4 provides a discussion of the main findings. Section 5 concludes and offers some recommendations for future action.

2. Purpose, Scope and Clients of the Evaluation

In response to the ILO Governing Body's Decision on labour migration of 8 November 2012 (Doc. GB.316/POL/1, para. 20 as amended by the Governing Body) (ILO, 2012a), the overall objective of this evaluation is to provide insight on the ILO's response to the changing landscape of international labour migration. Secondly, the evaluation should assess the Office's progress in the promotion of its Multilateral Framework on Labour Migration. It will provide an assessment of the ILO's past and current programme of work in the area of international labour migration, looking at the various means of action and delivery mechanisms, strategies and impact. Finally, it is meant to provide guidance on future priorities for the Office in the area of international labour migration, in the context of ILO's reorganization.

To achieve this, the evaluation is guided by the following research question.

Main Research question

What has been the ILO's response to the changing landscape of international labour migration including the Office's progress on the Multilateral Framework on Labour Migration? What are the major strengths and gaps of the ILO's past and current work on labour migration and where should they be headed in the future?

In order to answer the main research question the following sub-research questions will be addressed:

1. What has the ILO been doing for the last six years (since 2006) in the area of labour migration?
 - What projects have been implemented by the ILO in the area of labour migration?

- What other means of action has the ILO undertaken with regard to labour migration including knowledge generation, advocacy and capacity building?
 - What is the relevance and effectiveness of the ILO's interventions?
 - What is the relevance and effectiveness of the results framework, including the Programme and Budget Outcome 7 and its two indicators?
 - What are the gaps in the work that the ILO is currently doing?
2. How does the ILO's past and current work in the area of migration match up to the goals of the Multilateral Framework on Labour Migration?
- How do ILO officials understand and use the Multilateral Framework?
 - What has been the relevance of and effectiveness of promoting the Multilateral Framework on Labour Migration?
3. Is the ILO visible enough in the area of labour migration at the global level?
- What factors affect the visibility of the ILO?
 - Are there internal obstacles for the ILO in taking a more leading and visible role in the area of labour migration?
 - What should the role of MIGRANT be in the ILO's future role in international labour migration?
4. What works and what needs improvement: 1) internally; 2) in the interactions of the ILO with constituents and the broader decent work and employment programming framework; 3) with

institutions/constituents at the regional level, such as regional economic communities; 4) with other actors in the international community, such as the agencies of the GMG and others?

5. Does the current work done by the ILO with its projects, and/or other means of action: (a) forward its constitutional mandate; the 2004 ILC Action Plan for Migrant Workers; in accordance with the Guidelines and Principles referred to in the Multilateral Framework on Labour Migration; (b) respond adequately to the changing landscape of labour migration?
6. What examples of good practice and lessons (what works, where and under what circumstances) can be learnt from the evaluation and what suggestions can be made for future improvements to the overall strategy?

3. Methodology of the Evaluation

The evaluation took place between 15 March 2013 and 2 August 2013. The methodological approach was designed in conjunction with the guiding principles as stated in the Terms of Reference (TOR) document (see box below).

Guiding Principles

(i) The evaluation will be participatory and will involve consultations with member states, international and national representatives of trade unions and employers' organizations, ILO staff at headquarters and in the field, UN partners, and other stakeholders through interviews, meetings, focus groups and electronic communications.

(ii) Desk review will be a key element and will analyse selected reporting and other programme documentation. This will include drawing from available country and programme documents, reporting (project and budget implementation reports) and evaluations, and an analysis on how results are being planned, monitored and progress reported.

(iii) There will be a mix of national and thematic case studies where the ILO has made significant inputs in policy advice, which will provide additional means of documenting the use and effect of the ILO's technical work. Case studies will be selected according to where and in which specific thematic areas the ILO has worked over a longer period of time.

3.1 Conceptual Framework

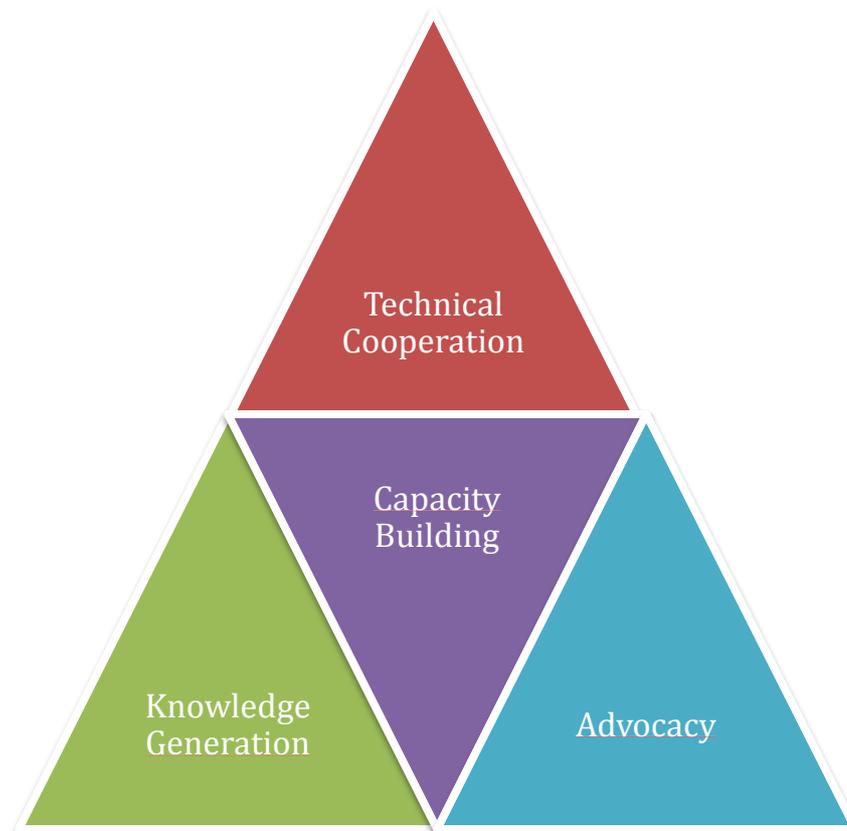
The evaluation is guided by the following guiding principles:

- The work of the ILO on labour migration should be based on the constitutional mandate to protect workers in countries other than their own and more recently on the 2004 ILC Resolution and Conclusions including its Plan of Action for Migrant Workers, of which the 2006 Multilateral Framework on Labour Migration is the centrepiece.

- Essentially this should bring a rights-based approach to labour migration that acknowledges the autonomy of states to govern who resides within the borders of their state and accounts for labour market needs.
- The core actions to achieve this are technical cooperation, knowledge generation, capacity building and advocacy (Figure 1). The means of action are inherently interrelated. For example knowledge generation can support capacity building, technical cooperation projects often contain a research and capacity building component; and the outcomes and impacts of technical cooperation projects can testify to the ILO's competencies in the area of labour migration.
- Underpinning these means of action are the ILO's tripartite structure and social dialogue.

This conceptual framework is used to consider the work that the ILO has been doing in the area of labour migration from 2006-2012. Where relevant, examples are also drawn from 2013. It is also used to assess examples of good practice coming out of the evaluation.

Figure 1 Developing a Rights-Based Approach to Labour Migration: Means of Action



3.2 Methodological Approach

In total 79 interviews with 82 unique individuals were conducted through five field visits (three daytrips to Geneva, one visit to Bangkok and one to Budapest) and through the use of telecommunications. Additionally a comprehensive review of the ILO's technical work on migration was conducted. This is supplemented by the preparation of eight case studies which illustrate key aspects of the ILO's work. This section provides a more detailed explanation of the methodological approach taken during the evaluation.

3.3 Documentation Review

A key component of our evaluation was a stock-take of the ILO's portfolio of projects relating to migration. This was conducted thematically and regionally. A comprehensive review of the contents of the MIGRANT website was also conducted along with a review of documentation provided at our inception meeting in Geneva. The website was specifically included in the documentation review due to initial discussions regarding the concern that the ILO was not visible enough in the area of labour migration. Additionally, while cross-checking the evaluation documents received during the initial visit to Geneva with the website, it became apparent that not all project documents relating to labour migration had been found during the initial search of the evaluation database. It was therefore not a straightforward exercise to define what the ILO had been doing in the area of labour migration which, as will be discussed, has implications for the visibility of the ILO. Two different methodologies were used to assess the ILO's portfolio of work on labour migration.

Thematic Reviews

The first thematic review was undertaken using the themes listed in the TOR as areas of technical work dealing with migration:

- Non-discrimination and equality
- Gender
- Skills Development
- Employment Policies
- Statistics
- Legal work on standards
- Forced Labour
- Domestic Work
- Social Protection
- Social Finance and Remittances

A broad definition was used to determine whether a project was migration related. Projects included:

- Those listed on the MIGRANT website;
- Those with a title containing the words "migrant", "migration", "refugee", "trafficking", "worst forms of child labour".

We acknowledge that by using a broad definition we have included projects that may not be considered to be directly related to labour migration. However, by casting a wide net, we hoped to capture a fuller picture of the ILO's work on labour migration and how this cuts across other areas of work.

Regional Reviews

The regional reviews first extracted the relevant projects from the thematic reviews and this was supplemented by a review of the regional office home page on the ILO website, and, where available, of the country office homepage. To ensure the accuracy of our findings, we asked the regional director to check these reviews.

The regional review also represented the first step in preparations for the field visits to the Budapest Sub-regional Office for Eastern and Central Europe, the ILO Regional Office for Asia and the Pacific, Bangkok, Thailand and for remote interviews with the ILO Regional Office for Arab States, Beirut, Lebanon, ILO Regional Office for Latin America and the Caribbean, Lima, Peru and ILO Regional Office for Africa in Addis Ababa, Ethiopia.

This was a challenging part of the evaluation for a number of reasons. Firstly, not all of the ILO homepages follow the same template, making it hard to find the relevant information. Secondly, not all projects related to labour migration are tagged as migration projects. Finally, with the

exception of the RO for Asia and the Pacific, and RO Beirut, none of the other regions have a dedicated migration specialist assigned to maintain an overview of the work conducted in the region.

For this reason, we employed a second methodological approach to measure the size of the ILO's portfolio on labour migration. Here we used data supplied by the Partnerships and Field Support Department (PARDEV), which used the following criteria¹:

- Technical unit = MIGRANT (all projects); and/or
- Projects mapped to outcome number 07 (Labour Migration) and equivalent from past biennia;
- Title: contains the word "migrant" or "migration".

3.4 Field Trips and Interviews

During the evaluation three visits were made to Headquarters in Geneva to meet with relevant staff. The primary purpose of these visits was to interview key members of staff working on labour migration issues within the ILO and constituent members. During one of these visits, the lead researcher on the evaluation, Dr. Siegel from the Maastricht Graduate School of Governance and UNU-MERIT, had the opportunity to attend the 'Operationalizing Mainstreaming of Migration in Development Policy and Integrating Migration in the Post-2015 UN Development Agenda' meeting² on 22 May 2013. This was a useful supplement to other work looking into the ILO's presence in international dialogues.

In addition to the visits made to Geneva, the evaluation team also visited the Regional Office for Asia and the Pacific in Bangkok from 23-26 April 2013.

¹ We may have forfeited some projects by using this classification, however this was also agreed upon during a telecommunication with EVAL.

² The meeting was convened by the Government of Sweden, current GFMD 2013-2014 Chair-in-Office, joined by the Governments of Switzerland and Bangladesh.

From 6-8 May 2013 a visit was also made to the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe, Budapest (DWT-CO Budapest).

The locations of the fieldtrips were selected by the ILO during the inception phase. This was a logical choice given that the Asia and Pacific region is the site of the largest portfolio of migration activities for the ILO. The appropriateness of Budapest as a fieldwork location was however challenged. In retrospect, it would have been more appropriate to visit the Regional Office for the Arab States in Beirut, which has a much larger portfolio of activities on labour migration and is the location of one of the two regional migration specialists within the ILO (the other being the Regional Office for Asia and the Pacific in Bangkok). Visiting Budapest did however bring contrast and allowed the evaluators to see how an office operates in the absence of a migration specialist, and in a sub-regional office as opposed to a regional office.

Due to time and budgetary constraints it was not possible to visit all of the ILO's regional offices. However, where field visits were not possible every effort was made to contact relevant individuals working on migration. This was generally achieved through contact with the Regional Director. In the case of Africa we were referred to a number of country offices to gain more input from key individuals working within sub-regions of Africa. Where possible we tried to include as many of these referrals as possible, however it was not possible to interview everybody within the timeframe of the evaluation. It is regrettable that only one representative from the ILO in Latin America and the Caribbean was interviewed, however this interview was supplemented with email communication with the Chief of the Regional Programme and Technical Cooperation Unit. This was based on a referral from the Regional Director who was not available for interview during the evaluation period.

Table 1: Overview of Interviews³

Location	Number of Interviews	Number of Participants
Headquarters, Geneva	34	26
Europe	11	11
Africa	4	4
Arab States	5	5
ILO Office for the United Nations, New York	1	2
Asia and the Pacific	11	16
Latin America and the Caribbean	1	1
Key External Informants	3	3
Workers	3	3
Employers	1	1
Governments	5	10
Total	79	82

In addition to interviews with ILO staff, we made every effort to engage with ILO constituents as well as key external actors, particularly those involved in international forums on migration and other relevant experts. It is regrettable that employers are underrepresented in our sample; the evaluation team acknowledge this as a weakness in the report. While attempts were made to arrange interviews with more employer organizations, this proved unfeasible during the evaluation period.

While it would be interesting to consider the work of the ILO from the perspective of direct project beneficiaries, this is beyond the scope of this evaluation since any we would not generate the sample size required to make any meaningful statements about the overall effectiveness of the ILO's interventions. Additionally, it is not always straightforward to identify direct beneficiaries or to assess the extent to which ILO support to constituents has direct impacts on the end users of their services, i.e.

³ A full overview of interviewees can be found in Appendix 3.

migrant workers. For this reason we have reviewed evaluation reports for projects included in the evaluation as case studies which, if following the guidelines of EVAL, should collect data from direct beneficiaries.

In general, semi-structured interviews were used to collect data from participants. Appendix 2 provides an overview of some core questions used during the interviews. The use of semi-structured interviews was appropriate because it allowed a degree of comparability across the sample while still allowing flexibility to explore other areas of interest as they arose.

3.5 Case studies

Eight illustrative case studies have been prepared as part of the evaluation. These have been selected to ensure that we provide a mix of national and thematic case studies in areas where the ILO is making significant inputs and where they have been working on a particular issue for a longer period of time. In addition to this, references are made to projects, events and publications throughout the text to illustrate and reinforce specific points that are made. Table 2 outlines the eight case studies included in Appendix 1 along with justification for their inclusion.

The selection of case studies also considered criteria used to determine good practices for the Annex of the Multilateral Framework on Labour Migration, namely:

- Rights based
- Innovative
- Has wider applicability
- Sustainable
- Involve cooperation between states

Table 2: Case Study Justification

Case Study	Reason for Inclusion
1. Asia and the Pacific: GSM TRIANGLE	The Asian and Pacific region accounts for about 40 per cent of the migration project and budgetary portfolio for the ILO. The region has a long history of organized labour migration and governmental support for its development. This is an extended case study that considers the work of the regional office more broadly. The GSM TRIANGLE Project in particular was highlighted as a flagship project during the field visit to Bangkok.
2. Domestic Work in the Arab States	The recent development of Convention 189 on Domestic Workers has been a significant development. In many parts of the world, domestic workers are migrant workers and represent an often invisible group of workers in need of protection to forward the overall goal of ensuring decent work for all. The case study specifically focuses on a project from the Arab States that is considered a flagship for the region.
3. Developing the Institutional capacity on migration issues to contribute to the development of the Andean region ⁴	This project is considered to be a flagship project by the regional office in the Americas. It is an example of how the ILO is engaging with work in the area of migration and development.
4. Increasing Protection of Migrant Workers in the Russian Federation and Enhancing the Development Impact of Migration in Armenia, Azerbaijan and Georgia	This project provides a good example of how the ILO works in the area of migration and development. After its completion, this project received a lot of recognition for its achievements primarily relating to positively changing the perspective of labour migration and bringing key issues onto the agenda. It has arguably resulted in policy changes, the signing of agreements between countries as well as follow-up activities managed and financed by constituents. Many of the project activities relating to social security were a continuation of a previous project: 'Republic of Moldova: Building Capacity for Coordination of Social Security for Migrant Workers'.
5. Effective Governance of Labour Migration and its Skills Dimension (Moldova and Ukraine)	This project is an example of how the ILO's unique tripartite governing structure is working well and the project has been hailed as a good practice worth replicating in other areas. This is also one of the few projects that focuses on the skills dimension of labour migration (i.e. skills recognition), which is generally an area that is not worked on in the context of migration.
6. Human Trafficking in the Arab States	This project, while small in scale, is an interesting example of how the ILO is using its research capacity to move the agenda forward in a challenging regional context. The recent publication of the report 'Tricked and Trapped' has received much media attention and, as such, is an interesting example of how the ILO can make its work more visible. There have also been requests to replicate this study in the African context.

⁴ Fortalecimiento institucional en materia migratoria para contribuir al desarrollo de los países de la región andina

7. The Labour Migration Academy	While not a project <i>per se</i> , this case study has been selected because it provides an excellent example of how the ILO is working at the global level. The Academy brings together a diversity of key stakeholders beyond the traditional tripartite structure of the ILO and provides a platform upon which to develop networks as well as a more global perspective on labour migration.
8. Regional Integration in Southern Africa: SADC	While not a project <i>per se</i> , this case study has been selected because it provides an excellent example of how the ILO is working to support regional integration processes, which is also a key area of interest in the African Region as a whole. The ILO has been instrumental in the drafting of a Protocol on Employment and Labour, of which Article 19 refers specifically to the issue of labour migration and migrant workers. Additionally a draft Labour Migration Action Plan 2013-2015 has been devised with significant involvement from the ILO and many of its deliverables will be achieved by ILO in partnership with constituents and other international organizations, such as IOM.

The methodological approach to the case studies has followed the evaluation criteria as set out in the guidelines by the Evaluation Unit in 2012 (see Table 3). Where mid-term or final evaluation documents were available these were studied and the key findings presented. In some instances, where evaluations were not available, this was done based on the review of project documents and interviews with relevant personnel working on the projects.

Table 3: Evaluation Criteria applied to Case Studies

Evaluation Criteria	Description
Relevance and strategic fit of the intervention	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies. The extent to which the approach is strategic and the ILO uses its comparative advantage.
Validity of intervention design	The extent to which the design is logical and coherent.
Intervention progress and effectiveness	The extent to which the intervention's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency of resource use	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Effectiveness of management arrangements	The extent to which management capacities and arrangements put in place support the achievement of results.
Impact orientation and sustainability of the intervention	The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes. The likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by intervention partners after major assistance has been completed.

Source: EVAL (2012a)

4. Main Findings

The main findings of the evaluation are presented in this chapter. The chapter first provides an overview of what the ILO has been doing in the area of labour migration since 2006 (chapter 4.1). This involves the analysis of the ILO's technical cooperation portfolio in the area of labour migration as well as other means of action (knowledge generation, advocacy, capacity building). The remainder of the chapter takes a closer look at: (4.2) the Multilateral Framework on Labour Migration; (4.3) international visibility; (4.4) matters relating to management and communication; and (4.5) the strategic fit of the ILO's work on labour migration. Based on the discussion, and in order to arrive at concrete recommendations, the report considers how well the work of the ILO forwards a rights-based approach to labour migration that meets labour market needs and promotes social dialogue (4.5).

4.1 Means of Action: What has the ILO been doing for the last six years (since 2006) in the area of labour migration?

As highlighted in the introduction, the ILO's mandate in the area of labour migration is to protect the rights of workers in countries other than their country of birth. Its work therefore aims at forwarding a rights-based approach to labour migration while acknowledging the autonomy of states over the regulation of migration and labour market needs. The ILC 2004 Plan of Action, of which the Multilateral Framework on Labour Migration is a centre piece, provides the roadmap by which this can be achieved. Major means of action include **technical cooperation, knowledge generation, advocacy, and capacity development.**

This section maps the work that ILO has been doing in the area of labour migration during the evaluation period (2006 to 2012). It does so by considering (1) technical cooperation projects; (2) knowledge generation

including publications and migration statistics; (3) advocacy through knowledge dissemination, the promotion of migration-related conventions and presence in global debates on migration; and (4) capacity development. Attention is also given to various events organized by the ILO.

4.1.1 Technical Cooperation

The Results Framework

Strictly speaking technical cooperation projects should be an extension of the regular budget framework. This is not always the case, however, as sometimes other organizations are the lead agency in a project with the ILO's involvement being due to specific expertise. Nevertheless, before considering the technical cooperation projects it is good to first critically analyse the reporting framework.

There were four reporting periods between 2006 and 2013 (2006/07; 2008/09; 2010/11; 2012/13). In 2006/07 labour migration was primarily covered under objective 3b2: *Tripartite action on labour migration*, however a keyword search for 'migrant' or 'migration' found several other outcomes relevant to migration. This was the same in 2008/09, although labour migration was primarily covered under objective 3c: *Labour migration is managed to foster protection and decent employment of migrant workers*.

From 2010/11 to 2012/13 ILO has used 19 key objectives categorized under four strategic objectives of the Decent Work Agenda. These are from the 2010-2015 strategic framework:

1. Create greater opportunities for women and men to secure decent employment and income (outcomes 1-3);
2. Enhance the coverage and effectiveness of social protection for all (outcomes 4-8);
3. Strengthen tripartism and social dialogue (outcomes 9-13);

4. Promote and realize standards and fundamental principles and rights at work (outcomes 14-18).

In this reporting framework, migration is a theme cutting across ILO's work but is explicitly covered by *Outcome 7: More migrant workers are protected and more migrant workers have access to productive employment and decent work* under Strategic Objective 2 on social protection.

From 2011, the two indicator variables used to determine whether the ILO had achieved its strategic goals with regards to Outcome 7 were:

- Indicator 7a: Number of member states that, with ILO support, adopt gender-sensitive labour migration policies **to protect migrant workers** that reflect the ILO Multilateral Framework and the provisions of relevant international labour standards.
- Indicator 7b: Number of member states that, with ILO support, adopt gender-sensitive labour migration policies and practices that reflect the ILO Multilateral Framework **with a view to promoting productive employment and decent work.**

The strategy to achieve this in the 2012–13 reporting period has three key components: (1) upgrading the knowledge base; (2) strengthening services to Members, in particular through products that cut across relevant outcome areas and the Office's administrative boundaries; and (3) improving coordination and collaboration with major external agents.

In the 2012/13 Programme and Budget, work on labour migration is found in all strategic areas of the programme implementation report. This ultimately means that the results framework for assessing the ILO's work on labour migration is not intuitive and those interested in understanding ILO's work in the area will need to spend considerable time untangling the results.

To achieve targets for high-level outcomes, Country Programme Outcomes are developed. It was not possible to link country outcomes to the results framework in a comparable way across the four biennium covered by the evaluation. This is because in 2006/07 and 2008/09, different outcomes were used to measure the outcomes for work on labour migration. However, for 2010/11, it is clear, and this form of reporting is expected to continue, at least until 2015. To measure whether a specific target for a high-level outcome has been met, Country Programme Outcomes (CPOs) are assessed according to four measurement criteria. If a project or other means of action meets at least one of these requirements it can be reported within the implementation report and the results and input of ILO disseminated. As is clear from Table 4, there are more CPOs than those reported which highlights that, while perhaps not yet reportable, the ILO is working in a larger number of countries than the implementation reports suggest. Nevertheless, the ILO reached its target for outcome 7 in this biennium by achieving results in at least five countries per indicator.

An important point to note regarding CPOs is that they can only be assigned to one P&B outcome. If a project is on child labour and migration, therefore, the person classifying the project can only link to a single P&B outcome despite the fact that the project may support achieving more than one. Given the inherently cross-cutting nature of labour migration, this means that projects supporting labour migration are not always captured in the results framework.

Table 4: Results by P & B Outcome Indicator, 2010/11

	Indicator 7a		Indicator 7b	
	CPOs Eligible for Reporting	Total CPOs	CPOs Eligible for Reporting	Total CPOs
African Region	1	3	1	6
Arab States Region	1	3	0	2
Asian and the Pacific Region	2	7	1	5
European Region	4	5	0	6
Inter American Region	1	6	3	7
TOTAL	9	23	5	26

Nevertheless, the CPO system does increase transparency and the ability to quickly generate a partial understanding of the ILO's portfolio of activities relating to labour migration, even if their implementation is managed at the level of the country office with minimal or no MIGRANT involvement.

Country Programme Outcome in Nigeria

An example of a CPO is 'Nigeria/NGA904: National Policy and Action Programme to Promote a Rights-Based Approach to Labour Migration'. This fed into indicator 7.1 of outcome 7 and met two criteria for being reported. The ILO assisted in the achievement of this CPO by facilitating consultations between the Ministry of Labour and Productivity and the national employers' association and trade union federations to get inputs into a proposed labour migration policy. These were used to draft a policy and implementation plan. The policy has subsequently been finalized.

Biennial Reporting

One of the important aspects of producing biennial programme implementation reports is that they can increase the visibility of an organization by highlighting its key achievements to interested persons (often funders). In the Message from the Director-General in the 2010/11 Programme Implementation report, labour migration is not mentioned. While the relative number of labour migrants in the overall workforce may be low, the fact that they often face vulnerabilities in the workplace and

therefore clearly fall under the protection mandate of the ILO, makes this omission surprising. Furthermore labour migration is a cross-cutting issue, alongside gender, and the portfolio of work has been growing. The lack of a biennial report on labour migration is a noticeable gap and has implications for the ILO's visibility in the field. It also undermines the vast amount of work that is happening on the ground as will be evidenced by the findings of this evaluation.

A common issue with reporting frameworks, however, is that they generally focus on outputs over outcomes and impact. In other words they use indicators that can be easily measured. While from a logistical point of view this makes a great deal of sense, progress in the area of labour migration may not always be evidenced by policy change and thus detail is lost. From observations made on the ground, while the end goal is to achieve policy change, there is a general recognition that this is often a long process which involves relationships of trust, coordination between different ILO and government departments with expertise on migration and other external actors.

In short, the indicators seem relevant in that they capture issues relating to both protection and labour market needs. The strategy to achieve them is also appropriate since it recognises the complex and cross-cutting nature of migration and of being involved in international dialogues shaping the global discussions on migration. The reporting structure does not, however, convey the work that the ILO is doing in the area of labour migration in a clear and concise manner. The remainder of this section provides an overview of the technical cooperation portfolio of the ILO in the area of labour migration since 2006.

Technical Cooperation

The following data contains all of the ILO's extra-budgetary technical cooperation projects, from 2005 to date and which relate to labour migration⁵. Projects activated in 2005 have been included as their implementation generally ran into the evaluation period (also because a high number of active projects may limit the capacity to tender for new projects).

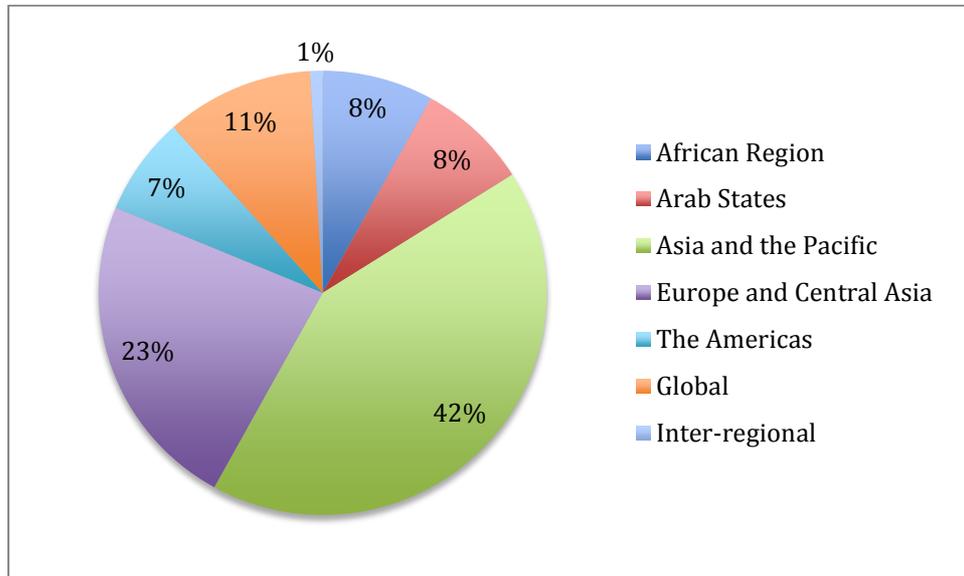
It is possible that some projects have been omitted from this overview due to this classification. For example, during our own project review, it became apparent that a significant amount of work being done on trafficking or domestic workers could be related to migration. Trafficking, by definition, implies migration, whether internally or internationally, albeit of a forced nature. Domestic workers, particularly in the Arab States, are often migrant workers. In addition, several caveats should be noted which affect the analysis of the ILO's work on labour migration. Some of the projects listed are larger than their budget code, which often represents only the portion of the budget being spent in a particular country or region. In terms of budget size, in many middle income countries, fewer project resources may be required because governments may also have budget available for the project. Between 2008 and 2013, Millennium Development Goal funding in the area of migration, youth and employment has also influenced the portfolio of activities significantly although the funding reported for these projects reflects only the ILO share of the budget.

In total 112 extra-budgetary technical cooperation projects and activities were identified. Of these, the largest proportion of projects (42 per cent) was implemented in Asia and the Pacific States (see Figure 2). This is not a surprising finding given the migration flows within the region, particularly organized flows of labour migrants (for example in the Philippines). Just under a quarter of projects were identified in Europe and Central Asia.

⁵ For the inclusion criteria applied, please refer to the methodological section.

Africa and the Arab States account for about 8 per cent of projects and the Americas, for 7 per cent. The remaining projects were global (11 per cent) or interregional (one per cent).

Figure 2: ILO extra-budgetary technical cooperation projects by region



The average budget per project or activity is US\$824,842. In the Inter-American region, however, the average budget is US\$1,623,816 meaning that, while the number of projects and activities represents seven per cent of the total portfolio, their share of the total budget for ILO extra-budgetary technical cooperation projects is twice as much. In this region no activities (with a value less than \$500,000) were reported. For the Arab States, the average project budget is US\$504,127 representing five per cent of the total budget. As discussed, this could be due to higher government contributions in the Arab States and should not be interpreted as a reflection of the project size.

Table 5: Funding allocation for extra-budgetary technical cooperation projects by region

	Number of Projects⁶	Total Budget	Average Per Project	Number of activities⁷	Total Budget	Average Per activity
African Region	6	6,966,881	1,161,147	3	439,296	146,432
Arab States Region	3	3,448,699	1,149,566	6	1,088,446	181,408
Asian and the Pacific Region	16	31,434,077	1,964,630	31	5,315,601	171,471
European Region	12	16,593,379	1,382,782	14	2,167,729	154,838
Global	6	10,425,047	1,737,508	6	990,832	165,139
Inter American Region	8	12,990,525	1,623,816	0	0	0
Inter-Regional	1	521,772	521,772	0	0	0
Total	52	82,380,379	1,584,238	0	10,001,904	166,698

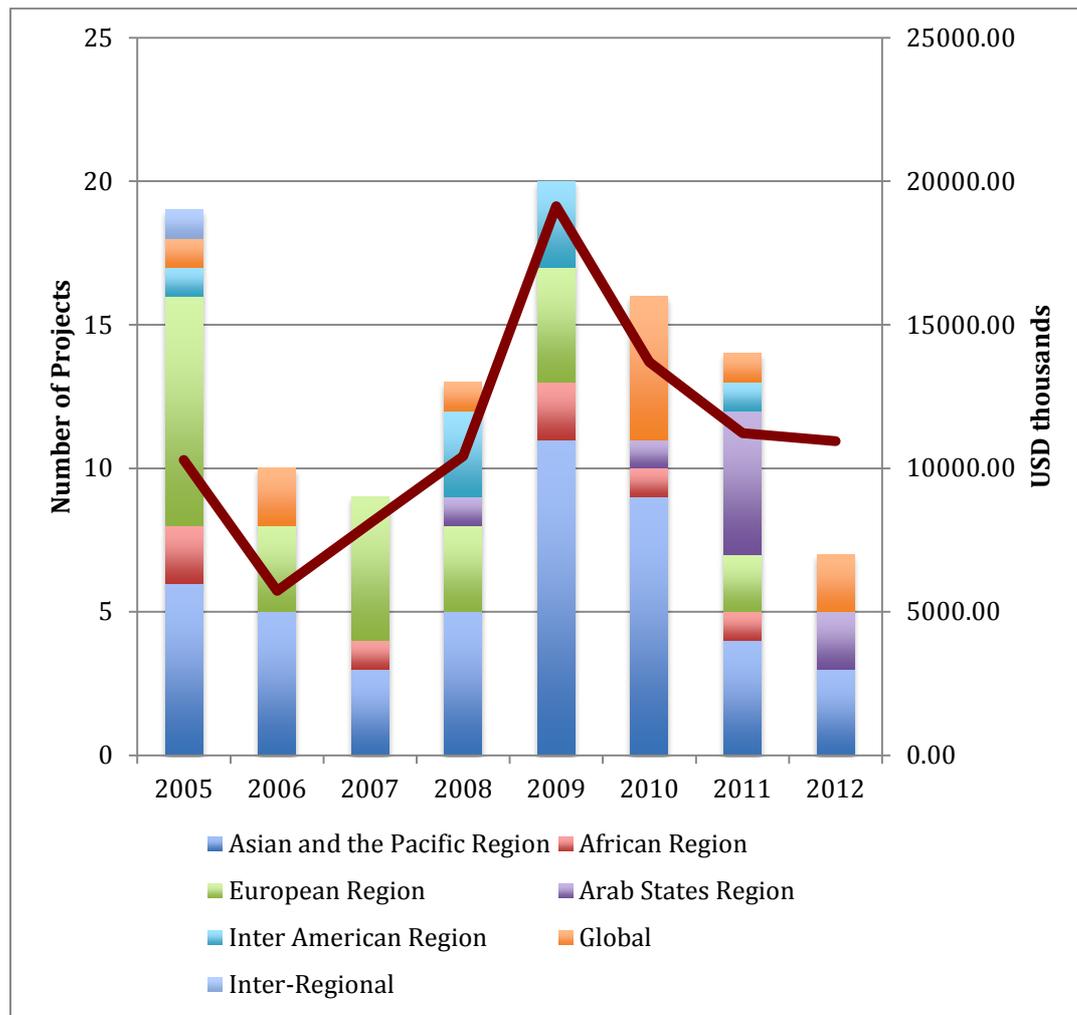
The number of projects and activities per year has fluctuated greatly during the evaluation period (see Figure 3). This may be partially due to funding cycles but may also relate to project size. The largest number of projects was activated in 2009 (20 projects). The second largest number of projects began in 2005, validating this year's inclusion in the evaluation. It is however noteworthy that the value of projects in 2009 is almost double that of 2005. This could in part be due to a large increase in the RO Asian and the Pacific Portfolio, which may be correlated with the creation of the migration specialist position in 2008. We also see growth in the portfolio in the Arab States which could also be due to the migration specialist position being created for the region in 2009. It is surprising to see that few projects have been reported for the year 2012, however this may be due to ongoing reporting since only Asia and the Pacific, the Arab States and Global projects are represented. It should be acknowledged that this data tells us nothing about the quality of projects. While it is beyond the scope of the evaluation

⁶ In agreement with EVAL, a project is defined as TC activities with a budget greater than US\$499,999

⁷ In agreement with EVAL, an activity is defined as TC activities with a budget under US\$500,000. These are often funded by unearmarked supplemental budget support which are used to fill some of the gaps identified in the CPO implementation planning. ILO is trying to introduce a new layer of planning, monitoring and evaluation at CPO level to accommodate this practice.

to assess each project individually, some cases have been selected for further consideration which highlight specific aspects of the work that the ILO is doing on labour migration.

Figure 3: Projects and Activity Activation by Region



Just under half of the projects and activities were mapped to Outcome 7, which directly relates to labour migration (Table 6). A further 6 per cent related to ‘Tripartite Action on Labour Migration. **This means that approximately 45 per cent of extra budgetary technical cooperation projects classified as relating to migration do not directly feed into the outcomes that one might expect, highlighting the intrinsically cross-cutting nature of labour migration as an area of work within the ILO.**

Table 6: ILO extra-budgetary technical cooperation migration projects and activities by Strategic Objective 2005-present.

Strategic Objective	Projects
Outcome 07 - Labour Migration: More migrant workers are protected and more migrant workers have access to productive employment and decent work	53
Outcome 01 - Employment Promotion: More women and men have access to productive employment, decent work and income opportunities	8
Outcome 15 - Forced Labour: Forced labour is eliminated	7
Tripartite Action on Labour Migration	7
Outcome 02 - Skills Development: Skills development increases the employability of workers, the competitiveness of enterprises, and the inclusiveness of growth	6
Increase Member State capacity to develop policies or programmes focused on the protection of migrant workers	4
Outcome 08 - HIV/AIDS: The world of work responds effectively to the HIV/AIDS epidemic	4
Safety and health and working conditions in workplaces are improved	3
Outcome 04 - Social Security: More people have access to better managed and more gender equitable social security benefits	2
Outcome 05 - Working Conditions: Women and men have better and more equitable working conditions	2
Outcome 12 - Social Dialogue and Industrial Relations: Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations*	2
Outcome 16 - Child Labour: Child labour is eliminated, with priority being given to the worst forms	2
Outcome 18 - International Labour Standards: International labour standards are ratified and applied	2
Outcome 19 - Mainstreaming Decent Work: Member States place an integrated approach to decent work at the heart of their economic and social policies, supported by key UN and other multilateral agencies	2
Advancing gender equality in the world of work	1
Decent work through Local Development: Poverty reduction through local employment and empowerment	1
Employment as central to Economic and Social Policies	1
National Plans for combating HIV/AIDS in the world of work	1
Outcome 03 - Sustainable Enterprises: Sustainable enterprises create productive and decent jobs	1
Outcome 09 - Employers' Organizations: Employers have strong, independent and representative organizations	1
Outcome 14 - Freedom of Association and the Right to Collective Bargaining: The right to freedom of association and collective bargaining is widely known and exercised	1
Outcome 17 - Discrimination at Work: Discrimination in employment and occupation is eliminated	1

The same can be seen when looking at the Technical Unit responsible for migration related projects. MIGRANT has been the technical unit for about 57 per cent (64 projects) of the projects enumerated. A further 13 per cent have been technically supported by DECLARATION. The remaining 30 per cent have been handled by 16 other units within the ILO. This essentially means that the expertise in labour migration is not solely concentrated within the MIGRANT unit. Collaboration and interdepartmental cooperation therefore becomes an important area for consideration within the evaluation (this will be discussed further in Section 4.4).

The overview thus far has provided a snapshot of where the ILO's work is taking place, both in terms of numbers of projects and financially, and to what outcome it relates. This also gives an indication of the key thematic areas that the ILO is working in as outlined below:

- Migrant worker rights including social security
- Labour migration governance
- Human trafficking
- Domestic work
- Forced labour
- Skills development⁸

Looking regionally, Table 7 provides an overview of some of the key areas of work identified through the documentation review. This is not exhaustive and only presents the thematic areas with the highest number of identified projects. For a more detailed discussion of work on each region please refer to the case studies in Appendix 1⁹.

⁸ Other areas of work included: Non-discrimination and equality, gender, employment policies, statistics, social protection and social finances and remittances.

⁹ The relevant case studies per region are: Eastern and Central Europe (Case Studies 4 and 5); (Africa (Case Study 8); Arab States (Case Studies 2 and 6); Asia and Pacific (Case Study 1); Latin America and the Caribbean (Case Study 3).

Table 7: Key areas of work by region

Regional Review	Key Areas of Work
Eastern and Central Europe	Domestic workers; social protection, skills development based on skills shortages and skill recognition, skills matching to prevent brain drain and brain waste
Africa	Human trafficking; migration and development; social protection
Arab States	Human trafficking; domestic workers; recruitment of workers
Asia and Pacific	Labour migration governance; social protection; forced labour and human trafficking; domestic workers
Latin America and the Caribbean	Migration and development; forced labour; child labour; gender issues

Generally speaking, the majority of projects are happening in the area of the protection of migrant workers' rights as opposed to meeting labour market needs. It can be argued that this focus is in line with the current DG's recent focus on the need to protect particularly vulnerable groups of workers, which includes migrant workers. Despite this one could argue that focusing more on meeting labour market demands for migrant labour could reduce the need for undocumented workers, which in turn could improve their protection, or that by focusing on private recruitment agencies one can ensure better conditions for domestic workers, for example. Thus it is challenging to make a true distinction between projects focused on the protection of migrant workers, and those focused on labour market needs. As one respondent stated, 'they can be viewed as two sides of the same coin'.

While it would be beyond the scope of the evaluation to provide a detailed discussion of all of the ILO's work on labour migration, the selection of case studies in Appendix 1 is intended to highlight key work that the ILO is doing both regionally and thematically. The case studies included in Appendix 1 explore some key areas of work which the ILO is currently doing around the world and which could be considered as regional flagship projects, or examples of good practices in certain areas of the ILO's work. Justifications for their inclusion can be found in the methodological section.

These studies highlight thematic areas in which the ILO is making noteworthy contributions as identified during the literature review (domestic work, human trafficking, skills development, migration and development, and the governance of labour migration). In addition case studies on the Labour Migration Academy (Case Study 7) and Regional Integration in Southern Africa (Case Study 8) have been included to illustrate other key work that the ILO is doing.

One key point to mention is that **the ILO is currently conducting substantial work in areas (such as human trafficking) that may not generally be associated with the ILO** – given the prominence of other international organizations such as IOM in the field. However, this work clearly falls under its protection mandate given that migrant workers are often identified as a vulnerable group, particularly those engaged in dirty, dangerous and demeaning (3D) jobs. Over the evaluation period we see no major shifts in direction in the work that the ILO is doing on labour migration. The work that is being done, however, falls in line with its constitutional mandate and represents progress in the execution of the ILC 2004 Plan of Action for Migrant Workers.

4.1.2 Other Means of Action: Knowledge Generation, Advocacy and Capacity Development

In addition to technical cooperation, other major means of action are knowledge generation, advocacy and capacity development. The ILO is also involved in the organization of events, which bring key stakeholders within the tripartite structure to the table to: discuss key issues; disseminate findings, build capacity and generally advocate the ILO's rights based approach to labour migration. As events can fall into different means of actions, this section first provides a general overview of events before looking at each major means of action separately.

Events

As with the project review, it was challenging to get a full picture of the conferences, workshops and seminars run by the ILO. There is no central database containing listings of all the events organized by the ILO. For example, the MIGRANT homepage only lists events from 2011 onwards and these were primarily held in the Asia and Pacific Region.

When discussed in interviews a number of different explanations were offered. One related to capacity, essentially a lack of human resources to ensure effective communication between different people working on labour migration within both HQ and in and between field offices. The other cited reason relates to different reporting systems being used across ILO offices:

“the Events and Meetings page is what is called a "dynamic list", which means that it is programmed to gather the relevant information from all the other ILO webpages on the Web Content Management System (WCMS) system and automatically place it on this page. The fact that not all of the ILO's regional office and country office sites have transitioned to the WCMS system but continue to run on HTML may explain the concentration of events from one region as opposed to others” (email correspondence, 17-4-2013).

This makes an analysis of the ILO's other means of action in the area of migration much more challenging. It was often the case, for example in Africa, that the regional office had to request information from country offices, further demonstrating that **there is no unified source of information on all events organized by the ILO**. Nevertheless, through the documentation review, we have identified a number of events as the following paragraphs discuss. For example, in the Asia and Pacific Region, more than 200 events were identified.

We can, however, make some general observations about the types of events organized by the ILO. These are categorized below by the different means of action of the ILO: technical cooperation, knowledge generation and dissemination, advocacy and capacity building¹⁰.

- Technical Cooperation
 - steering committee meetings bring key stakeholders in technical cooperation projects together
 - roundtable discussions on topics pertaining to technical work
- Knowledge Generation and Dissemination
 - conferences to disseminate research findings
 - workshops and training provided by the ILO for policy implementers and authorities with the objective of increasing awareness on relevant topics and improving the implementation of standards.
- Advocacy
 - workshops on applying the Multilateral Framework on Labour Migration in practice
 - (technical) meetings that bring together ministers and other authorities with experts and representatives of civil society with the objective of promoting standards;
- Capacity Building
 - training events, using the 'Training of Trainers' model;

This exercise clearly demonstrates how the ILO can use events to forward their work on labour migration through their different means of action.

¹⁰ It should however be noted that these categories are not mutually exclusive and events have been organized in the area that best fits the description of the event.

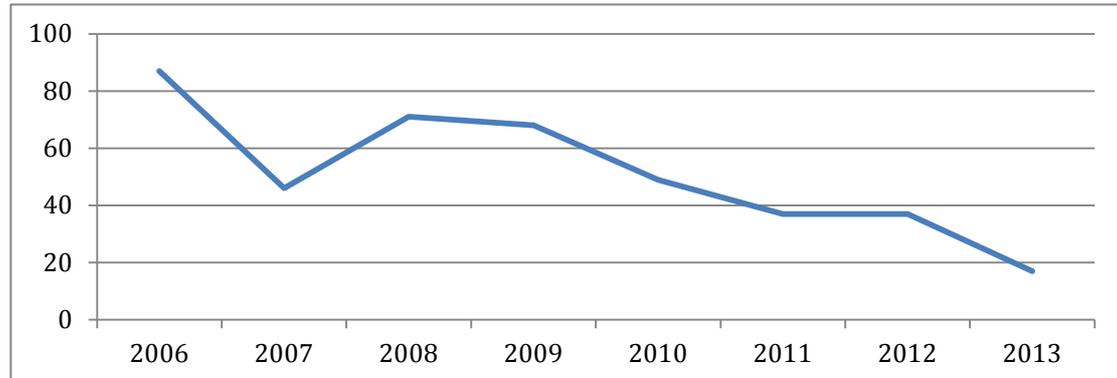
4.1.3 Knowledge Generation

The ILO has traditionally been viewed as a strong institution with regards to research. For example, the publication of ‘The Sex Sector’ by ILO employee Ms. Lin Lean Lim in 1998 marked a shift in thinking about the sex sector in Southeast Asia and won a prestigious publishing prize. This section reviews different ways in which the ILO has generated knowledge throughout the evaluation period. This includes a review of publications and migration statistics and also critically considers how knowledge is disseminated.

Publications

An examination of the ILO’s publication record gives a general sense of the work done by the ILO with respect to knowledge generation in the area of labour migration.

Figure 4: ILO publications on labour migration from 2006-2013



Source: LABORDOC

A search on LABORDOC using the search terms 'labour migration' and 'migrant worker' between 2006 and 2013 returns 412 publications. This figure includes publications in all official languages of the ILO and therefore may inflate the true figure due to some documents being translated into multiple languages. Figure 4 shows that publications peaked in 2006 and, with the exception of an increase in 2008, have declined in every year of the

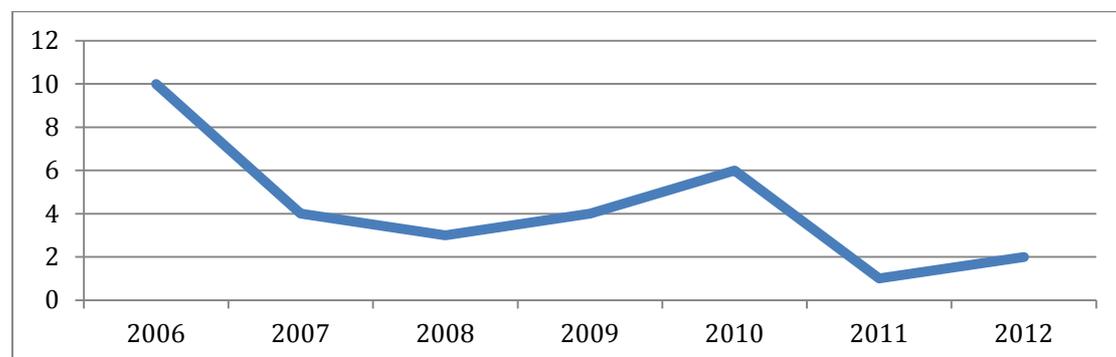
evaluation period. These numbers include ILO books, journal articles, working papers, and training manuals.

From 2006-2012, the ILO published a total of 30 International Migration Working Papers on their website. The series aims:

“to disseminate the results on relevant and topical labour migration issues among policy makers, administrators, social partners, civil society, the research community and the media. Its main objective is to contribute to an informed debate on how best to address labour migration issues within the overall agenda of decent work” (Tomei, 2013 in Wickramasekara, 2013, pv).

From Figure 4 and 5 it appears that the rate of publication has been generally declining throughout the period of the evaluation. It is not immediately apparent what the cause of this reduction is, however a possible explanation is that the human resources required to produce working papers were not available due to other commitments. Particularly with regards to MIGRANT, respondents have discussed a reduction in commitments due to other responsibilities. However, as knowledge creation is a core strength for the ILO, there is a clear need for a renewed focus in this area.

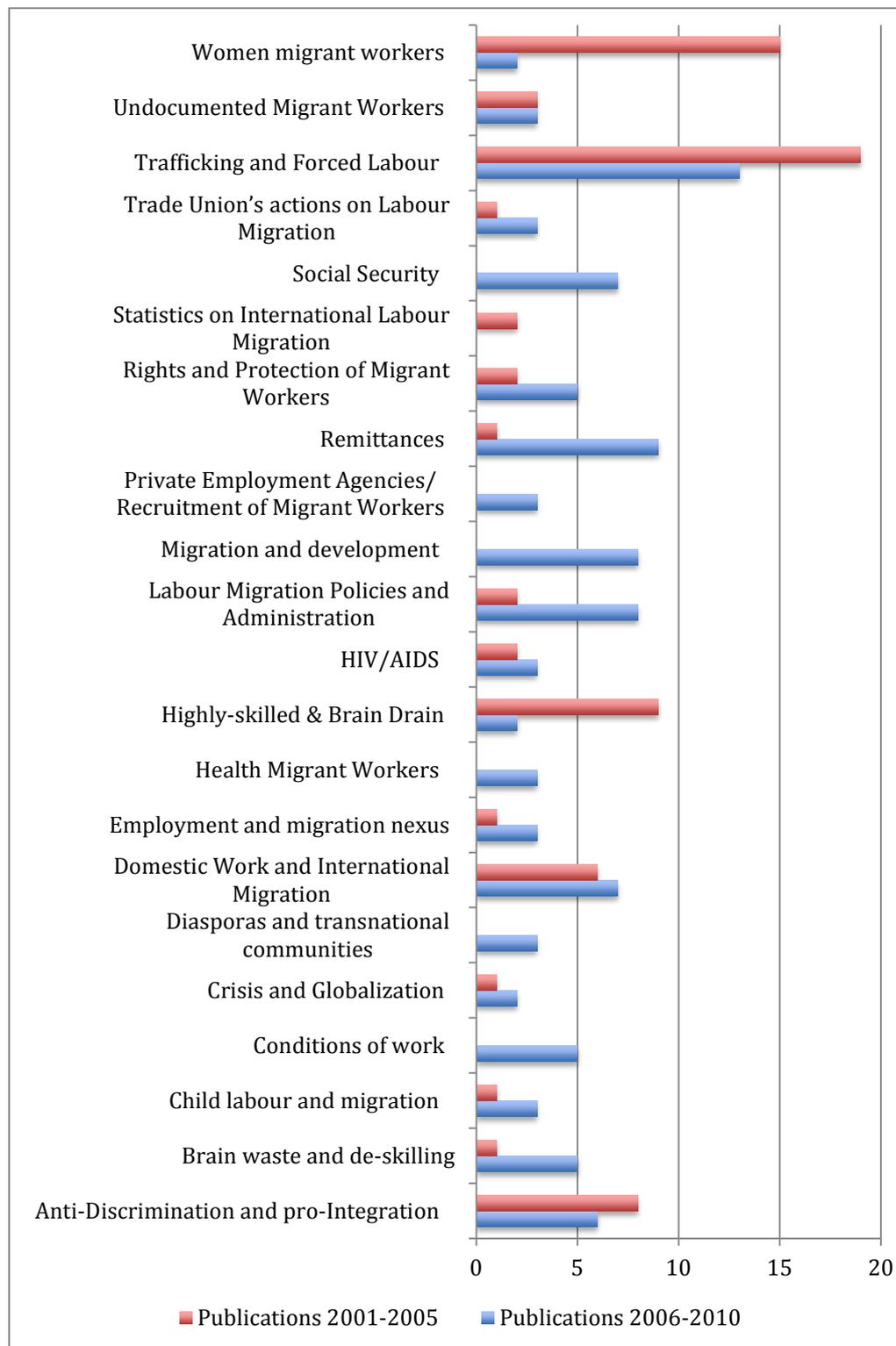
Figure 5: International Working Papers Published by ILO, 2006-2012



Source: Web Review

Figure 6 looks beyond the working paper series to include other documents published by the ILO in the area of labour migration from 2001-2010. The use of this time period allows for any changes in the thematic priorities of the ILO during the evaluation period in the area of labour migration to be assessed. A total of 177 publications have been included: 74 from 2001-2005 and 103 from 2006-2010. This data is based on a selected bibliography of ILO's publications (supplied by MIGRANT) in which publications are ordered thematically. It is therefore acknowledged that the true number of publications is higher: according to LABORDOC, 321 documents were published between 2006 and 2010. The years 2011 onward are not included in this analysis as the selection criteria used to determine whether a publication was included, and into which category of the selected bibliography, are not clear. A separate analysis of publications from 2011 onwards was carried out by the evaluators and will be discussed later in this section.

Figure 6: ILO Publications by Theme, 2001-2010



Source: MIGRANT, 2010

In general it can be observed that the number of topics covered by the ILO has increased in the 2006-2010 period, as compared to 2001-2005. Six new thematic areas have emerged:

- Social Security
- Private Employment Agencies and Recruitment of Migrant Workers
- Migration and Development
- Health of Migrant Workers
- Conditions of Work
- Diasporas and Transnational Communities

Topics that have seen an expanded publication portfolio are:

- Remittances
- Trade Union actions on Labour Migration
- Rights and Protection of Migrant Workers
- Labour Migration Policies and Administration
- HIV/AIDS
- Employment and Migration Nexus
- Domestic Work and International Migration
- Financial/Economic Crisis and Globalization
- Child labour and migration
- Brain Waste and De-skilling

Areas that that have witnessed a reduced publication portfolio are:

- Women migrant workers
- Highly skilled and brain drain
- Statistics in international labour migration
- Anti-Discrimination and Pro-Integration
- Trafficking and Forced Labour

Trafficking and forced labour has seen a drop in the number of publications, however it remains among the topics most frequently published on by the

ILO. It represented just over a quarter of all publications in 2001-2005 dropping to approximately 12.5 per cent in 2006-2010.

The review of publications from 2011-2013 on LABORDOC finds that the thematic areas most frequently covered are: domestic work, labour migration policies and administration, conditions of work, migration and development, trafficking and forced labour, social security and return migration. Other covered topics include climate change and migration, financial literacy for migrants, circular migration, brain waste and de-skilling; recognition of diplomas and competencies and woman migrant workers also appear. It is also evident that many of the publications in the area of migration are mainstreaming gender into discussions of migration.

These changes clearly highlight that the ILO is responding to the changing landscape of labour migration with greater attention being placed on the relationship between labour migration and development through various channels as well as adopting a gender responsive approach¹¹.

Key Publications

The MIGRANT homepage lists ILO books and specialized publications. At the time of the evaluation, just seven books and three specialized publications were listed on this page. Table 8 details the books being promoted on this page. Several notable omissions from this list include:

- The Handbook on Establishing Effective Labour Migration Policies (2006)
- Competing for Global Talent (2006)
- International Labour Standards on migrant workers' rights (2007)
- The global economic crisis and migrant workers: Impact and response (2009)

¹¹ It has been recommended that MIGRANT participate in a 'Gender Audit' to ensure that they have a good roadmap of how to further mainstream gender issues into work on labour migration.

- Social Security for Migrant Workers – A rights-based approach (2011)
- Effective protection for domestic workers: a guide to designing labour

Book	Date	Description
Towards a Fair Deal for Migrant Workers in a Global Economy.	2005	This publication looks at patterns of migration in the context of globalization. It reviews conditions of work and the treatment of migrant workers and looks at international regulations and ILO activities. It concludes by identifying possible opportunities to improve the management of migration.

laws (2012)

Table 8: Overview of key books published by the ILO on Labour Migration, 2006-2012

Merchants of Labour	2006	This book explores the network of ties between people (business and personal) who assist in the functioning of the global labour market. This book highlights best practices in the activities and regulation of these “merchants of labour” as well as innovative strategies to protect migrant workers, underlining the contribution of ILO standards.
Protecting the Rights of Migrant Workers: A Shared Responsibility	2009	This paper was initially prepared as the ILO’s contribution to the Second Meeting of the Global Forum on Migration and Development but it has served as a useful tool to governments, employers, worker’s organizations and other stakeholders interested in issues relating to the protection of migrant workers.
Strengthening Migration Governance	2009	This joint OSCE/ILO publication could be a valuable tool for relevant stakeholders in the OSCE region. It discusses OSCE commitments on international migration and measures the extent to which they are implemented. It is illustrated through the use of good practice examples.
Making Migration a Development Factor - The Case of North and West Africa	2010	This book looks at the role that the labour market can play in terms of how migrant workers are able to contribute to economic development in the country of destination and how migration influences development in the country of origin.
International Labour Migration. A Rights-based Approach	2010	This book offers a comprehensive and accessible overview of international labour migration and the ILO’s efforts to protect migrant workers through a rights-based approach.
The Internationalization of Labour Markets	2010	This book considers the factors that contribute to greater worker mobility across borders, such as income differentials, demographic differences, changes in global production structures, interests of various agents, and looks at barriers to mobility.

In addition the Multilateral Framework on Labour Migration should be highlighted as a key document providing a roadmap of the ILO’s work on labour migration. This is by no means an exhaustive list. It is therefore recommended that this page be updated in the interest of increasing the visibility of the ILO’s work on labour migration. This update could include regional flagship publications such as the recent study of human trafficking and forced labour in the Arab States (see Case Study 6) or work on social security from Europe.

Migration Statistics

Table 9 provides an overview of three key sources of data on labour migration: (1) LABORSTA; (2) An information system on international

labour Standards (NORMLEX); and (3) A database featuring national laws on: labour, social security and related human rights (NATLEX)

Table 9: Key sources of data on labour migration

Data Set	Description
LABORSTA	The LABORSTA database holds a wide range of labour statistics and meta-data for more than 200 countries and territories. The primary source of data is the Labour Force Surveys (LFS) which are collated by the ILO.
NORMLEX	NORMLEX is a revised information system which brings together information on International Labour Standards (such as ratification information, reporting requirements, comments of the ILO's supervisory bodies, etc.) as well as national labour and social security laws. This system can be used to identify which countries have ratified certain conventions of pertinence to labour migration.
NATLEX	Database of national labour, social security and related human rights legislation maintained by the ILO's International Labour Standards Department. Records in NATLEX provide abstracts of legislation and relevant citation information, and are indexed by keywords and subject classifications. Each record in NATLEX appears in only one of the three ILO official languages (English/French/Spanish). Where possible, the full text of the law or a relevant electronic source is linked to the record. This can be used to identify the legal frameworks governing labour migration in many countries.

While historically the ILO has been strong in the development of migration statistics, as shown in the publication of 'International migration statistics: Guidelines for improvement of data collection systems' in 1997, and numerous research projects, **statistics specifically on labour migration currently represent an area of weakness – yet also a potential area for growth – within the ILO. The last time that labour migration statistics were collected on a large scale was in 2008/09 and response rates were low:** only around 30 countries responded. **Currently there are no plans to do an update.** One of the key challenges highlighted has been that the point of contact within countries is not always appropriate. While the ILO generally works with the Ministry of Labour and Statistical Offices, data on migration can be collected by a number of other government departments, and gathering these assumes that countries have reconciled

their different sources of migration statistics. In the European region this works slightly differently due to a partnership with EUROSTAT; however the capacities of statistical offices, particularly in developing countries, are not always strong.

Another key shortcoming is that **there are no international standards for the compilation of labour migration statistics**. This means that no standards have been set, or tools designed, to assist countries in the compilation of meaningful and comparable data. This is an area that the ILO could contribute to, however this requires both a position to be assigned, and for the right person to be recruited.

That said, the ILO has worked with several countries¹² to introduce migration modules into their labour force surveys. These modules have covered different content, depending on the national priorities. In the case of Armenia and Mauritania, these were actually dedicated labour migration surveys. In addition, the module used in Ukraine is also being adapted by the Forced Labour Programme.

Additionally ILO published survey guidelines for estimating forced labour and trafficking at a national level (ILO, 2011)¹³. Additionally there is ongoing work entitled “Developing a standard methodology for assessing outcomes for migrant workers” which, in using qualitative and quantitative methods, will take steps towards the development of a more standardized approach to measuring aspects of labour migration. This is based on the principle that, to protect the rights of migrant workers, it is necessary to know what works. These will be used to develop a methodology that can be used to assess the impact of existing labour migration programmes/schemes on a range of outcome variables such as wages, working time, skills development, and social protection. At the upcoming International Conference of Labour Statisticians in October 2013, the ILO will

¹² Armenia, Ecuador, Egypt, Mauritania, Moldova, Thailand and Ukraine

¹³ Hard to see, harder to count: survey guidelines to estimate forced labour of adults and children, International Labour Office, Geneva, 2011.

present draft standards for discussion. If accepted this would represent a key step forward in terms of the collection of statistics on international migrant workers.

It is evident that the ILO is already playing a significant role in the development of international labour migration statistics, however it is also evident that this work has fallen to the wayside and could therefore be revitalized. Migration statistics are a key component of knowledge generation and subsequently for the development of better policy interventions that are in line with ILO standards. The evaluators would therefore strongly recommend that a person dedicated to labour migration statistics is placed in the Department of Statistics.

4.1.4 Advocacy

Advocacy as a means of action has been defined as activities that assist the ILO in knowledge dissemination, advocates for adherence to global standards for migrant workers and contributing to global debates on international migration. This section considers the role of social media, the promotion of international conventions relating to labour migration and ILO engagement in international forums.

Social Media

One way that the ILO disseminates its research findings is through social media. This can be a useful way of disseminating key findings to the masses and advocating for a rights-based approach to labour migration. While there are dedicated feeds on Twitter for the International Programme on the Elimination of Child Labour (IPEC), youth employment, the job crisis and a general news feed, **there is no feed dedicated to labour migration.** YouTube is another place that the ILO shares its work, and here there is a channel dedicated to labour migration (see Box 2). Facebook is also being used to disseminate findings, but again there is no dedicated page for labour migration issues. In the case study on the LMA there is discussion of how Facebook is being used to create a platform for both trainers and participants to maintain networks and share useful information about labour migration issues.

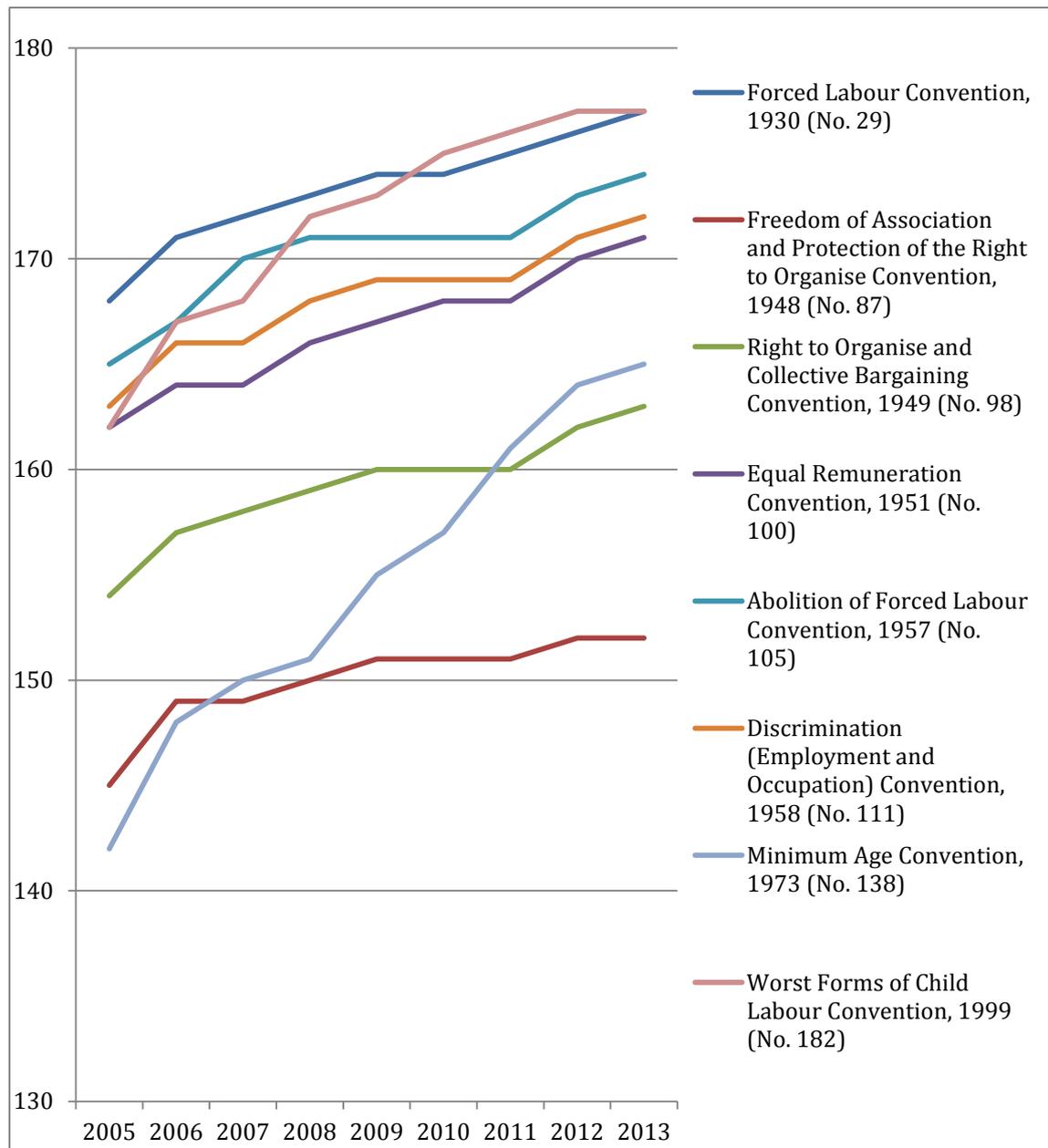
ILO TV

ILO TV is the ILO's YouTube channel which disseminates short documentaries and interviews raising awareness of different issues like working conditions for domestic workers, HIV in the workplace, decent work for disabled people, women and work, youth employment and so forth. From its creation in February up until April 2013, 32 videos have been posted on the Labour Migration YouTube channel primarily covering domestic worker issues. For example 'The Long Road Home' depicts the experience of Indonesian domestic workers in Singapore and Malaysia; 'and Maid in Lebanon' discusses migrant domestic workers in the Arab States. There are also discussions of how the economic crisis affects migrants, the role of trade unions as well as other topics.

Promoting ILO Conventions and Recommendations

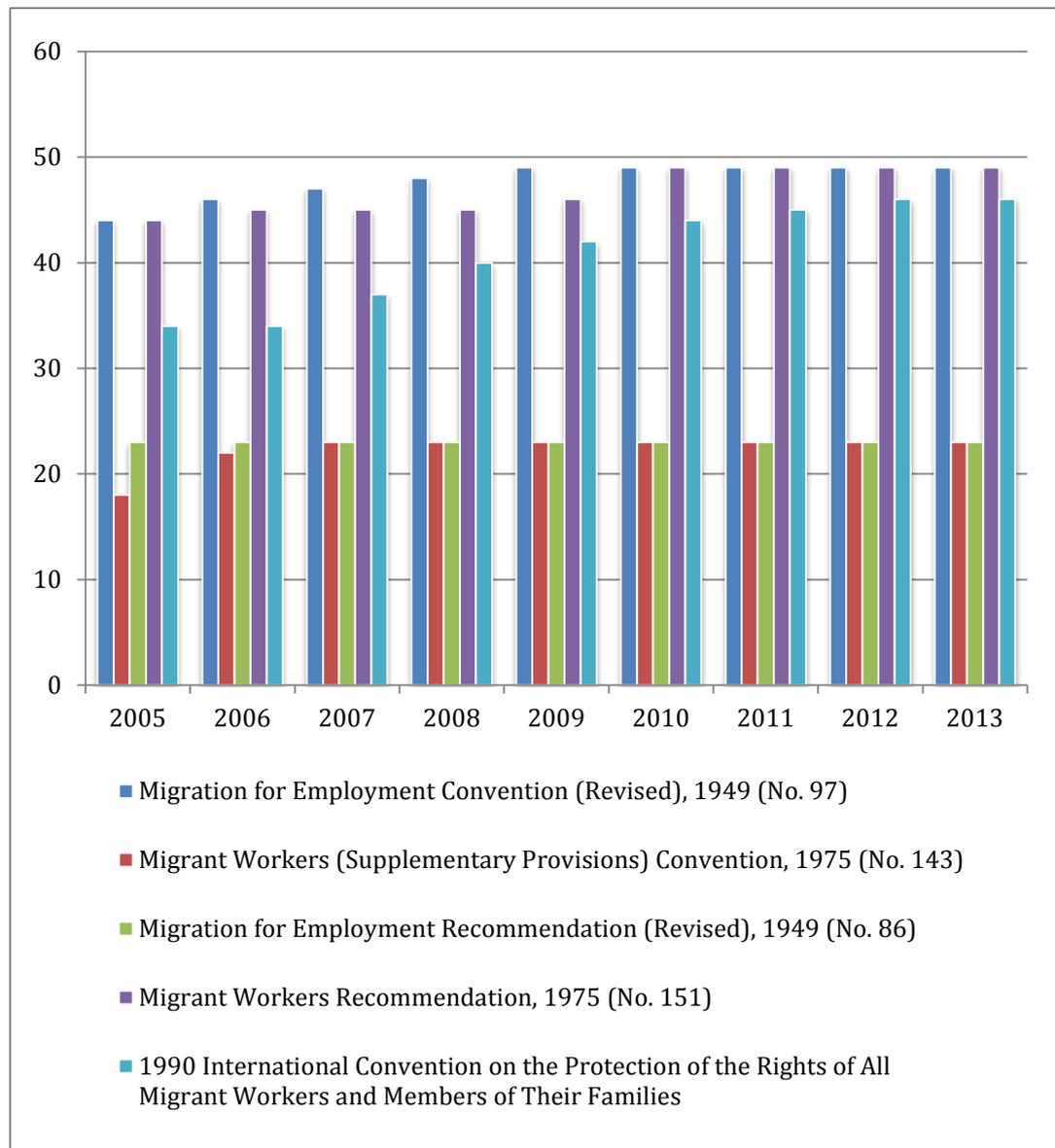
The Multilateral Framework on Labour Migration refers to eight fundamental conventions, four migrant-specific instruments, 21 other ILO conventions and the 1990 UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, which all support a rights-based approach to labour migration. Figure 7, Figure 8 and Table 10 outline the ratifications of all of the conventions listed in Annex I of the Multilateral Framework on Labour Migration throughout the evaluation period. It is important to note that this does not include those conventions developed after the Multilateral Framework was published in 2006, however these will be considered later on in this section.

Figure 7: Fundamental Conventions Ratifications



Source: NORMLEX

Figure 8: Migrant-Specific Instruments plus the 1990 UN Convention



Source: NORMLEX

Table 10: Other ILO Conventions

	2005	2006	2007	2008	2009	2010	2011	2012	2013
Equality of Treatment (Accident Compensation) Convention, 1925 (No. 19)	22	23	23	23	23	23	23	23	23
Labour Inspection Convention, 1947 (No. 81)	135	136	137	138	141	141	142	143	143
Labour Clauses (Public Contracts) Convention, 1949 (No. 94)	60	60	60	60	62	62	62	62	62
Protection of Wages Convention, 1949 (No. 95)	96	96	96	96	97	97	97	97	97
Social Security (Minimum Standards) Convention, 1952 (No. 102)	41	43	43	44	46	47	47	48	48
Plantations Convention, 1958 (No. 110)	12	12	12	12	12	12	12	12	12
Equality of Treatment (Social Security) Convention, 1962 (No. 118)	38	38	38	38	38	38	38	38	38
Employment Policy Convention, 1964 (No. 122)	96	98	98	99	101	104	104	106	107
Labour Inspection (Agriculture) Convention, 1969 (No. 129)	44	44	45	46	48	50	51	52	52
Minimum Wage Fixing Convention, 1970 (No. 131)	161	164	165	165	165	165	165	165	165
Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	118	121	122	124	124	128	132	133	133
Nursing Personnel Convention, 1977 (No. 149)	37	37	38	40	40	40	40	40	41
Occupational Safety and Health Convention, 1981 (No. 155)	45	48	50	52	56	56	57	60	60
Maintenance of Social Security Rights Convention, 1982 (No. 157)	3	3	3	4	4	4	4	4	4
Occupational Health Services Convention, 1985 (No. 161)	25	26	26	27	28	29	30	31	31
Safety and Health in Construction Convention, 1988 (No. 167)	18	20	20	23	24	24	24	24	24
Working Conditions (Hotels and Restaurants)	13	14	14	15	15	15	15	15	15

Convention, 1991 (No. 172)									
Safety and Health in Mines Convention, 1995 (No. 176)	20	21	21	23	23	23	24	25	26
Private Employment Agencies Convention, 1997 (No. 181)	19	20	20	21	21	23	23	25	27
Maternity Protection Convention, 2000 (No. 183)	17	17	17	17	18	22	23	27	28
Safety and Health in Agriculture Convention, 2001 (No. 184)	7	8	8	10	12	13	14	15	15

Source: NORMLEX

In general, there has been an increase in the ratifications of all eight Fundamental Conventions. The largest increase has been in the Minimum Age Convention 1973 (No. 138), which has increased from 142 to 165 ratifications (Figure 7).

Work in the area of labour migration is specifically governed by two ILO Conventions which address labour migration and the protection of migrant workers: the Migration for Employment Convention (Revised), 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143). It is additionally governed by two accompanying recommendations: the Migration for Employment Recommendation (Revised), 1949 (No. 86) and the Migrant Workers Recommendation, 1975 (No. 151). Migrant-related Instruments generally have lower ratification rates than the Fundamental Conventions and have remained stagnant or increased slightly throughout the evaluation period (Figure 8). This is likely to be because migration is a more politically sensitive issue and was also the explanation given for why the Multilateral Framework on Labour Migration is not legally binding. Another explanation offered related to a lack of awareness of the flexibility of Convention No. 97 which, unlike other conventions, does not need to be ratified in full, meaning that member states have the discretion to make specific reservations about the Convention. It was argued that increasing awareness of the convention would assist in increasing interest in the ratification of this Convention. A key point to note, however, is that Convention No. 111 specifically references Convention No. 97:

“With respect to immigrant workers of foreign nationality and members of their families, regards should be had to the provisions of the Migration for Employment Convention (Revised), 1949, relating to equality of treatment and the provisions of the Migration for Employment Recommendation (Revised), 1949, relating to the lifting of restrictions on access to employment”

As of August 2013, 172 countries have ratified Convention No. 111, which in itself provides a number of rights for migrant workers.

The analysis of the other ILO Conventions referred to in the Multilateral Framework on Labour Migration presents a mixed picture. Some Conventions, such

as the Labour Inspection Convention, 1947 (No. 81), the Minimum Wage Fixing Convention, 1970 (No. 131), and the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) are well ratified. Others such as the Maintenance of Social Security Rights Convention, 1982 (No. 157), the Safety and Health in Agriculture Convention, 2001 (No. 184) and the Plantations Convention, 1958 (No. 110) have extremely low ratification rates. All but two of these additional Conventions have received additional ratifications during the evaluation period, with the Occupational Safety and Health Convention, 1981 (No. 155) and the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) increasing the most, each with 15 additional ratifications.

Since the publication of the Multilateral Framework on Labour migration, a further four Conventions have been introduced that have relevance for the ILO's work on labour migration (Table 11). Domestic Work in particular (Convention No. 189) has been a thematically important area for the ILO due to the invisible nature of the work and thus the risk that workers do not receive adequate protection. In many parts of the world (such as in the Arab States) this type of work is generally carried out by migrant workers, making this an important area of work for the ILO. To date this has been ratified by eight countries: Italy, Mauritius, the Philippines, Uruguay, Paraguay, South Africa, Nicaragua and the Plurinational State of Bolivia. Five of these ratifications have come in 2013. Further insight into the ILO's work on Domestic work is covered by case study 2 (see appendix 1).

Table 11: ILO Conventions relating to Labour Migration post-2006

ILO Convention	Total Ratifications
Domestic Workers Convention, 2011 (No. 189)	8
Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)	25
Work in Fishing Convention, 2007 (No. 188)	4
Maritime Labour Convention, 2006	43 ¹⁴

Source: NORMLEX

¹⁴ Comes into force on 20th August 2013 (NORMLEX, 2013)

Paragraph 30 of the 2004 Resolution on Migrant Workers says that “the ILO shall periodically prepare and widely disseminate a report on the implementation of international labour standards relevant to migrant workers”. This does not appear to have been done and was therefore not available to the evaluators making it difficult to truly assess the issues being raised on the standards side beyond looking at ratification rates. This is an area in which the ILO could further improve and could be incorporated into a periodical update on the ILO’s work on labour migration

The Committee of Experts

Additionally, during the evaluation period the Committee of Experts¹⁵ was actively involved in supervising the application of international labour standards relating to migrant workers. Their actions take the form of either a *direct request*¹⁶ or an *observation*¹⁷ Examples of each type of action are provided below and Table 12 provides a broad overview of the number of actions taken from January 2006 until August 2013.

Direct request: In response to limited information provided by the Government of Tajikistan in their first report on the implementation of C143, the Committee requested that full and detailed information on legislation, policy documents, court decisions, and measures taken or envisioned to implement the provisions of the Convention be provided (NORMLEX)

Observation: In response to concerns expressed by the Congress of Trade Unions and Staff Associations of Barbados (CTUSAB), the Committee have urged the Barbadian

¹⁵ The Committee of Experts on the Application of Conventions and Recommendations is an independent body composed of legal experts charged with examining the application of ILO Conventions and Recommendations by ILO member States (ILC.102/III(1A)).

¹⁶ “Direct requests usually relate to questions of a more technical nature or of lesser importance. They are not published in the report of the Committee of Experts, but are communicated directly to the government concerned” (ILC.102/III(1A))

¹⁷ “Observations contain comments on fundamental questions raised by the application of a particular Convention by a member State. These observations are reproduced in the annual report of the Committee of Experts, which is then submitted to the Conference Committee on the Application of Standards in June every year.” (ILC.102/III(1A))

Government to examine their Farm Labour Programme between Barbados and Canada in cooperation with workers and employers organisations (ILC.102/III(1A))

Table 12: Committee of Experts Actions of Convention Relating to Migrant Workers, 2006-2013

	C197	C143	Total
Direct Requests	128	57	185
Observations	29	21	50
Total	157	78	225

Source: NORMLEX

Decent Work Agenda

The Multilateral Framework on Labour Migration lists the following two objectives under the principle of Decent Work:

1. (a) Opportunities for all men and women of working age, **including migrant workers**, to obtain decent and productive work in conditions of freedom, equity, security and human dignity should be promoted.
- (b) The ILO Decent Work Agenda promotes access for all to freely chosen employment, the recognition of fundamental rights at work, an income to enable people to meet their basic economic, social and family needs and responsibilities and an adequate level of social protection for the workers and family members.

Decent Work Country Programmes can be a powerful instrument for mainstreaming migration into country level policies. It can also, however, be a way of addressing push factors that may force people to migrate to pursue decent working opportunities elsewhere. When reviewing the Decent Work Country Programmes (DWCPs) during the document review¹⁸, however, **it became clear that migration is rarely mentioned**. This supports the findings of the 2008 evaluation in which a review of 48 DWCPs from five regional offices (excluding those who had ratified Convention Nos. 97 and 153 more than five years prior to

¹⁸ This was done through systematic keyword searches for terms relating to labour migration: migra*, labour mobility.

the evaluation) found that only eight made reference to ILO assistance in moving towards the ratification of the aforementioned conventions. It is evident that migration issues, like gender, need to be mainstreamed into the wider portfolio of activities and particularly through the DCWPs. It does however seem that Africa (East and South) is excelling in this area where work on labour migration appears to be a direct follow-up of the decent work agenda.

Global dialogues on migration

The ILO's focus on the protection of the rights of migrant workers brings the issue of inequality to the centre of the debate. Viewing development as an issue far beyond the traditional economic measurements such as Gross Domestic Product (GDP) is also inherent in the ILO's approach. This is a key feature of current international debates on migration, and whether or not this can be attributed to the work of the ILO, it is clear that their work is relevant and appropriate and that ILO has a key contribution to make to future global dialogues.

While the ILO has certainly been involved in global dialogues on migration, **it is apparent that their visibility could be improved.** Through our interviews it has become clear that this has changed over the evaluation period, a fact partially explained by the previous DG who had no explicit interest in engaging in these dialogues, evidenced by non-attendance at the GMG Principal's Meeting. This is discussed in more detail in section 4.3; however, this section provides a preliminary review of some key examples of how the ILO has been engaging and how this work is relevant to the global debate on international migration. The Multilateral Framework on Labour Migration can also be seen as a key instrument promoting the work of ILO at an international level and in shaping the debate and architecture on international migration. This will however be discussed further in section 4.2.

The tripartite structure of the ILO in particular allows it to present the perspectives of workers, employers and governments. This, coupled with legal and research expertise, a mandate that obliges the ILO to work toward the protection of

migrant workers' rights, and the growing recognition that most migration is motivated by labour, provide the ILO with a unique position in global debates. The following paragraphs consider some of the key areas in which the ILO has been represented at global dialogues.

The two main global forums that the ILO has been engaged with are the Global Forum on Migration and Development (GFMD) and the Global Migration Group (GMG). Its inputs to the GFMD have primarily focused on specific issues such as protection of migrant workers, portability of social security benefits, skills development, return and social and professional reintegration, the role of diaspora communities in development, policy coherence, gender issues and migrant domestic workers (ILO, 2010). The ILO also highlights labour migration in the 2nd and 3rd committees at the General Assembly of the UN.

The Global Forum on Migration and Development

The Global Forum on Migration and Development brings together government representatives for roundtable discussions on various topics. Through their input, the ILO has pushed for mainstreaming labour issues in discussions on migration and development, raising awareness of the value of a rights-based approach and of social dialogue, contributing on topics such as: skills development, return and social and professional reintegration, diaspora, gender and in particular migrant domestic worker and general policy coherence (GB.316/POL/1, para. 14).

While the ILO has been involved in GFMD activities every year since its inception in 2007, to some respondents there have still been some missed opportunities. For example, in 2012, the GFMD had a focus on employment, however the ILO did not seize the opportunity to take the lead on these activities (despite its clear mandate to do so). Additionally, as the GFMD lies outside of the UN framework, it has been argued that it could be much more active in advocating ILO's rights-based approach to labour migration. The ILO has, however, played a significant role in bridging civil society and governments to GFMD meetings.

A key contribution of the ILO to the GFMD was the flagship 2009 publication 'Protecting the rights of migrant workers: A shared responsibility', which looks at the connection between the protection of migrant rights and development. Its initial preparation was one of the ILO's contributions to the second meeting of the GFMD in Manila in 2008. The hope was that the paper would be a useful tool for governments, employers and worker's organizations who wish to improve protection mechanisms for workers abroad as well as within their own borders. Additionally, in November 2011, the Civil Society Days of the GFMD focused almost exclusively on labour migration issues, and the Multilateral Framework on Labour Migration was a key tool used to facilitate and frame the discussion.

The Global Migration Group¹⁹

The ILO has been active in the activities of the Global Migration Group. The key areas in which the ILO has contributed include expert meetings, papers, briefs and statements on topics such as:

- Labour migration;
- Migration, education and employment;
- Migration and human development;
- Rooting migration policies in human (including labour) rights;
- Irregular migration; and
- Migration and climate change.

A GMG Handbook on Mainstreaming Migration into Development Planning was also published with a significant contribution by ILO (GMG, 2010).

¹⁹ The Global Migration Group (GMG) is an inter-agency group, comprising 15 UN agencies and the International Organization for Migration (IOM), bringing together heads of agencies to promote the wider application of all relevant international and regional instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration. The GMG is particularly concerned with improving the overall effectiveness of its members and other stakeholders in capitalizing upon the opportunities and responding to the challenges presented by international migration (GMG, 2010).

The ILO has also been involved in collaborative efforts between different members of the GMG. The UN-EC Joint Migration and Development Initiative, for example, brings together the United Nations Development Programme (UNDP) (lead agency), the ILO, the International Organization for Migration (IOM), the United Nations Population Fund (UNFPA) and the Office of the High Commissioner for Refugees (UNHCR), aims to strengthen the migration and development capacity of civil society in developing countries and seeks diaspora involvement. Non-ILO members of the GMG have also been invited to contribute to the Labour Migration Academy (see case study 7).

The ILO will also chair the GMG in 2014, after the Second High-Level Dialogue on International Migration and Development, to be held in New York from 3-4 October 2013. Theoretically this will allow the ILO to take a more leading role in the field of labour migration.

Post-2015 Development Agenda

The ILO has demonstrated an interest in actively engaging in the discussions regarding a post-2015 development agenda. This is primarily to ensure that productive employment and Decent Work for all remains a key part of the agenda. In a concept note intended to stimulate discussion, the ILO makes innovative suggestions for indicators that better measure decent work. Given the intrinsic link between job creation and migration this has the potential to place migration deeply into the post-2015 development agenda and further reinforces the role that ILO can play in knowledge generation for the purpose of developing rights-based policies to govern labour migration. Within the global thematic consultation on “Population Dynamics”, the ILO is also preparing a “thematic discussion on labour migration” to contribute to the debate on international migration.

4.1.5 Capacity Building

Capacity building is another core means of action for the ILO. Capacity building cuts across a lot of the different areas already discussed. Alongside the capacity building components of technical cooperation projects, policy advice, training events and the publication of training manuals, another noteworthy capacity building event that the ILO is responsible for is the annual Labour Migration Academy. The Labour Migration Academy (LMA) is a major international high-level training initiative on labour migration management. The Academy brings together a range of key stakeholders beyond the traditional tripartite structure of the ILO and provides a platform on which to develop networks as well as a more global perspective on labour migration. The LMA was established as a reaction to point 2 of Resolution 65/170 on International Migration and Development which: “encourages efforts by Member States and the international community to continue to promote a balanced, coherent and comprehensive approach to international migration and development, in particular by building partnerships and ensuring coordinated action to develop capacities, including for the management of migration”. A case study on the Labour Migration Academy can be found in Appendix 1. It is of interest that the ILO’s International Training Centre (ITC-ILO) also delivers tailor-made courses around the world, however the focus of the case study is the two-week training course, the ‘Labour Migration Academy’, which has been held annually in Turin at the ITC-ILO since 2010.

4.1.6 What are the gaps in the work that the ILO is currently doing?

Based on the above review of the ILO’s different means of action in the area of labour migration, we consider the following areas to be gaps in the ILO’s work on labour migration:

- **Comprehensive overview of the work on labour migration:** Better linkages between the various homepages of the ILO and a biennial report on work being done in the area of migration would assist the ILO in clearly disseminating its work on labour migration.
- **Statistics on labour migration and standards for collecting them:** labour migration statistics have largely taken a back seat. This is primarily due to budgetary and human resource constraints. There is no-one solely responsible for labour migration statistics within the ILO's Department of Statistics, despite the demand both within the Department of Statistics and across ILO for this to be changed. Additionally there are no international standards for labour migration statistics as there are for other areas of data collection. This is a key area in which the ILO could contribute. The innovative Concept Note for the post-2015 development agenda, which challenges conventional measurements of Decent Work is testament to this potential.
- **Work on Employment:** Although some work is done in the area of employment – for example in skills development, skills recognition, skill matching to prevent brain drain and brain waste, and in the regulation of private recruitment agencies – it is clear that this area of work could be strengthened. According to a substantial number of respondents, what is missing in ILO's work on labour migration is the link between migration and development and migration and employment. To a certain extent, the work is more focused on decent work, protection, trafficking, etc. – areas which are of huge importance – while a stronger focus on the employers' interests and labour market needs could be useful. Some argue that the ILO should develop as an employment policy an 'ILO response to migration'. Employers are the largest beneficiaries of migrant labour but from the employers' perspective many governments are not taking labour market needs sufficiently into account when making decisions with regard to migration flows. Since the ILO represents all three constituents, it can contribute a lot in this debate.

4.2 The Multilateral Framework on Labour Migration: Non-binding principles for a rights-based approach to labour migration

The Multilateral Framework on Labour Migration focuses on the elaboration of a rights-based approach to labour migration while respecting labour market needs and nation state sovereignty on migration issues. It was also the product of considerable demand for practical guidance on labour migration issues (ILO, 2006a). The framework:

- addresses the major issues faced by migration policy makers at national, regional and international levels.
- is a comprehensive collection of principles, guidelines and best practices on labour migration policy, derived from relevant international instruments and a global review of labour migration policies and practices of ILO constituents.
- addresses the important themes of decent work for all, governance of migration, protection of migrant workers, promoting migration and development linkages, and expanding international cooperation.
- is a non-binding framework which clearly recognizes the sovereign right of all nations to determine their own migration policies.
- accepts the crucial role of social partners, social dialogue and tripartism in labour migration policy.
- advocates gender-sensitive migration policies that address the special problems faced by women migrant workers (ILO, 2006a).

The Multilateral Framework provides a roadmap for ILO interventions in the area of labour migration but collating the relevant Conventions and Recommendations, building on these by providing sound policy advice and illustrating these with use of good practice examples. Given that ILO work should by default align with its Constitutional objective to protect migrant workers, and forward the relevant Conventions and Recommendations, the ILO's work on labour migration is clearly in line with the Multilateral Framework.

4.2.1 How do ILO officials understand and use the Multilateral Framework?

ILO officials

For ILO officials working directly – and to a lesser extent for those working indirectly – on labour migration, the Multilateral Framework on Labour Migration is well known. It is a key document in the delivery of a rights-based approach to labour migration. Most of them regularly use the Multilateral Framework. Moreover, some officials interviewed stated that all aspects of the Multilateral Framework are used in designing projects. They consider it to be a guiding document. As one ILO official in Bangkok noted:

“For us it provides a good reference point on anything, particularly if you are unclear about something.”

According to ILO officials working on migration, the Multilateral Framework is especially used as a guiding framework when developing project proposals. The Multilateral Framework commonly features in fundamental project documents, and those who use it consider it a good instrument. Several respondents consider the Multilateral Framework particularly useful “because it has... practical examples”. The Multilateral Framework is also used by those providing policy advisory services on migration.

For many ILO staff members not working directly on labour migration, the MLF is something they might possibly have heard of, but does not feature prominently in their daily work. For example, several respondents in the Employment Department in Geneva never use the Multilateral Framework, are not familiar with it, or did not know about it. There were however some exceptions. For example, the Multilateral Framework is used by those working on remittances in the Social Finance Programme because it refers to remittances and migrant workers. A respondent from the Bureau of Gender Equality considers the Multilateral Framework to be a gender responsive and well-written roadmap for the work of ILO on labour migration however, doubt was cast on how well it is really publicized as being the

key policy document for MIGRANT, particularly criticizing its demarcation on the website: “the world goes to your website first”. This further cements the ongoing concern that, while the ILO may be doing significant work on labour migration around the world, the dissemination of this is not adequately addressed.

There are those that believe the Multilateral Framework is too complicated. Its complexity arises from language. While it is commendable that the Multilateral Framework has been translated into several languages, it is not universally available, and, even if it was, some of the terminology used is not translatable into local languages. This can have implications for wider accessibility to the document, however, presumably the majority of its users will have some familiarity with migration issues.

Moreover, the Multilateral Framework is not always the starting point for projects. Projects arise from discussions on the needs and demands of constituents and other stakeholders, as well as analysis on how the ILO can have added value from a rights-based perspective, although the Multilateral Framework does provide a useful roadmap of migration-related instruments and International Conventions that have implications for how ILO projects are implemented and is therefore useful for the preparation of tender documents.

Many ILO officials remarked upon the non-binding and broad character of the Multilateral Framework. As one official stated: “The multilateral framework is a good policy document. But the question is how this non-binding document can be implemented in practice.” Nevertheless, all acknowledge that it must be a broad instrument. Reaching a multilateral consensus with regard to migration is a challenging process (even when non-binding), given the sensitivity of the topic and the often opposing interests of origin and destination countries.

In summary, the Multilateral Framework is generally considered a good reference by ILO officials; most respondents dealing with migration are well aware of its existence and employ it. Among ILO respondents who work on migration issues indirectly, however, the document is less known. A key example of how this has

been done is in the development of the Sri Lankan National Labour Migration Policy (see box below).

The Sri Lanka National Labour Migration Policy

In 2006, the Ministry of Labour Relations and Foreign Employment requested the ILO's technical assistance in the preparation of a National Labour Migration Policy for Sri Lanka. The Sri Lanka National Labour Migration Policy then adopted by the Sri Lankan Government and constituents in 2009 represents a unique exercise in the Asian region to elaborate a national policy with a long-term vision and clear-cut objectives based on principles, guidelines and good practices contained in the ILO Multilateral Framework on Labour Migration. It brought together a range of stakeholders to commit and contribute to formulating a national policy that is owned by all actors in the process. The bringing together of government institutions, migrant workers, employment agencies, trade unions, civil society organizations and concerned international agencies working in the country resulted in a policy document that responds to the needs, concerns and demands of all involved. The policy has thus gained wide recognition and all actors have joined together to ensure its implementation. It also represented a process of close collaboration with the ILO. The Policy was officially launched by the Ministry of Foreign Employment Promotion and Welfare on 24 February 2009, and approved by the Sri Lanka Cabinet on 30 April 2009. The ILO regards this as a good practice model which has already been replicated in a few countries in the African Continent. The effectiveness of its implementation remains to be seen (Jayasundere, 2011).

Others (other international agencies, ILO constituents)

How the Multilateral Framework is viewed by external actors should also be taken into account. Many of the ILO officials did not think that the Multilateral Framework was well known by other international agencies working on labour migration or by the ILO's constituents, and the general sentiment was that the Multilateral Framework should be more widely disseminated. Nevertheless, material on the Multilateral Framework is often distributed at conferences and workshops delivered by the ILO and seem to be where most external actors hear about it.

Contrary to general beliefs held by ILO officials, external actors and constituents interviewed during the evaluation were broadly aware of the Multilateral

Framework and usually spoke positively about it, considering it to be a good reference guide. A key concern raised, however, was the lack of current examples and practical advice on how to implement the guidelines. These gaps, as one constituent stated, seem to be part of the reason that putting the Multilateral Framework “into practice is actually not happening.” It was therefore suggested that the Multilateral Framework should be supplemented with tools, and that the best practice database should be updated. The latter is currently being addressed by MIGRANT.

Some respondents felt that the non-binding nature of the Multilateral Framework increased its political acceptability and, given that it has been developed from existing Conventions and Recommendations relevant to migrant workers, its advice is grounded in a rights-based approach. Additionally, the Multilateral Framework, while non-binding, does encourage Member States to consider the full ratification of C97 and C143 and urges that those countries that have ratified them, to fully implement their provisions. Nevertheless, members of the worker’s group strongly argued that the Multilateral Framework is not a replacement for the promotion and ratification of existing ILO Conventions.

The ILO has specialists working in many areas, but without a migration specialist many regions may be less aware of the Multilateral Framework. As one official stated: “The way ILO is organized there are not really labour migration specialists in the field. They are working on the social protection side, usually specialized more in social security than in migration issues... And so I think, there is nobody sensitizing the constituents on the framework.” Nevertheless, there are good examples of other specialists or people outside of the ILO who use it. In Bangkok, the example was provided of Myanmar asking for some reference material on labour migration and an external specialist giving the MLF to the government of Myanmar. This is not an isolated event and the Multilateral Framework on Labour Migration and other materials are displayed at many national, regional and international events in which the ILO participates.

4.2.2 What has been the relevance of and effectiveness of promoting the Multilateral Framework on Labour Migration?

ILO officials working on migration do promote the Multilateral Framework often, for example during conferences, presentations and workshops. The Multilateral Framework is also available in a number of different languages – six translations are offered on the ILO website. Overall, an attempt is always made to promote the Multilateral Framework as a guidance framework by ILO officials working on migration.

The Multilateral Framework in Ukraine

In the Ukraine for example, the Multilateral Framework was given to the Ukrainian government as a guiding document for policy development. The ILO advised the government to use it during all workshops and parliamentary hearings. The government appears to be responsive, not by adopting the whole framework, but by using the principles of the Multilateral Framework on Labour Migration. Capacity building training, centred on the Multilateral Framework on Labour Migration was delivered to the social partners

Nevertheless, several respondents judge that more could be done to promote the Multilateral Framework. It is suggested that the ILO should develop a clear strategy on promotion and provide more advice to governments and social partners with regard to the Multilateral Framework. Moreover, as there is often a high turnover of people within governments, the Multilateral Framework needs to be brought to the attention of officials not only once but on a regular basis. Finally, it is suggested that the Multilateral Framework could be made more practical. It is a broad document, and governments are often interested in narrowing the Multilateral Framework focus to address specific issues in their own national or regional context. Alongside the good practice examples, which are currently being updated, supplements focusing on specific issues contained within the Multilateral Framework could be developed for this purpose. One potential topic could be circular migration which is covered only briefly by the Multilateral Framework.

4.3 Visibility

Overall, there is **considerable agreement that the ILO has not been visible enough in the area of labour migration over the last few years**. Many respondents argue that the ILO has not taken a leading role in the area of labour migration while it should have done so, given its unique structure and the generally shared vision that labour migration is part and parcel of employment policy in general. Some external actors went so far as stating that the ILO is ‘missing in action (MIA)’ in the area of labour migration. This section seeks to unpack the reasons why the ILO is perceived in such a manner, especially given the parameters of their work on the issue described under the first research question.

A key first point to make is that the extent to which the ILO is seen as visible depends on to whom the question is addressed: governments, workers, employers (ILO constituents), other international agencies, regional bodies, or the general public. Even within these categories there are differences of opinion. It is apparent that the ILO is more visible to Ministries of Labour than to other government ministries involved in labour migration, perhaps due to having an established working relationship with the former. The ILO is more visible to those working in direct cooperation with the ILO on the ground. In international debates the ILO has been largely absent; however it is apparent that this is changing.

Moreover, it depends on the region. For example, within Asia, ILO is very much recognized as a UN agency working on labour migration issues, considered by some as having positioned itself within the global debate on labour migration.

4.3.1 What factors affect the visibility of the ILO?

From the evaluation it became apparent that visibility was a deep-rooted issue that was intrinsically linked to the dissemination of the ILO’s work and on their engagement with global dialogues. Clearly communicating what the ILO brings to the table can assist in identifying the areas in which ILO involvement can have added value. This section considers four main obstacles for the ILO in taking a

more leading and visible role in the area of labour migration: 1) capacity; 2) communication; 3) internal factors; and 4) external factors.

Capacity

A major cause for the ILO's lack of visibility in the area of labour migration is limited capacity. Many respondents point out that the MIGRANT department in Geneva is too small to address all aspects of labour migration. In many regional and national offices, there is no role solely dedicated to labour migration. In other words, many of the ILO staff interviewed in regional offices dealt with labour migration issues on top of other responsibilities. This is discussed further in Section 4.4.

Limited capacity means that the ILO cannot be present at all major events relevant to the ILO's work on labour migration. Moreover, as there is a lot of competition for funding between international agencies, insufficient capacity may undermine the ILO's ability to acquire funding for projects on labour migration, which may consequently affect visibility. The implication is that, if the ILO wishes to contribute more in the area of labour migration, it is best to identify a select number of areas or specific niches, where the ILO really has competitive advantage and can add value for its constituents.

Obviously, an increase in human and financial resources dedicated to labour migration could positively contribute to the ILO's visibility in this area, but naturally there are constraints in terms of what is feasible. As many respondents point out: the ILO has a zero growth budget, meaning that if more resources are allocated to labour migration, then they are withdrawn from another area of work. The technical cooperation budget is however a potential source of funding for temporary migration-related positions as seen in the Arab States for example.

Communication

As discussed in section 4.1, the ILO has actually been engaged in a vast amount of work in the area of labour migration since 2006. **However, the evaluation revealed that there is a lack of awareness, both internally and externally, on what the ILO has been doing.** To a certain extent therefore, the perceived lack of visibility relates to insufficient communication (PR) on the work of the ILO. As one respondent stated, “we do things, but we do not communicate them”. The ILO is an institution renowned for delivering high quality technical assistance and research output, but if this is not disseminated properly, the international visibility on the issue of labour migration suffers. This is therefore an area that the ILO needs to improve if it is to achieve a more visible presence in the area of labour migration.

This second point is related to the first. Activities such as ensuring timely and effective communication on what the ILO is doing: by keeping websites up-to-date and ensuring that the different homepages of the ILO are properly linked up; and releasing press statements, are time consuming and require resources. Throughout the evaluation, the general lack of resources (both financial and human) is a recurring theme: “We could do better with communication, but we only have one communication officer for the whole region.” Sometimes keeping the website up-to-date is one of many tasks for an officer who is already overwhelmed with other activities. This is not just a resource issue, however but also because promotion and communication are not streamlined into the daily activities of staff.

Internal Factors

Several respondents attribute the ILO’s lack of visibility in the area of migration to a lack of strong leadership and commitment to migration issues from upper management within the ILO. The previous Director General (DG) did not prioritize labour migration and, unlike the new DG did not attend the GMG Principals’ Meetings. Additionally, when the ILO disseminates its findings through its Annual Employment and Programmes Implementation reports, migration is rarely mentioned. In addition to this – and perhaps due to the priorities of the previous

DG – the previous leadership within MIGRANT was highlighted as a key area of weakness meaning that the programme/branch had no clear strategy. A lack of visibility in the area of labour migration for the ILO may therefore be down to political decisions made by the upper levels of the institution and implemented by previous members of MIGRANT.

There is however movement in this area. The new Director General has made it clear that labour migration is a priority for the ILO in his vision statement and tries to remind other UN agencies and stakeholders of the importance of looking specifically at migrant workers, their protection and trying to use the prism of the world of work as an entry point into the issue. Such top-level commitment should positively contribute to the ILO's visibility.

External causes

As mentioned above, competition for funding in the area of migration is strong. While the ILO does have a mandate to work in the area of labour migration, and the ILO's work on international labour standards and across the spectrum of work gives the ILO a unique position, other international organizations have been much more active in the field of migration in general, notably the International Organization for Migration (IOM) and are therefore much more prominent internationally and in the field. This is related to the fact that the IOM is an agency dedicated entirely to migration but has only recently engaged in issues relating to labour migration policy with the establishment of the Labour Migration Unit at its headquarters in 2002. It is evident that there are some tensions between the ILO and the IOM, although several examples of areas in which these organizations have worked together in an effective manner were cited during the evaluation. Additionally, the DGs of both organizations met in October 2012.

Closely related to this, is the fact that migration issues are not always coordinated by one ministry within governments. Traditionally, the ILO works with Ministries of Labour, however in many countries, migration is the responsibility of different ministries. For example, the Ministry of Labour is the lead ministry on labour

migration in Southeast Asia and in the Republic of Korea, Nepal, Pakistan and Afghanistan; however it is not the lead ministry in India, Sri Lanka and Bangladesh. Often the structures governing migration are not strongly developed making it hard to identify who the correct governmental contacts should be. Often, in the context of their broader work on migration, the IOM works more closely with ministries such as Ministries of Interior and with Ministries for Diaspora Affairs and thus has a broader spectrum of contacts within governments. This can make it more difficult for the ILO to be present and visible in the area of labour migration on the national level. This is only really the case when the ministries that IOM are working with – generally the Ministries of Interior, Justice and Foreign Affairs – are also charged with labour migration issues.

Visibility in Moldova

There are however good examples of ILO's visibility on the national level. In Moldova for example, the ILO is present in the National Forum on Migration, led by state institutions and international organizations. The ILO provides technical assistance on a rights-based approach to temporary migration to the National Commission for Population and Development. In addition, the ILO has offered assistance to update the webpage of the secretariat of the National Commission on Migration Flows. Moreover, the Ministry of Education is involved, by doing policy work on formal and informal learning, and research on the relationship between migration and education, and the migration of teaching professionals.

4.3.2 Visibility, Influence and Impact

The ILO, with its mandate to protect migrant workers and its tripartite nature, is strong in the areas of migrant protection and the processes that are needed to bring about real changes in the world of work as these pertain to labour migration. The ILO is also active in the area of knowledge creation. Consequently, all of these have important potential to bring reasoned and relevant contributions to global dialogues. If this is not clearly disseminated, then this link is not made. It is therefore important that the ILO has more visibility on the ground to allow it to lobby for work that builds on its comparative advantage of bringing quality technical assistance and cooperation. Ultimately, therefore, **it is not just about visibility, it is about influence and impact.**

The Brussels office for example, dealing with the EU in all areas, is very small. To be able to influence the agenda of the European Institutions, the ILO needs presence and visibility in Brussels. As one respondent stated:

“if you want to have an impact, you need to be there all the time. If you want to be there all the time, you need more people”.

Again, this points to the problem of a lack of human resources. Several respondents describe this as vicious circle:

“we don’t have resources because we don’t have people, and we don’t have people because we don’t have resources”.

One of the ways to become better known is through technical cooperation projects, however acquiring funding for technical cooperation projects, requires (1) human resources and/or (2) more visibility among funders to increase the likelihood that funding will be channelled towards them.

Despite the lack of visibility, many people, both within and outside of the ILO, are optimistic about the ILO’s future role in the area of labour migration. Following the second High Level Dialogue on International Migration and Development – which will be held in New York in October 2013, there will also be an ILO Tripartite Technical Meeting on labour migration from 4-8 November 2013. The ILO is also set to chair the Global Migration Group (GMG) in 2014. Combined with the new leadership within the ILO, as mentioned above, many believe there is now the momentum for the ILO to bring this issue back to the agenda and regain its leadership in the area of labour migration.

The ILO is taking key steps in terms of engagement with international forums, which may in part be due to changes in leadership as well as the demands of ILO constituents. It is clear, however, that visibility is an area in which the ILO should

invest more if it wishes to hold a prominent position in the area of labour migration.

4.3.3 What should the role of MIGRANT be in the ILO's future role in international labour migration?

Despite the critical comments made above, respondents in all regions are generally very satisfied with their cooperation with MIGRANT and the work that MIGRANT has been doing since 2006. MIGRANT is judged to be well-connected to the field and is particularly strong in the area of international migration law. Departments working indirectly on migration cooperate closely with MIGRANT, where the team provides advice, guidelines and technical backstopping. Some respondents however have the feeling that the cooperation with MIGRANT on migration issues is not really institutionalized, but is sometimes based on personal connections. This is perhaps indicative of the fact that the expertise housed within MIGRANT is not necessarily well known in other parts of the ILO. Moreover, it is argued that MIGRANT could work more systematically with other departments in areas such as employment, statistics and gender and build more synergies with other departments with expertise in migration issues.

Within MIGRANT, respondents feel that they could do more to coordinate work happening in other areas on migration. MIGRANT should set the framework for migration-related activities by other departments and take the lead in labour migration issues, for example in migration policy advice, in labour market information systems on migration and in implementation of projects and activities. Underperformance in this area could be attributed to the capacity of MIGRANT, as it is a small unit with, according to many respondents, highly knowledgeable people, with an overwhelmingly high workload. Nonetheless, there is potential for a more strategic and prioritized approach to ensure that work is better coordinated, effective, and exploits the expertise evident in other departments of the ILO. The new Chief of MIGRANT has signified a desire to do this and, at time of interview, was also actively reviewing the work that the ILO is doing on labour migration.

4.4 Management and Communication

This section considers interactions between ILO staff: (1) internally; (2) with constituents; (3) with institutions/constituents at the regional level, such as regional economic communities; and 4) with other actors in the international community, such as the agencies of the GMG and others?

4.4.1 Interdepartmental Communication

Bureaucracy and inefficient interdepartmental cooperation cause difficulties implementing technical cooperation projects. According to some respondents, ILO is not operational enough, is too slow and non-responsive, which calls for reforms to become more operational.

Another point of concern with regard to internal interaction within headquarters, and with the regions, could be described as lack of cohesiveness. Many of the people working in different areas of migration are working in relative isolation. A way of addressing this is to assign the role of 'focal point' to individuals specializing in different areas. This is happening already however this could be strengthened through regular focal point meetings and information sharing between focal points.

Moreover, there seems to be a focus on Technical Cooperation projects. This is good, as it brings in funding, but it can also add to opportunism, as TC projects can be donor-demand-driven and do not necessarily fit into a comprehensive strategy on labour migration. However during interviews it was made clear that funding is generally sought in areas in which the ILO has clear competencies and that further their rights-based approach to labour migration. It also means that staff within headquarters can become overwhelmed with all the demands that technical backstopping requires which can detract from other important functions such as knowledge creation and dissemination. In addition to this, requests are often received from outside of the ambit of Technical Cooperation projects and this

creates tensions relating to the prioritization of requests from constituents over knowledge creation and dissemination, which is ultimately essential.

As such, there is a need for more cooperation, coordination and information sharing. Moreover, it is recommendable to analyse what everyone is doing in the area of labour migration, try to connect this and develop a common and cohesive strategy and vision on labour migration. Developing such a common vision could also pave the way for the ILO to regain leadership in the area of labour migration, as it enables staff working on migration issues to express this vision in papers and during conferences and meetings. Having a migration specialist in every region could assist in information sharing but could also help to expand the portfolio contributing to the overall goal of increasing the ILO's global visibility in the area of labour migration (see section 4.3).

4.4.2 ILO's interaction with constituents

The ILO's unique tripartite structure, including Labour Ministries, employers and workers, can be both a strength and a challenge. Migration is an important topic for all three constituents, which look at migration issues from different perspectives: protection of migrant workers, labour migration management, protecting the labour market, addressing labour market shortages, etc. By nature, the ILO is well-equipped to bring these parties to the table, addressing the different migration challenges. On the other hand, migration is also a sensitive topic, as there are conflicting interests, for example between origin and destination countries and within countries (between different ministries, or between employers and workers). That makes it difficult to reach common policy with governments, employers and workers. By nature however, ILO's work has to be tripartite, involving these stakeholders. Case study 1 provides a key example of how the tripartite structure is working well within the Asia and Pacific region.

On the government side, ILO's traditional counterparts are Ministries of Labour. While Ministries of Labour do generally play a role in certain aspect of labour migration – such as issuing work permits, assisting labour market needs and

collaboration with employers and trade unions – in many countries the Ministries of Home Affairs, Justice or Foreign Affairs also deal with migration issues. Many respondents experience it as difficult, that when the ILO engages with Ministries of Labour, there can be a lack of specific knowledge on, and responsibility for, labour migration. The government parties dealing with migration are not always traditional ILO partners. In addition to this, staff turnover/rotations can impede the process of developing relationships of trust that can support and facilitate the work of the ILO.

Overall, however it seems that not all constituents are as active in technical cooperation projects. Employers, for example, do not engage as readily in migration projects. This does however depend on the topic and on the regional and national context. For example, if the ILO is working on a project that relates to skills development then it is evident that employers will be more interested in getting involved. If it is about restructuring the governance of labour migration, then employers may well have a clear position on how the government should act, however no power to act themselves.

4.4.3 ILO's interaction at the Regional level

The ILO works closely with several regional integration processes/economic communities such as the Association of Southeast Asian Nations (ASEAN), the Economic Community of West African States (ECOWAS), the Southern African Development Community (SADC), the East African Community (EAC), the Common Market of the South (MERCOSUR) and the European Union (EU) and to a lesser extent is involved in regional consultative processes such as the Colombo Process and the Abu Dhabi Dialogue²⁰. With regard to the interregional level, the evaluation revealed one major issue: the connection between origin and destination countries in several regions, for example between East and Northwest European countries,

²⁰ The Colombo Process is a Regional Consultative Process on the management of overseas employment and contractual labour for countries of origin in Asia. The Ministerial Consultation, referred to as the “Abu Dhabi Dialogue,” brought together for the first time the Colombo Process countries with the Gulf Cooperation Council (GCC) states, plus Yemen and two additional Asian countries of destination, namely Malaysia and Singapore (<http://www.colomboprocess.org/>).

between Asian and Gulf countries, between Central Asia and the Russian Federation and Kazakhstan or between East Africa and the Gulf Countries. Obviously, there are differences in interests and in policy approaches and actions between origin and destination countries but the ILO could do more to narrow the gap and bridge the origin and receiving countries, at least in terms of initiating dialogue. For a discussion of how the ILO is working on regional integration issues in Southern Africa see Case Study 8 in Appendix 1.

4.4.4 ILO's interaction with other actors in the international community

The ILO often works together with other international agencies such as IOM on joint projects and other activities. Overall, respondents are satisfied with this cooperation, for example they acknowledge IOM's added value and think that the IOM values the ILO's specific expertise and qualities.

In Asia and the Pacific recent collaborations with the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) and UN Women have been considered to be good examples of successful cooperation. At the regional level, under the leadership of ESCAP, the ILO and other agencies helped to organize a preparatory meeting for the UNGA High Level Dialogue of Migration and Development which was held in May 2013. A side event on migrant domestic workers was also organized jointly by the ILO and UN Women during the preparatory meeting. ILO/IOM collaboration has also begun in Myanmar, Afghanistan and East Timor.

There can however also be competition between international agencies and some difficulties in working together in a collaborative fashion. This is particularly true of the relationship between the ILO and IOM which was previously discussed in Section 4.3. The main challenges are judged to be ensuring there is added value in working together and avoiding any unnecessary overlap and duplications of work.

Nevertheless, all respondents agree that the migration issue should be seen from a comprehensive perspective. It is clear that the ILO mandate for labour migration is not always promoted as well as it should be. Guideline 2.7 of the MLF states that one of the means for ensuring international cooperation on labour migration is by:

“promoting the role of the ILO as a leading agency on labour migration, including in its interaction with other regional or international bodies involved directly or indirectly in labour migration issues.”

Different agencies, acting in correspondence with their specific mandate, each have their strengths and should try to work together on labour migration issues and reinforce each other when cooperation can bring significant advantages.

4.5 Strategic Fit of Work on Labour Migration

Guided by the following research question, this section considers the strategic fit of the ILO’s work on labour migration:

Does the current work that the ILO is doing with its projects, and/or other means of action: (a) forward its constitutional mandate; the 2004 ILC Action Plan for Migrant Workers; and in accordance with the Guidelines and Principles referred to in the Multilateral Framework on Labour Migration; and (b) respond adequately to the changing landscape of labour migration?

The ILO is clearly responding to the changing landscape of labour migration. It has focused on gender sensitive topics (such as domestic work), advocated for better statistics for measuring the impacts of migration programmes, which is significant in the context of a push for more temporary migration by many traditional destination countries, and focused on developing knowledge in areas relevant to international debates on migration and development. In addition, most of the ILO’s work on labour migration is focused on protection and a rights-based approach to labour migration, which is in line with its constitutional mandate and the 2004 ILC

Action Plan for Migrant Workers and is in accordance with the Guidelines and Principles referred to in the Multilateral Framework on Labour Migration (as highlighted in section 4.1). In terms of promoting a rights-based approach to labour migration that also acknowledges labour market needs, however, the work of the ILO could definitely be expanded. According to many respondents, both within and outside of ILO, **the link between migration and employment is not sufficiently established within the ILO's approach to labour migration.**

Many respondents therefore argue that the **ILO could or should do more on the employment (labour market needs) side of labour migration**, in collaboration with the employment department; or even better, should connect the two, without giving up the protection/rights-based perspective. ILO should consider the issue of labour migration as a particular issue amongst other labour market issues. First and foremost, it is argued, because employment and migration are interrelated in many ways. Moreover, such an approach would fit ILO's unique structure, incorporating both employers and workers (the former – to put it simply – are more focused on labour market needs, while the latter are naturally more focused on protection).

To a certain extent, according to some respondents, MIGRANT is 'caught in the middle' between the employment and social protection side, which could be attributed to what some call the 'structure of the house'. MIGRANT often had to choose whom (Employment versus Social Protection) to work with and was naturally more drawn towards the social protection side (as it was located in the Social Protection Sector) which makes some respondents ask for shorter lines of communication between departments. Given its new position within WORKQUALITY, MIGRANT may now be structurally closer to labour market institutions which may positively affect the working relationship. Respondents were asked for their initial impressions of the restructuring and the majority did not feel that much would change for MIGRANT; a few were dismissive of the changes and called for MIGRANT to be established as a distinct and separate department. It is, however, too early to assess the impact of the restructuring and as such this should be subject to evaluation in the future.

Additionally in section 4.1, it was already argued that more could be done in the sphere of connecting origin and destination countries. That is another way of better reconciling a rights-based approach and meeting labour market needs. Different regions have different priorities and emphasis. By working more on the link between origin and destination countries, searching for common grounds and thereby integrating the labour market needs and protection perspectives, the ILO could better reconcile the two in its work on labour migration.

4.6 Important Lessons Learned and Emerging Good Practice

4.6.1 Good Practice Examples

Throughout the report, numerous good practice examples of the ILO's work on labour migration have been cited. These are further supported by eight case studies that highlight particular examples of good practice from both a regional and thematic perspective. This chapter draws on the discussion in order to highlight important lessons and emerging good practice from the work that the ILO has been doing on labour migration since 2006²¹.

A number of these examples come directly from technical cooperation projects. For example, Case Study 1 demonstrates the strength of the ILO in terms of giving policy advice on labour migration issues. This strength is further supported by assistance given to Sri Lanka in the development of its migration policy which is also considered to be a good practice. Case study 3 highlights work that the ILO has done in linking labour migration and development and supporting labour migration governance through the creation of directorates for labour migration within the Labour Ministries of the countries involved in the Migrandina project. Case Study 4 and 5 provide good examples of how the ILO can work on the migration-employment nexus by focusing on issues such as skills shortages, skills recognition and the return and reintegration of migrant workers.

In the area knowledge generation key examples of good practice include work on statistics, research in key thematic areas such as domestic work (case study 2) and human trafficking (case study 6). Case study 2 is considered to be a good practice in the area of gender mainstreaming in the area of migration by the Bureau of Gender and Equality. It also addresses an area in which workers, often migrants, can be vulnerable to exploitation. Case study 6 provides a good example of how knowledge generation can provide a platform for further work. The project cited represents a case in which qualitative work was used to define the contours of the issue of human trafficking in the Arab States. This has opened doors to discuss

²¹ This should be viewed as a selected list of illustrative good practices and not as an exhaustive list.

human trafficking with ILO constituents, which has resulted in demand for quantitative studies to measure its magnitude of this issue. In turn, this can lead to evidence based policy advice and ultimately policy change that reflects a rights-based approach to labour migration. The project has also received media attention which supports the visibility of the ILO. Furthermore there have been requests to replicate the project in Africa.

Another interesting example is a collection of publications from a technical cooperation project in the African region in 2006²². The output was published as part of the International Migration Paper series and provides overviews of the statistical information systems on migrant workers, legislation concerning international migration, and summaries of the approach to migration and development for East Africa, West Africa and the Central Maghreb.

The ILO has also made contributions to the development of international statistics on labour migration. The ILO has worked with several countries²³ to introduce migration modules into labour force surveys. In addition, the module used in Ukraine is also being adapted by the Forced Labour Programme. At the upcoming International Conference of Labour Statisticians in October 2013, the ILO will present draft standards for assessing the impact of existing labour migration programmes/schemes for discussion. Additionally the ILO is working to ensure that decent work is at the centre of the Post-2015 development agenda through the publication of a discussion paper forwarding innovative indicators for measuring decent work.

There are several interesting good practice examples that can be cited in the area of advocacy. The GMS Triangle project (Case Study 1) has received media acclaim and in the Asia and Pacific region there have been many televised panel discussions on labour migration issues. The ILO TV channel on YouTube has also been an ideal place to raise awareness of the work that ILO is doing in the area of

²² The project was entitled "Managing Labour Migration as an Instrument of Development," implemented by the ILO with financial support from the European Union.

²³ Armenia, Ecuador, Egypt, Mauritania, Moldova, Thailand and Ukraine

labour migration. This is a relatively new development, which demonstrates the possibilities of social media in raising awareness on labour migration issues from a rights-based perspective. The promotion of Convention 189 has also been a good practice in the area of advocacy with eight countries already having ratified the convention.

The Labour Migration Academy at the ITC-ILO in Turin is also a good practice for multiple reasons. Firstly, the LMA can build the capacity of participants (constituents and other relevant stakeholders) through knowledge exchange and network creation. Participants from the LMA continue to be connected through the use of a Facebook group after the training course which has proved to be an excellent, and well used, platform supporting information exchange and knowledge dissemination. Secondly, the ILO brings together different international organizations representing progress in international cooperation on labour migration governance. The LMA is a place where a more global perspective of labour migration governance can be discussed both within and outside of the classroom and between both students and instructors. For a more detailed discussion see Case Study 7.

Good practice examples can also be cited from the ILO's work on regional integration processes (such as SADC, ASEAN, ECOWAS, CAEMC, EAC). Case Study 8 provides an in-depth look at regional integration in Southern Africa. A concrete example of how the ILO has provided input to SADC on labour migration is the recently adopted Labour Migration Action Plan 2013-2015. Another recent achievement with regard to labour migration and regional integration is that the ILO ensured the inclusion of a robust section on labour migration in the draft Employment and Labour Protocol, developed by SADC, which will guide the SADC policy framework in the labour market area.

4.6.2 Areas for improvement

Migration Specialists

Good practice examples can also assist in highlighting areas that the ILO could strengthen its work on labour migration. For example, another notable good practice is the placement of migration specialists in the RO for Asia and the Pacific in Bangkok and in the RO for the Arab States in Beirut. Given the evaluation's focus – on ILO's approach to labour migration – the topic of whether other regions should have a migration specialist came up during many of the interviews.

While opinions did vary, the **majority of respondents would welcome at least one migration specialist in each of the main regions**. Many argue that it is difficult to get things done without a dedicated person. If there are more people in the field, more work can be done. Especially since migration is a cross-cutting issue that falls between the typical ILO disciplines, often the question is who will deal with migration. A migration specialist can also increase visibility. The migration specialist can really keep track of labour migration developments and the responses of governments and other ILO constituents, will better understand labour migration policy and legislation, can be present at conferences and training courses and can acquire media and public attention for ILO's activities in the area of labour migration. Although this entails resources, many argue that having a migration specialist can also increase demand for ILO's work in the area of labour migration and thereby increase resources:

“To develop projects, you need funds. That requires a specialist. Once you have the projects, you need basic achievement and quality. That also requires a specialist.”

In short, a migration specialist can mobilize resources, contribute to making ILO's work in the area of labour migration more sustainable, and help to mainstream migration issues into the broader work of the ILO. While GENDER has eight dedicated specialists around the world – and considered this too few – MIGRANT

has two. In Latin America and the Caribbean there is demand for at least two migration specialists due to the geographical size of the region, and the same is true for Africa. In Asia and Pacific there is a desire for further migration specialists to complement the work that is already being done in the region.

There were however concerns raised about the viability of creating further migration specialist positions. Resource allocation was pinpointed as the primary impediment to the creation of migration specialist positions in other regions. Others argued that this related to the will of management in regional offices and the extent to which labour migration issues were prioritized. It was argued that, if there is commitment at the highest levels within the organization, resources can be allocated to have a migration specialist in other regions as well. There may, however, also be a requirement for a visible demand from constituents in the region. Nevertheless, to forward the work of the ILO in the area of labour migration the evaluators recommend that **at least one** migration specialist is assigned to each regional office.

In case a lack of resources precludes having more migration specialists in the field, several other suggestions can be offered to increase technical capacity in the area of labour migration. For example, through technical cooperation projects, migration specialist could be hired who can do the work and work closely with the other specialists. However, the drawback in that case would be the lack of sustainability. Once the technical cooperation (TC) project comes to an end, the migration specialist will be gone. Moreover, it misses out on the added advantage of the migration specialist being able to acquire more resources with regard to labour migration, while not busy with specific TC projects.

Another possibility would be to have someone in a mixed position. For example when migration issues are very much linked to employment or gender issues, migration can be added to the portfolio of the employment or gender specialist to mainstream migration in other areas, as is already done in Budapest. Although in that case, it is important to really invest in building the capacity and technical expertise on migration of those specialists. Moreover, this would only work when

migration does not just come on top of existing tasks, as many specialists are already overwhelmed with other tasks. Combining the two areas, while not cutting back on some of the employment specialist's tasks, will not be a solution.

Data and knowledge

There is a general lack of information and hard data on labour migration in many countries, in particular in developing countries. Migration issues should be mapped and proper labour market information systems – sufficiently responsive to labour migration issues – should be developed. Given its generally strong focus on data and knowledge, this is one area where the ILO could make a difference and take the lead.

General strategy and labour migration issues

The ILO has an important role to play and is consulted in many important processes with regard to labour migration. Nevertheless, the ILO could still engage in dialogue in a more systematic way. The ILO should develop a comprehensive strategy and cohesive direction for its work on labour migration

A key area in which the ILO could develop relates to cooperation between origin and destination countries whether inter- or intra-regionally. One area in which the ILO is already working to an extent is in the recognition of formal and informal learning. Labour migrants who have gained skills and experience abroad do not necessarily benefit from these upon their return. As discussed in section 4.1.6, the ILO has the potential to play a much larger role in this area. This would also require working with less traditional counterparts such as Education Ministries.

Another issue which also has to do with bridging origin and destination countries – and on which the ILO is already working but might be able to do more – is the portability of social security. In a world of increasing mobility, it is an important challenge to ensure better portability of social security (i.e. pensions) between origin and destination countries. The ILO can play an important role in bringing the

different actors together. For example, with regard to portability of social security, countries have to sign bilateral agreements, which are commonly negotiated by Ministries of Foreign Affairs. They are however, not the technical specialists with regard to labour migration. The ILO can bring these parties and social partners together and show them how to develop and implement such agreements.

5. Key Findings and Recommendations

The ILO is clearly responding to the changing landscape of labour migration. It has focused on gender sensitive topics (such as domestic work), advocated for better statistics for measuring the impacts of migration programmes – which is significant in the context of a push for more temporary migration by many traditional destination countries – and focused on developing knowledge in areas relevant to international debates on migration and development. Most of the ILO's work on labour migration is focused on protection and a rights-based approach, in line with its constitutional mandate, the 2004 ILC Action Plan for Migrant Workers and the Guidelines and Principles referred to in the Multilateral Framework on Labour Migration. The ILO's key thematic areas include: migrant worker rights (including social security), labour migration governance, human trafficking, domestic work, forced labour and skills development.²⁴ This section outlines the key findings of the evaluation and accordingly offers some recommendations for the future.

Considering the recommendations made by the independent evaluators in 2008, as outlined in Section 1, the ILO has taken steps to address some of the recommendations made. For example, the ILO has been more active in collaboration with other organizations with regards to forwarding its mandate on labour migration issues and has 'stepped up' its action on positively linking migration and development as evidenced by its growing technical cooperation portfolio and other means of action. The ILO could however be clearer on their internal strategy on labour migration and how it can be mainstreamed across the ILO and could clearly develop a better reporting system for monitoring and evaluation of its work on labour migration.

²⁴ Other areas of work included: non-discrimination and equality, gender, employment policies, statistics, social protection and social finances and remittances.

5.1 Main Findings

The key findings of the evaluation are listed below:

- The ILO has a large and cross-cutting portfolio of work on labour migration as well as considerable expertise in this area. Activities are not solely located within MIGRANT and do not always relate to Outcome 7 (More migrant workers are protected and more migrant workers have access to productive employment and decent work). Work on labour migration is not a new development within the ILO given the Organization's historic relationship with this topic.
- However, the dissemination of ILO's work in this area is not commensurate with actual achievements. Regular reports on work and key successes, reflecting some of the information presented in Programme Implementation Reports, as well as a stronger on-line presence and showcasing good practices can be suggested to improve dissemination, although it is acknowledged that better outreach has financial and human resources costs. Gaps have also been identified in the area of statistics on labour migration and standards for collecting them. Strength lies particularly in the area of knowledge creation (research, embeddedness in research networks and partnerships with renowned institutions) and policy advice grounded in strong legal expertise. Human resource constraints appear as a key reason for any loss of momentum in recent years.
- The evaluation has compared topics covered by the ILO (via its different means of action) in the period 2001-2005 with themes covered in 2006-2010 and finds that new emerging thematic areas and topics with an expanded publication portfolio in the latter period reflect well the changing landscape in international migration. A review of publications that appeared between 2011 and 2013 further confirms this judgment. In future, it could be useful to work more on policy impact assessments, including on

outcomes for migrant workers, in particular since the ILO appears to have a comparative advantage regarding issues of migration governance and the well-being of migrant workers and these questions have received less attention in global debates in recent years.

- The Office has responded to the findings of an earlier external evaluation (of 2008, see GB.303/PFA/3/5) in collaborating more with other organizations to advance the ILO's mandate on labour migration and in stepping up action on positively linking migration and development, as evidenced by a growing technical cooperation portfolio and other means of action.
- However, the 2008 evaluation also called for increased internal coordination and coherence to do justice to the cross-cutting nature of labour migration, and despite efforts to mainstream labour migration across the Office, in this area the ILO still lacks a clear strategy and a well-functioning reporting system. Not all migration projects and other activities are labelled as such, and the current programme and budget indicators and targets with their focus on individual countries, instead of bilateral, regional or inter-regional approaches, are also not helpful in this context.
- In addition, in mainstreaming labour migration across the Office the employment-migration nexus was somewhat neglected in the period under review and relatively less attention paid to labour migration as an element for effectively operating labour markets. The evaluation attributes this chiefly to the location of the then International Migration Programme, now Labour Migration Branch (MIGRANT), in the Social Protection Sector and welcomes MIGRANT's new position within the Conditions of Work and Equality Department (WORKQUALITY). Structurally, this places MIGRANT close to work on labour market institutions.
- The ILO's unique tripartite structure, bringing together Governments, Workers and Employers is clearly a positive construction that adds value in the area of labour migration, even if cooperation is challenging occasionally.

The ILO is the only international organization in the position to assist in the development of labour migration policies that adequately reflect the interests of all actors in the world of work.

- The evaluation finds that generally the Office has worked more with Governments than with Workers and Employers on labour migration issues and sees increased engagement with Employers and Workers as crucial.
- There is momentum in international circles for an increased role of the ILO in the area of migration and the Director-General has signalled a growing commitment to work on labour migration, based on constituents' requests. Preparations are underway for ILO participation in the next UN High Level Dialogue on International Migration and Development, to be held in New York on 3-4 October 2013, and an ILO Tripartite Technical Meeting on Labour Migration, scheduled for 4-8 November 2013, will provide the opportunity for discussing follow-up to this Dialogue. Importantly, partnerships with concerned international actors will be strengthened while the ILO chairs the Global Migration Group (GMG) in 2014, and the ILO will be able to influence the international agenda during this time. The ILO takes the Chair at a moment of reform of the GMG and in the midst of worldwide discussions regarding the post 2015 development agenda.
- The ILO Multilateral Framework on Labour Migration has perhaps not gained the international recognition that was anticipated by some but it has definitely proven a useful tool for ILO staff in ensuring that technical projects and policy advice align with ILO strategy. External actors and constituents interviewed during the evaluation were generally aware of the Multilateral Framework and spoke positively about it, considering it to be a good reference guide.
- Nonetheless, next to the Multilateral Framework, an additional supplementary companion would be useful in order to provide continued updates of good practice, examples of practical implementation, and more

specific insights into areas not currently covered in-depth by the ILO Multilateral Framework on labour migration.

5.2 Recommendations

The evaluation prompts the following recommendations:

- The ILO should develop a common vision/strategy on labour migration, which feeds into Outcome 7, but one that is also based on other areas of the results framework. This strategy should focus on three key areas of labour migration:
 - the protection of the rights of migrant workers;
 - meeting labour market needs (including skills development based on skill shortages, skills recognition and skills matching);
 - the governance of labour migration.
- Better links should be established between the different areas dealing with migration issues. MIGRANT should play a central and coordinating role: heading the development of a coherent strategy, bringing together others working on migration issues and creating better linkages to the Decent Work Agenda. The ILO's new programming tools, the Areas of Critical Importance, could offer possibilities in this regard.
- The ILO should develop their website to provide a clearer overview of their work portfolio on labour migration, and the MIGRANT homepage should reflect the coordinating role of this ILO unit.
- Projects relating to migration should be clearly tagged to allow for an efficient and transparent reporting system. This strategy should identify key gaps in work on labour migration where the added strengths of the ILO can be best utilized, and look for opportunities to bring these skills into

partnership with other international organizations working on migration (IOM, OHCHR, UNHCR, UNDP, etc.).

- It is evident that the ILO is already playing a significant role in the development of international labour migration statistics. However, it is also evident that this work has fallen to the wayside and could therefore be revitalized. Migration statistics are a key component of knowledge generation which is essential for the development of better policy interventions that are in line with ILO standards. The evaluators therefore strongly recommend that a person dedicated to labour migration statistics be placed in the Department of Statistics.
- The majority of respondents agreed that having a Labour Migration specialist in every region would be the ideal scenario, as this can increase visibility on the ground, assist in establishing and nurturing relationships with constituents, and increase the size of the technical cooperation portfolio (as seen in the Asia-Pacific region and the Arab States). It is however acknowledged that this requires resource allocation and depends on the extent to which migration is seen as a regional priority.
- If creating posts of regional labour migration specialists in Africa and/or Latin America is not possible, the nascent system of 'labour migration focal points' should be further developed and institutionalized, following a critical examination of its present functioning, strengths and weaknesses. Currently, regular ILO staff serving as experts on other technical matters, such as employment or social protection specialists, act as focal points, as do some Chief Technical Advisors and other project personnel working on migration related projects. In the context of such a focal point system, a mapping exercise of where in the ILO knowledge lies on specific migration issues will also be of use.
- The ILO should develop a new public relations strategy and devote more time and resources to disseminating its findings. One focus should be to

increase the ILO's visibility and to assist it in becoming the go-to organization for issues on labour migration.

- The ILO should prepare biennial reports on their portfolio of work and key successes in the area of labour migration, and the best practice database should be updated on a regular basis. This will not only assist the ILO in monitoring the progress of their strategies but will also act as a tool for constituents and as a way of marketing the strength of the ILO.

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Appendix 1 Case Studies

Case Study 1: Asia and the Pacific: GSM Triangle

The ILO's Regional Office for Asia and the Pacific works in one of the most diverse regions in the world. With a population of more than 4 billion people, the region is home to two-thirds of the world's poorest populations, a great contrast to some of the wealthiest countries in the world, which are also located in the region. Asia and the Pacific have also been afflicted by serious challenges in recent years, ranging from economic crises to natural disasters. In this context, the ILO works with its members in the region aiming to strengthen institutions and promoting local development while advocating for fundamental principles and rights at work in order to ensure benefit to all sections of society. Furthermore, the ILO's work in Asia and the Pacific responds to the five priority areas that were set out for the Asian Decent Work Decade (2006-2015), one of which is the governance of labour migration (ILO, 2006b).

The relevance of labour migration in Asia and the Pacific is reflected in the ILO estimates, reporting more than 33 million migrant workers in the region, which account for more than a third of all migrant workers in the world. The region's high-profile in migration issues is also a consequence of the concentration of a considerable number of both migrant origin and destination countries; thus making the ILO's labour migration programmes essential to effectively protect migrant workers (ILO, 2006b).

Overview of the Regional Office and the projects related to migration

The ILO opened its first field office in the region in 1946 in India, and only in 1966 did the operation move to Bangkok to what is now known as the ILO's Regional Office for Asia and the Pacific (Dow, 2009). Currently, the Regional Office supports

work in 34 member countries²⁵ in cooperation with two Decent Work Technical Support Teams, 11 country offices and seven liaison/project offices.

In accordance with the region's priority on labour migration, since 2006, more than 40 projects have been implemented in Asia and the Pacific by the ILO addressing this issue; 12 of which were conducted under the supervision of the Regional Office (Table 1). Most projects aim at improving labour standards and the protection of rights for migrant workers. Nonetheless, other projects have also covered issues such as trafficking of persons and forced labour (which are, unfortunately, still a prominent concern in the region), health, and labour migration in general.

The Regional Office has also been very active in promoting events such as conferences and workshops to address the concerns and needs relating to labour migration in the region (since 2006, more than 200 events have been organized). Furthermore, the Office's work is well-documented in the official ILO website. In addition, the Asia-Pacific Migration Network (AP-Magnet) conceived in 2010, provides a platform for knowledge sharing aimed at migration professionals and practitioners. Since 2007 the region has benefited from the recruitment of a migration specialist.

Tripartite Action to Protect Migrant Workers within and from the Great Mekong Sub-region from Labour Exploitation (GMS TRIANGLE Project)

“The Greater Mekong Sub-region (GMS) and neighbouring countries comprise one of the world's most dynamic migration hubs. There are well over two million migrants in both Thailand and Malaysia, and the number of migrants from

²⁵ Afghanistan (The Islamic State of), Australia, Bangladesh (The People's Republic of), Brunei Darussalam, Cambodia (The Kingdom of), China (The People's Republic of), Fiji (The Republic of), India, Indonesia, Iran (Islamic Republic of), Japan, Kiribati (The Republic of), Korea (The Republic of), Lao People's Democratic Republic, Malaysia, Maldives (The Republic of), Marshall Islands (The Republic of the), Mongolia, Myanmar (The Union of), Nepal (Federal Democratic Republic), New Zealand, Pakistan (The Islamic Republic of), Palau (Republic of), Papua New Guinea, The Philippines (The Republic of the), Samoa (The Independent State of), Singapore (The Republic of), Solomon Islands, Sri Lanka (The Democratic Socialist Republic of), Thailand (The Kingdom of), Timor-Leste (Democratic Republic of), Tuvalu, Vanuatu (The Republic of), and Viet Nam (The Socialist Republic of).

Cambodia, Lao PDR and Vietnam continues to rise. The structure of the economies and demographic evolution is driving the need for low-skilled workers in labour-intensive jobs; and established chain migration links match this demand with a steady supply of migrants attracted by the wage differential” (Baruah, 2013).

The Tripartite Action to Protect Migrants within and from the Greater Mekong Sub-region from Labour Exploitation (the TRIANGLE project) was launched in June 2010, funded by AusAID, and currently covers five countries in the region: Cambodia, Lao PDR, Malaysia, Thailand and Vietnam. Originally, China was meant to be the sixth country but delays in the implementation of the project led to a shift of focus towards extending activities to Myanmar.

The project aims to significantly reduce the exploitation of labour migrants through increased legal and safe migration and improved labour protection. More specifically, the objectives are, firstly, to improve the legal framework in collaboration with governments and social partners through the review of policy and legislation. Secondly, to engage in capacity building through technical cooperation in the development of tools and delivery of training for Ministries of Labour, trade unions, employers’ organizations, recruitment agencies and NGOs. And finally, to provide support services for migrants and potential migrants and their family members in the form of information and counselling as well as legal assistance.

One of the key aspects to fulfilling the proposed outcomes within each objective is the close collaboration with the implementing partners. After two and a half years of operation, the last report states the project managed to provide assistance to 13,044 direct beneficiaries, of which 46 per cent were women.

Strengths and Weaknesses

The GMS TRIANGLE Project is an example of the ILO’s successful tripartite and multilateral framework in practice. In contrast to other projects, this project benefitted from three months of funding dedicated to planning and design. This

enabled a baseline study to be conducted, which facilitated the choice of the areas in which the project would be implemented. The design period was also essential to engage ILO's constituents and future partners in the consultation process for the elaboration of activities and goals, which resulted in the high sustainability of the project. The GMS TRIANGLE is also notable for formalizing cooperation agreements, particularly through Memorandums of Understanding (MoUs) between the ILO and its partners relating to project implementation. Another essential contributor to the project's success is its cost-efficient structure, based on the exercise of cost-sharing with other projects, as well as other interested organizations working in the region. The GMS TRIANGLE has also achieved great visibility both in the media and among migration experts through the organization of two discussion forums on the AP-Magnet knowledge-sharing platform.

However, the project's implementation to date has faced obstacles, including the institutional limitations of ministries given the sensitivity of migration issues, restrictive policies and project objectives in relation to improving legal frameworks. Furthermore, some of the partners required more capacity strengthening and training than planned. For instance, this was reflected in the slow implementation of the Migrant Worker Resource Centres (MRCs), resulting in suboptimal outreach to the migrant communities. Moreover, external factors such as the elections and the floods in Thailand also affected project implementation. On a different note, in Malaysia, the late recruitment of the National Project Coordinator (NPC) resulted in difficulties and delays in the implementation of project activities and evidenced the importance of NPCs' presence on the ground. Minor changes in partners and in personnel did not affect the project's progress.

Challenges and Opportunities

The GMS TRIANGLE Project has two more years left until completion, a period in which several challenges and opportunities must be addressed in order to ensure the project's success.

On the one hand, funding for the Tripartite Action for the Protection and Promotion of the Rights of Migrant Workers in the ASEAN Region (ASEAN TRIANGLE Project)²⁶ was approved by the Canadian International Development Aid and started its implementation in May 2012. Both TRIANGLE projects have closely linked objectives and approaches and their coordination is an opportunity to enhance the effectiveness of the ILO tripartite activities in the region. Whereas the GSM Project focuses on the development of country-specific outcomes, the ASEAN Project aims at providing regional tools and frameworks. Coordination between the two projects represents a challenge for the future implementation of the GSM TRIANGLE project.

Additionally, the GSM TRIANGLE is scheduled to start activities in Myanmar. Given progress to date, the Myanmar implementation can adjust to the already observed obstacles faced by the project. Furthermore, the ILO Mid-Term Evaluation Report gives some guidance as to how the extension of activities in Malaysia can be more sustainable given the shorter implementation period. Suggestions include restraining the ambition of the project considering the fact that the government has to deal with many other priorities; as well as reducing the number of MRCs from four to two, once their implementation has shown to be slower than planned.

Another area of improvement for the upcoming years of the project is reporting and evaluation. Currently, results have only referred to the outcomes of the project's activities which depend greatly on the individual implementing partners' abilities to report reliable information. Reporting can thus be improved in two manners. Firstly, implementing partners must be trained and capacitated regarding the gathering and communication of results. Particularly in the MRCs, data must be more specific as to what kind of assistance was provided, under what conditions and to what kind of participant. Data should also be disaggregated by country in

²⁶ “The TRIANGLE project aims to significantly reduce the exploitation of labour migrants in the region through increased legal and safe migration and improved labour protection. The project will be implemented in Cambodia, Indonesia, Myanmar, Lao People's Democratic Republic, the Philippines, Thailand and Viet Nam. The project will promote both bilateral and regional approaches to deal with shared concerns, make regionalism more effective, and enhance the capacity of institutions in ASEAN. The project objectives are in line with the strategic priorities of the ASEAN Labour Ministers Work Programme (2010-2015)” (ILO Asia and Pacific homepage).

order to facilitate the assessment of goals and deficiencies that must be prioritized and further addressed in each context. Second, the project only contemplates the evaluation of the outcomes and not of the impacts. This must be incorporated into the strategy in order to obtain a more significant understanding of the project's importance and shortcomings.

Finally, communication among the implementation partners throughout and across countries should be facilitated to a greater extent. Knowledge and experience-sharing has a great potential to contribute to the project's outreach and successful outcome.

Lessons learnt

- Involving implementing partners at the project design stage leads to realistic approaches and ownership of a project. Government buy-in is particularly important.
- Direct support services are useful to provide an immediate direct impact on the beneficiaries and have the potential to influence policy discussions leading to a more favourable environment for migrant workers.
- ILO's support is vital for promoting the tripartite approach.
- Regional approach: value in sharing of approaches and experiences with constituents across countries.
- More investment is necessary for capacity building of local partners, which also requires more backstopping (ILO, 2012c).

Evaluation of the GMS Triangle Project	
Relevance and strategic fit	<p>The GMS TRIANGLE project was designed to link a number of outcomes of the ILO Global Programme and Budget 2010-2011, to tie in closely with national development priorities and with the Decent Work Country Programmes, and is in line with a number of partnership commitments outlined in the Partnership Agreement between the Australian Government and the ILO (2010-2015), in particular the encouragement of tripartite constituents to be equal participants in labour, employment and social protection dialogue, as well as the promotion of gender focussed activities.</p> <p>The overall strategy of the project is based on the development of legal, safe and orderly recruitment channels and improved labour protection mechanisms. The project is coherent with national policies and development plans, also taking into account the Multilateral Framework for Labour Migration.</p>
Validity of design	<p>Differently from most, this project benefitted from a four month funding dedicated to planning and designing. This enabled a baseline study to be conducted, which facilitated the choice of the areas in which the project would be implemented. The design period was also essential to engage ILO's constituents and future partners in the consultation process for the elaboration of activities and goals, which resulted in the high sustainability of the project. The GMS TRIANGLE is also notable for formalizing cooperation agreements, particularly through Memorandums of Understanding (MoUs) between the ILO and its partners.</p> <p>Furthermore, the three objectives of the project have been clearly stated and defined, taking into account the situation and complexities of each country.</p>
Progress and effectiveness	<p>Overall, good progress has been made by the project.</p> <p>At the institutional level, the project has been successful in providing support to policy adjustments and polity formulation in each country's development context through the adaptation of activities in order to meet circumstances and requirements in each country as well as priorities given by the governments. One of obstacles faced has been the institutional limitations of ministries given the sensitivity of migration issues, restricting policies and project objectives in relation to improving legal frameworks.</p> <p>Regarding the provision of capacity development support, GMS TRIANGLE has been able to reach both authorities at the central and provincial levels, as well as trade unions. It has provided an efficient platform to involve all tripartite constituents and other stakeholders. Due to its regional approach, it also allowed the sharing of information on the situation in the countries of destination and the countries of origin. However, communication among the implementation partners throughout and cross-countries should be facilitated to a greater extent.</p> <p>Finally, the direct support services administered through the Migrant Worker Resource Centres (MRCs) set up under different management arrangements have made good progress in most of the 19 locations. However, some of the partners required more capacity strengthening and training than planned. This was reflected in the slow implementation of the MRCs, resulting in suboptimal outreach to the migrant communities. After two and a half years of operation, the last evaluation report states that the project managed to provide assistance to 13,044 direct beneficiaries, of which 46% were women.</p>
Efficiency of resource use	<p>A detailed analysis of the expenditures versus the budget has not been made.</p>

	<p>The operational planning of the project is made by means of successive annual work plans in which activities are agreed between all stakeholders and corresponding budgets defined. Budgeted resources have been correctly managed according to ILO procedures; corrective actions have been taken when required.</p> <p>Another essential contributor to the project's success is its cost-efficient structure, based on the exercise of cost-sharing with other projects, as well as other interested organizations working in the region.</p>
<p>Effectiveness of management arrangements</p>	<p>The human resource set up of the project is adequate, but implies an important work load for all team members to cover all activities and deal with all duties deriving from their respective responsibilities.</p> <p>A number of positive factors have contributed to the successful delivery of activities, in particular the commitment of the project team and of most project partners. Other factors include the recognition of ILO's backing, as well as the close cooperation between authorities, trade unions, industry actors and NGOs in all countries.</p> <p>In Malaysia, the late recruitment of the National Project Coordinator (NPC) resulted in difficulties and delays in the implementation of project activities and evidenced the importance of NPCs' presence on the ground. Generally implementing partners have been efficient, although some additional efforts are needed in Lao PDR to better monitor project activities and performance.</p> <p>Minor changes in partners and in personnel did not affect the project's progress.</p>
<p>Impact orientation and sustainability of the intervention</p>	<p>There is no measurement mechanism in place which could deliver key information on impact during implementation. This applies both to the project in terms of overall impact and to the individual activities carried out by the implementing partners. Additionally, until present date, many activities (ie. the MRCs) haven't had enough time to generate the expected outputs, making it difficult to assess the ultimate impact of the project.</p> <p>At the institutional level, the project is providing support to governments in revising existing labour laws and regulations or in helping to define new ones in line with national policies and priorities. This is expected to provide a significant contribution to positive long-term effects of better policies.</p> <p>The practical tools developed by the project are likely to produce a direct impact if their use is extensively promoted and better enforced. Capacity development activities implemented by the project are essential but face lack of knowledge management in benefitting organizations.</p> <p>Direct support to migrant workers facing difficult situations in receiving countries and to potential migrants and their family members in countries of origin provides a direct short-term impact for the beneficiaries and a potential longer-term impact through the reporting mechanisms feeding into advocacy campaigns, media coverage and policy dialogue.</p>

Case Study 2: Domestic Work in the Arab States

In recent years, ILO's work on domestic workers has gained momentum. This is, in part, attributed to the promotion of Convention 189 on domestic work from 2011. Additionally, the Bureau of Gender and Equality considers the work of the ILO on domestic workers to be a good practice from a gender mainstreaming perspective.

The ILO estimated that there are currently at least 52.7 million domestic workers worldwide. Since in a number of regions (e.g. Arab States) this work is predominantly carried out by women and migrants, often in an informal way, domestic workers are particularly vulnerable to discrimination and to other abuses of human rights. As a cross-cutting issue, domestic work therefore links up with several other dimensions, such as gender and international migration. However, domestic work continues to be undervalued and invisible, which makes the work of the ILO in this field, with its mandate to protect the rights of all workers, even more relevant. In response to this, the ILO adopted a "Strategy for action towards making decent work a reality for domestic workers". It aims, among other things at building and strengthening national institutions, promoting policy and legislative reforms, facilitating the organization and representation of domestic workers and their employers and fostering awareness-raising and advocacy on domestic workers' rights (ILO, 2012b).

In order to provide a good example on how this strategy can be translated into action, this section provides an overview of a programme implemented by the ILO Regional Office for the Arab States which aims to protect the rights of women migrant domestic workers in Lebanon. This programme is chosen as a case study because it interlinks the different dimension of domestic work and is implemented on several levels. It is also considered a flagship project within the region. As the project is ongoing, the conclusions drawn here should be treated with caution.

Domestic Worker Convention No 189

The ILO's Domestic Worker Convention No 189 was adopted by the International Labour Conference in 2011 and is a legally binding instrument that seeks to promote specific protection for domestic workers in order to guarantee decent work. Currently eight countries have ratified it: The Philippines, Uruguay, Italy, and Mauritius, Bolivia, Nicaragua, Paraguay, and South Africa¹. It, along with accompanying Recommendation No. 201, provides important guidance and provision relating to the protection of migrant domestic workers.

Promoting the Rights of Women Domestic Workers in Lebanon (PROWD)

As in other countries, migrant domestic workers in Lebanon are important contributors to the national economy as well as to the economic and social development in countries of origin. It is estimated that there are up to 270,000 documented migrant domestic workers in Lebanon, in addition to an unknown number of undocumented workers. The majority of migrant workers are women, who come from countries in Asia and Africa aiming to improve their lives and the lives of their families. However, in reality they often remain invisible in labour statistics, laws and policies.

In response to this, the ILO implemented, in partnership with Lebanon's Ministry of Labour, the "Action Programme for Protecting the Rights of Women Migrant Domestic Workers in Lebanon" in 2011. The main objectives of the project are to build capacity of the key stakeholders to manage, coordinate and monitor the working terms and conditions of female migrant domestic workers and to increase the awareness among social partners and the general public on this issue in Lebanon. In 2012, a Project Advisory Committee (PAC) was established to assist the project and to provide a platform for social dialogue and cooperation. The PAC involves representatives from the Ministry of Labour, Ministry of Interior, Ministry of Social Affairs, Ministry of Education, Ministry of Justice and the National

Statistics Offices. Beside these governmental institutions, trade unions, the Syndicate of the Owners of Recruitment Agencies in Lebanon (SORAL) and non-governmental organizations working in the field of migration are represented. The project includes a number of different activities that work towards meeting the overall objectives of the project. For example, a standard unified contract was developed by the Ministry of Labour with ILO assistance and discussed during a tripartite roundtable meeting. A code of conduct for private placement agencies was also developed by the Syndicate of the Owners of Recruitment Agencies in Lebanon (SORAL), with ILO's assistance. Workshops for media and communication specialists were also arranged and a series of short stories for children was written to increase the visibility of domestic workers in Lebanon. Thus, it is a comprehensive project that focuses on the whole picture and works beyond the tripartite approach, as beside the regular constituents, other important stakeholders are also included.

The table at the end of the case study provides an overview of the evaluation of the programme, covering five criteria and based on information obtained from interviews conducted with ILO staff at the regional office, as well as information from a draft version of a Mid-term Evaluation Report.

Conclusion

This case study seeks to illustrate the complexity surrounding the issue of domestic work, as well as the work that is being undertaken by the ILO in response. The "Action Programme for Protecting the Rights of Women Migrant Domestic Workers in Lebanon" presents good practices as well as lessons learned from addressing its challenges. The project has an ambitious set of objectives and many of them are interlinked. Therefore, coordination is one challenge as it requires a lot of time, and if problems arise in one area other areas are influenced as well. Moreover, the project is operating in a challenging context and environment. The country has a very volatile political and security situation, with weak institutions and ongoing political changes, which makes it difficult to obtain any meaningful change and to implement sustainable measures. In addition,

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migration is a sensitive issue and it does not seem to be a priority for the government, given the general political challenges and political segregation, and particularly in light of the Syrian refugee crisis.

Considering these challenges, the ILO has proven to be a credible and trustworthy partner for the stakeholders in question. The project has demonstrated great success in building partnerships amongst the stakeholders in question with widely varying positions and agendas. It has also raised public awareness of migrant domestic workers. This is further favoured by several actions and measures of the ILO Regional Office in Beirut that seek to move the issue of migration up on the policy agenda. Focusing on an approach to change the mentality and attitudes of the broader public in regard to domestic work and migration might also result in policy changes in the long-term.

Case Study 3: Developing the Institutional Capacity on Migration Issues to Contribute to the Development of the Andean Region (Migrandina)²⁷

Overview of the Regional Office and the projects related to migration

The ILO's work in the Latin American and Caribbean region started in 1953 with the arrival of the Technical Assistance Mission to Peru. However, only in 1968 did Lima become the official headquarters for the ILO in the region with the establishment of the Regional Office for Latin America and the Caribbean. The Regional Office is responsible for overseeing work in 44 countries²⁸ with the support of four Decent Work Teams, four country and sub-regional offices and a research centre (ILO, 2013b). Possibly due to the fact that migration itself is not treated as a priority, the projects in which migration issues are addressed fall under diverse categories, ranging from child labour to gender equality and youth employment, among others. Migration is also addressed in the Decent Work Country Programmes, which, in the current economic and political context, have come to play an important role in the ILO's strategy for the region (ILO, 2013c).

Developing the Institutional Capacity on Migration Issues to Contribute to the Development of the Andean Region

Aiming to address migration issues in the absence of integrated policies in four countries (Bolivia, Colombia, Ecuador and Peru) in the Andean region, the Migrandina Project ran from January 2008 to March 2012 and was funded by the Spanish Ministry of Employment and Social Security²⁹. This initiative was considered the best practice in promoting the development of comprehensive policies for labour migration governance in the region and was successfully

²⁷ Original project title: Fortalecimiento institucional en material migratoria para contribuir al desarrollo de los países de la región andina.

²⁸ Anguilla, Antigua and Barbuda, Argentina, Aruba, Bahamas, Barbados, Belize, Bermuda, Bolivia, Brazil, British Virgin Islands, Caicos Islands, Cayman Islands, Chile, Colombia, Costa Rica, Cuba, Curaçao, Dominica, Dominican Republic, Ecuador, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Montserrat, Nicaragua, Panama, Paraguay, Peru, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Sint Maarten, Suriname, Trinidad and Tobago, Turks, United States, Uruguay and Venezuela.

²⁹ Ministerio de Empleo y Seguridad Social, formerly Ministerio de Trabajo e Inmigración de España.

embedded in the ILO's Multilateral Framework on Labour Migration. The project's overall objective was to improve the lawful movement of migrant workers through the institutional strengthening of the appropriate management structures, as well as to encourage social dialogue and better mutual understanding on migration issues. The focus of the project resided particularly in the flow of migrants between the beneficiary origin countries and Spain, and was conceptualized under a triple-win situation framework.

Migrandina contemplated three sets of activities. Firstly, the strengthening of government and social actors' capabilities in gathering and systematizing information and technical knowledge necessary to improve the governance of labour migration flows. Secondly, to create and strengthen existing management units designed to provide vocational training and establish intermediation systems for potential migrants. Finally, to establish a support mechanism for the voluntary return of migrants. Whereas the first two components were successfully accomplished through the institutionalization of positive actions for migration, the evaluators of the project find that the third factor was less successful despite generating good results. This is largely attributed to the initial design of the project in which the return component lacked focus on labour migration issues related to return and to the circulation of workers. Due to this lack of focus, some countries (i.e. Ecuador) found it difficult to implement activities relating to this objective. After the mid-term evaluation, actions were redesigned, taking this specific focus into account. The redesign was facilitated by the project's flexible structure, which also facilitated the adaptation of the objectives to each country's context.

The greatest achievement of the project was the creation of directorates / offices for labour migration within the labour ministries of each of the countries involved. This grants governments the autonomy and capability to develop their own migration governance policies. The project was also successful in establishing coordination mechanisms between different sectors of the government for migration policy, as was the case of the *Comisión Mixta* in Ecuador and the *Mesa Intersectorial* in Peru. Both bodies are based on the ILO's tripartite framework. Furthermore, in order to improve the cost-efficiency of the project, Migrandina

coordinated with other ongoing initiatives in the region such as the Social Protection project and ACTRAV. Additionally, Migrandina was able to create a regional expert network through the organization of the Sub-regional Courses on International Labour Migration “Towards strengthening of capacities in labour migration governance in the Andean countries”³⁰.

Integrated policies have proven to be a good approach in bringing together different stakeholders and different sectors of the government, particularly for a sensitive issue such as migration. Given the Migrandina’s success, it is essential for the ILO to maintain its technical cooperation in the region and to continue promoting the network of experts in order to ensure follow-up to the project.

The following table summarizes the key findings of the project evaluation.

³⁰ Cursos Subregionales sobre Migraciones Laborales Internacionales: “Hacia el fortalecimiento de las capacidades de gestión migratoria laboral en los países andinos

Criteria	Assessment
Relevance and strategic fit	Migrandina, an innovative initiative, was considered the best practice in promoting the development of comprehensive policies for labour migration management in the region and was successfully embedded in the ILO's Multilateral Framework on Labour Migration. The project is completely pertinent both in intentionality and in responding to an urgent necessity given its main strategy, centred on following the development of the capacities of State institutions to provide migration management services.
Validity of design	Initially, the project design presented a number of deficiencies, most of which were corrected after the mid-term evaluation. This was partly possible due to the project's flexible structure, which also facilitated the adaptation of the objectives to each country's context. The mid-term evaluation also suggested the incorporation of elements from the Logical Framework. The project's expansion included aspects such as clear indicators, assumptions and means for verification for each activity. The project presents an intervention proposal articulated in three axes: information, management capabilities in labour migration and return initiatives. The first two were well targeted towards the project's main goal, correctly complementing each other. However, the third component lacks targeting towards specific categories of labour migration relating to return and/or the circulation of workers.
Progress and effectiveness	The project presented delays in its execution and, consequently, in the achievement of its goals. However, the great differences in progress for each of the four countries are more relevant. By far, Peru, out of the four countries, has shown more significant progress. Taking Peru as a reference, it can be said that the project's strategy reinforces the capacities of social actors in addressing the governance of labour migration. Bolivia was the country with the least activities developed. As an overall assessment of the project's status, it may be said that the project achieved the predicted results given that in 2010 and 2011, all the mechanisms created by the governments started to be institutionalized. With this, states show commitment to continuing the executed activities.
Efficiency of resource use	By March 2011 the project had executed 97 per cent of its total budget. In order to improve the cost-efficiency of the project, Migrandina coordinated with other ongoing initiatives in the region such as the Social Protection project and ACTRAV.
Effectiveness of management arrangements	In the operational plan, the Migrandina Project had a management structure that used local consultants who provided support in each country with studies, working documents and baseline research for the implementation of Evidence-based Policies. Initially, the project's structure only included the roles of Chief Technical Advisor and an Administrative Assistant, however there proved to be insufficient human resources to meet the project objectives. This was resolved through the incorporation of a greater number of technical staff. This allowed the project to advance faster in the sensitization, dialogue and negotiations, improving the project's management processes.
Impact orientation and sustainability of the intervention	Migrandina has been able to place labour migration higher up in the political agenda of the region. In the case of workers' groups, the degree of sensitization was relevant. Regarding employers' groups, awareness raising was significantly lower and only some groups have joined the debate. To date, there has been no record of official documentation from employers introducing the theme in their agenda.

Case Study 4: Increasing the Protection of Migrant Workers in the Russian Federation and Enhancing the Development Impact of Migration in Armenia, Azerbaijan and Georgia.

The Russian Federation is one of the main destination countries for migrant workers from the South Caucasus. Labour migration has both positive and negative effects on countries in the South Caucasus and the Russian Federation. Participation in the Russian labour market contributes to development of the Russian economy whereas remittances flows from the Russian federation boost household consumption in Armenia, Azerbaijan and Georgia. On the flip side a very useful workforce is drained from the labour market in the South Caucasus, which creates a gap in their workforces there. Moreover a large number of migrants in Russia are in an irregular situation despite the non-visa regime for citizens from Commonwealth of Independent States (CIS) countries.

This project built upon the former ILO project (2007-2009) “Towards Sustainable Partnerships for the Effective Governance of Labour Migration in the Russian Federation, the Caucasus and Central Asia”. This project focused on the Russian Federation, the Central Asian countries of Kazakhstan, Kyrgyzstan and Tajikistan and Armenia and provided understanding of and background information on the region’s migration patterns, governance and legislative frameworks. During this former project, existing expertise and knowledge gaps were identified, and national and regional processes of policy-dialogue were created.

Based on several findings from this former project, the project on “Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development Impact of Migration in Armenia, Azerbaijan and Georgia” was developed. The project was implemented between December 2008 and April 2012³¹ with a dual focus: i) increasing protection of migrant workers in the Russian Federation and the promotion of well-managed/governed labour

³¹ The initial duration of the project was 30 months, however the project has been (non-costs) extended to 40 months.

migration in the region, and ii) enhancing development impacts in Armenia, Azerbaijan and Georgia.

Objectives

The project entailed four specific objectives:

1. “Ensure that migrant workers in target areas and employment sectors in Russia and in countries of origin have access to information on admission rules and procedures, rights and access to trade union services and participation;
2. Increase awareness of employers in target areas and sectors in Russia, facilitate their recruitment of migrant workers in shortage areas, and improve employment and working conditions of migrants in construction;
3. Increase capacity of governments in both countries of origin and destination (Russia) to effectively govern labour migration and increase cooperation;
4. Development of a migration and development strategy in countries of South Caucasus and creation/strengthening of mechanisms for migrants, diaspora and returnees to contribute to development in their country of origin” (EVAL, 2012b).

Output

In order to reach its objectives this project strongly empowered social partners through various activities which were aimed at:

- “Improving access to information for migrant workers on admission rules and procedures;
- Ensuring trade union services and participation for migrant workers;
- Increasing cooperation and capacity of governments to regulate labour migration;
- Supporting the development of migration strategies;

- Strengthening mechanisms for migrants to contribute to their country of origin;
- Raising awareness on labour migration and ILO Conventions;
- Adapting objectives/activities to the needs of ILO partners;
- Developing instruments for cooperation between partners;
- Identifying common goals – across borders;
- Adoption of strategies and action plans by partner organizations;
- Cooperation with other international organizations and EU projects;
- Building social partnership through the involvement of social partners in all project activities;
- Promoting tolerance and cross-cultural communication;
- Looking for sustainable solutions” (EVAL, 2012b).

During the 40 months of project implementation approximately 85 events were organized in Russia, Armenia, Azerbaijan and Georgia. Moreover ILO representatives were involved in more than 80 activities of partners and other international organizations to represent ILO’s view and expertise on labour migration or to share project output. In total, 6,000 participants have been in direct contact with ILO project staff and more than 35,000 (potential) migrants received pre-departure information. Additionally a widespread information campaign was launched in the form of videos and publications³² through the (local) press, internet and communication networks of various partners. Through ILO’s tripartite structure there was a close collaboration with various stakeholders.

Good Practices

In summary, the project evaluation highlights the following five good practices:

- 1) Confidence-building:** The project was able to build confidence among various stakeholders and bring a better understanding of concerns related to labour migration and the role of social partners in each of the countries through its

³² More than 100,000 information booklets, leaflets, flyers, comic strips distributed

flexibility to adapt to each situation and raise in each of them awareness and capacity.

- 2) Raising visibility of migrants:** This project has intensively tried to raise the visibility of migrants. Amongst various stakeholders this project has positively changed attitudes towards migrant workers whilst highlighting the positive effects migrant workers can have on socio-economic development in both origin and destination countries. Additionally the vulnerability of migrant workers was emphasised whilst trying to change the view of social partners.
- 3) Recognition of migrants as representative of respective home-countries:** Migrants are often perceived by local communities as 'cash-cows'. This project has tried to change this view and promote recognition of migrants as a diaspora (member) who represent their country of origin.
- 4) Human-rights based approach to integration of return migrants:** The project has enhanced capacities of social partners related to a human-rights based approach to the reintegration of return migrants.
- 5) Multiplier effect:** Various initiatives under the project have been multiplied with other partners or other countries.

The evaluation of the project is summarized in the table below:

Evaluation of Case Study 4

Criteria	Assessment
Relevance and strategic fit	This project has partially built upon a formal project in the region and incorporated various identified needs and gaps of this former project. The objectives have been successful in addressing the gaps and needs within the region. Additionally, the project design and methodology have been flexible, which provided room to make various changes during the project to better target emerging needs amongst stakeholders.
Validity of design	The project objectives focus on the needs in the region by involving all constituents to the full extent whilst having a dual focus.
Progress and effectiveness	The core objective had a dual focus including promotion of well-managed/governed migration and protection of rights of migrant workers. All constituents have been actively participating in activities related to this objective and have included migration and related issues in their broader agendas. The core objective of this project further focused on enhancing development impacts in Armenia, Azerbaijan and Georgia. The project has conducted various research studies and enhanced discussions amongst constituents. Importantly, the project also succeeded in promoting the conclusion of agreements on migrant workers protection between trade unions in origin and destination countries.
Efficiency of resource use	The project used cost-efficient resources and several activities were multiplied with the partners' own resources.
Effectiveness of management arrangements	There was a clear coordination structure under this project, in which the national project coordinators play an active key role. Moreover the establishment of Country Project Advisory Groups (PAGs) in the project countries involving all constituents enhanced efficiency in the project work methodology.
Impact orientation and sustainability of the intervention	Besides direct beneficiaries from training and information campaigns, the project has (positively) changed attitudes and perceptions of its constituents towards labour migration, which is reflected in their strategies, action plans, policies, signed agreements, networks and collaboration. Finally the sustainability of this project is reflected in the various signed agreements and the agendas of all constituents.

Case Study 5: Effective Governance of Labour Migration and its Skill Dimensions

The transformation of Central Europe has resulted in high levels of labour migration, both within the region, from the east, and to Western Europe. In the early 1990s, migration was driven by political and economic turmoil, while in recent years rising unemployment has been the main catalyst. Migration has provided an important survival strategy for workers, enabling them to meet the basic needs of their families and improve their lives. It has also provided a better match between labour demand and supply, thus contributing to higher national productivity.

However, the huge magnitude of migration in Central Europe has overwhelmed the capacities of many governments to ensure adherence to the law, leading to a number of problems. Irregular migration is high, and many of the environments where migrants find jobs lie beyond the protection of labour law and the reach of labour inspectors. A shortage of information about the real job options and work conditions in receiving countries has paved the way for exploitation of migrant labour, resulting in harmful child labour, trafficking, and other forms of abuse. Women suffer disproportionately from these practices. Moreover, there is little social or economic support for irregular migrants who are returned to their home countries, often stigmatized and lacking the basic skills and resources they need to put their lives back together.

Overview of the Office and activities related to labour migration

The ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest serves 18 countries in Central and Eastern Europe from the Baltic States to Albania, from the Czech Republic to Ukraine. It is also responsible for coordinating ILO activities in Kosovo as defined by UN Security Council Resolution 1244. Compared to other offices within the ILO, the DWT/CO-Budapest has a relatively small, yet focused portfolio of activities.

DWT/CO-Budapest assists CEE member states in their economic and labour market transformation and in their accession to the EU. The ILO helps in the transfer of know-how from EU member countries to Southeast Europe, Moldova and Ukraine in the framework of Decent Work Country Programmes. The ILO also provides support to its member states to stimulate economic recovery, create jobs and protect working people and their families in times of crisis (ILO-Budapest Office Website).

Since 2006 together with different HQ Departments - e.g. MIGRANT, SAP-FL, SKILLS - ILO Budapest work covers assistance to governments and social partners in improving labour migration governance. In the sub-region, in particular Albania, Moldova, Serbia and Ukraine. This involved helping to:

- Create sound legal frameworks for migration, gender-sensitive workable administrative policies, and knowledgeable, sensitive staff to implement these;
- Extend social security to migrant workers through bilateral agreements that enable them to combine their insured periods and receive benefit payments across national borders;

Encourage ethical behaviour by private employment agencies through promoting self-regulatory associations and codes of ethics;

- Improve linkages among government programmes that support migrants, principally labour market institutions (the national employment service), labour inspectorates, vocational training schemes, and programmes to promote small businesses;
- Combat trafficking in persons by addressing the root causes of the supply and demand, including gender discrimination and disadvantage in the labour market;

- Support programmes to help reintegrate returned irregular migrants, including counselling, training, employment generation, and other support; Technical assistance has been provided for developing and piloting mechanisms for recognition of prior learning and design of up-to-date occupational profiles.

The project: Effective Governance of Labour Migration and its Skill Dimensions (Moldova and Ukraine)

During the last two decades labour migration from the Republic of Moldova and Ukraine has increased significantly. The Moldovan Bureau of Statistics has indicated that around 700,000 migrants³³ worked outside Moldova in 2007. A migration survey implemented by the State Statistics Committee of Ukraine in 2008 has identified that up to 1.5 million Ukrainians were working abroad in 2005-2008, accounting for 5.1 per cent of the working age population (ILO, 2013e). The same study carried out within the above project by the State Statistics Service of Ukraine in collaboration with the Institute of Demography and Social Studies with ILO technical support, methodology and guidance identified 1.2 million, or 3.4 per cent of the Ukrainian population aged 15-70 as labour migrants from January 2010 until June 2012. Almost half of these (48.5 per cent) are short-term labour migrants. Labour migration is more common among men – they make up two-thirds of the total number of labour migrants. The share of labour migrants in the total number of men aged 15-70 is 4.8 per cent whereas the ratio for women is almost half – 2.2 per cent. The rural population's rate of participation in labour migrations is 2.9 times higher than the urban population's: 6.3 per cent of rural residents aged 15-70 are involved in labour migration, whereas the figure for urban residents is 2.2 per cent.

It has been shown that mobility of labour migrants directly impacts skills' pools in the origin and destination countries and therefore also influences the economic and social

³³ Regular and irregular migrants.

situation in both sending and receiving countries. Nevertheless legal labour migration is also considered to be a win-win combination although development and implementation of rights-based migration policies and programmes are perceived as essential tools to govern and manage labour migration.

The 'Effective Governance of Labour Migration and its Skill Dimension' project is enhancing the capacity of its constituents to develop adequate migration management in Moldova and Ukraine. This project is currently in its last phase and has been implemented since March 2011 by the ILO in cooperation with the IOM and World Bank as part of the European Union's thematic programme of cooperation with third countries in the areas of migration and asylum.

*Objectives*³⁴

The **overall objective** of the project is to strengthen Moldova's and Ukraine's capacity to manage labour migration and promote sustainable return, with a particular focus on enhancing human resources capital and preventing skills waste. The project aims to enhance the capacity of the main actors in the migration process by improving: (i) policy dialogue and policy making, based on sound research and data; (ii) formulation of labour migration policies with a particular focus on proper skills matching, vocational training provision for adequate skills development and portability of social security benefits.

This project has four specific objectives:

- 1) Building capacity to analyse skills shortages and oversupply as a result of migration;
- 2) Enhancing the capacity of the migration sending countries to balance migration flow and return with national needs and EU Member States' skills needs;
- 3) Building capacity to negotiate and manage rights-based labour migration schemes, including bilateral agreements on social protection;

³⁴ As listed in "Effective Governance of Labour Migration and its Skill Dimension, Moldova and Ukraine", 2nd Interim Report 30 October 2012

- 4) Delivering technical assistance and building capacity to govern labour migration, enact relevant legislation, and engage social partners.

Target groups and beneficiaries

This project is implemented by the ILO in close collaboration with the IOM and the World Bank. Within ILO's tripartite structure this project aims to work closely with relevant ministries³⁵ and parliamentary committees, employment organizations, workers organizations and implementing bodies including private and public employment services. Collaboration and implementation of activities by all parties are focused or linked to the main (final) beneficiaries; migrant workers and return migrants.

Project aims and activities

This project has eight specific aims which are outlined in Table 14. This table further outlines various activities implemented by the ILO to reach these project aims.

³⁵ Such as the Ministry of Labour, Ministry of Education, Ministry of Foreign Affairs.

Overview of Project Aims

Aim	Activities to reach project aim(s)
Analyse human capital and the effects of migration on skills oversupply and shortages.	<ul style="list-style-type: none"> - Data collection on labour migration are conducted in both Moldova and Ukraine. Pilot migration modules linked to the Labour Force Surveys, with focus on the impact of migration on the national skills pools. - International Workshop on harmonizing methods of migration data collection and exchange of knowledge on labour migration between Statistical Offices of Ukraine and Moldova, and their counterparts in EU receiving countries - Greece, Italy, Lithuania, Norway and Poland - as well as the EUROSTAT ILO, IOM and the WB. - Moldova: An Extended Migration Profile (EMP) Report, was drafted and published in collaboration with IOM and serves as main policy document. Furthermore ILO contributed to the implementation of the Two-Year National Action Plan to further develop and update the EMP in the upcoming years. - Ukraine: Review and update of the Country Migration Profile with State Migration Service of Ukraine is ongoing.
To propose and adopt policy recommendations to capitalize on skills that migrants acquire abroad.	<ul style="list-style-type: none"> - Various studies are conducted in both countries which analyse the link between migration and education and migration and teaching staff.
To expand knowledge base on how skills oversupply and shortages impact migration to support better migration management and ethical recruitment policies and programmes.	<ul style="list-style-type: none"> - Research and analysis on vacancies and skills needs in Moldova and Ukraine but also in selected EU countries conducted. In both countries draft occupational profiles/standards in different sectors. - Ukraine: a total of 15 occupational profiles were designed in construction, tourism and agriculture. A Guide on Skills Matching and Qualification Recognition for migration purposes has been drafted and will be published for further utilisation by main stakeholders. - Moldova: ILO has complemented on earlier activities (under other projects) by reviewing, analysing and upgrading existing occupational profiles and standards according to the approved methodology for the design of occupational standards. As a result four OSs have been developed – (2 in agriculture and 2 in construction) and two additional OSs in construction are under development.
To improve capacity to design and adopt concrete measures for a more systematic recognition of qualification.	<ul style="list-style-type: none"> - Moldova: Training delivered on qualification recognition processes, sharing good practices in the implementation and supporting the preparation of a detailed work plan on designing a relevant legal framework in this area. - Ukraine: Working group has been established on skills recognition. Workshops delivered on the methodology on skills identification. Pilot training delivered for assessors and internal verifiers to participate in the model of recognition of non-formal and informal learning targeting staff from State Employment Service, VET College and Intercontinental Hotel. Pilot testing of the suggested methodology to be carried out until end of the project. - Moldova: Capacity building has been provided to job counsellors of the Territorial Employment Agencies on counselling and information on legal migration. Furthermore ILO developed Guidelines and brochures on migration for the National Employment Agency.

	<ul style="list-style-type: none"> - Ukraine: Members of three Workers' Organizations (CFTUU, FTUU, VOST) were trained on issues related to labour migration and labour migrants rights.
Potential and current migrant workers will enjoy better protection and expanded avenues for regular migration under existing and newly developed rights based labour migration and social security agreements.	<ul style="list-style-type: none"> - In both countries awareness raising workshops on temporary/circular carried out. Furthermore a comparative research on social security coordination for non-EU countries in South and Eastern Europe was conducted and translated into national languages and disseminated in both countries. - Moldova: Video spots and leaflets developed to raise awareness on social security agreements and their benefits for migrants. ToT on bilateral agreements on social security for institutions responsible for implementation. Support to the development of a regulation on the application of bilateral agreements on social security in Moldova. - Ukraine: Technical report for social security coordination and Technical Guide for social security agreements elaborated and published. Expert's training on preparation, negotiation and implementation of social security agreements carried out. - Moldova: negotiations with Hungary, Lithuania and Latvia. - Ukraine: The Project has supported Speaking Days on the implementation of social security agreements with Portugal, Estonia and Poland.
The capacities of national stakeholders to design and implement a rights based perspective in the development of policies and programmes directly under their responsibility are enhanced	<ul style="list-style-type: none"> - Targeted workshops for policy makers and other relevant stakeholders to disseminate best practices on labour migration management from the EU and elsewhere (IOM). - A study visit was organized by IOM to Brussels for high-level policy makers from Moldova and Ukraine. - A study visit on labour migration policies and programmes to Rome, Italy was carried out with participation of tripartite delegation from Moldova and Ukraine with the aim to analyse the implementation of labour migration schemes and establish contacts with relevant counterparts.
A space for social dialogue has been opened and is available to social partners to discuss labour migration issues and monitor progresses toward the effective implementation of rights based migration policies and programmes.	<ul style="list-style-type: none"> - In both countries regular consultation and cooperation between Trade Unions and Employers' organizations. - A regional meeting between workers organization from both countries and main receiving countries was organized in May 2013. Protocols of cooperation for the protection of Moldovan and Ukrainian migrant workers' rights were signed between TUs of Moldova, Ukraine and Italy during the meeting.
The capacity of legislative instances to include migrant rights protective provisions into relevant legislation and capacity of law enforcement bodies to effectively guarantee those rights is improved.	<ul style="list-style-type: none"> - In both countries workshops conducted to increase awareness toward C181 among government officials and social partners. Technical assistance provided to existing tripartite bodies dealing with migration issues: tripartite Committee on Population and Development in Moldova and to the Migration Council in Ukraine. Studies conducted on private employment agencies in Moldova and Ukraine and collect detailed information on the functioning of the Private Employment Agencies in the field of migration.

Conclusion

Despite the fact that this project is currently still in its implementation phase it has shown to be beneficial and targeting actual needs. As indicated in table 14, various activities are implemented under this project to achieve the project goals. Along the broad scope of this project, three specific aspects make this project an example case-study which can serve as a basis for other TC projects.

Firstly, the various dimensions of this project concretely target the project stakeholders under **ILO's tripartite structure**. Its participatory approach means that stakeholders are able to decide upon real needs, and make adjustments accordingly, to the project as it progresses. Secondly, this project is one of the few ILO projects which concretely tries to tackle **skills oversupply and shortages in relation to (return) migration**. Under this project an extensive skills needs assessment in Moldova and Ukraine and selected EU countries has been implemented. Additionally, Ukraine selected various occupations in different sectors to draft their first occupational profiles, while in Moldova four earlier developed occupational profiles were analysed and developed into standards and two new standards were designed according to a newly approved national methodology (Moldova). Thirdly, the project has a dimensional approach towards **social security agreements**. Under this project not only governments receive technical assistance but it also strongly focuses on research in this area and on actual awareness creation towards migrants on the potential benefits from social security agreements. Finally various tools and training materials developed under this project can be replicated globally.

Case Study 6: Human Trafficking in the Arab States

The ILO Regional Office for Arab States is working in a region with major social, economic and political changes providing both constraints and opportunities. Many countries of the region are characterized by socio-economic challenges such as high unemployment rates especially for youth, inequality, poor social protection regimes, weak institutions for social dialogue, and a considerable deficit in decent work. Labour migration appears to be an important issue since the Middle East is a destination for millions of migrant workers. In some countries, for example Qatar, migrant workers make up more than 90 per cent of the workforce.

Overview of the Regional Office and the projects related to migration

The ILO Regional Office for Arab States covers 12 countries in the Arab region, namely Bahrain, Iraq, Jordan, Kuwait, Lebanon, the occupied Palestinian territory, Oman, Qatar, Saudi Arabia, Syria, the UAE and Yemen. The office was established in 1976 in Beirut and has two area offices in Kuwait and Jerusalem. In general the main goal of ILO in the region is to promote employment creation, improve the living and working conditions of workers, strengthen social dialogue and ensure the fundamental rights of workers. In the area of migration ILO seeks to address shortcomings in labour law coverage as well as deficits in national legislation and promotes the ability of migrant workers to organize. Since 2009, there has been a Migration Specialist who coordinates projects linked to migration and giving advice to governments. According to the Deputy Regional Director, migration has become the biggest portfolio of technical cooperation within the last year.

The Project: Tricked and Trapped: Human Trafficking in the Middle East

The Tricked and Trapped project can be seen as a good practice since it shows how extensive research can build trust and commitment among stakeholders, given the sensitivity around the migration issue. In particular in the GCC where migrant workers make up almost 90 per cent of the workforce, a lot of governments see labour migration as a national security issue. With this research study the ILO was able to bring trafficking to the policy agenda.

The aim of the research project was to highlight the situation of trafficked adult workers and therefore to provide an insight into the nature of forced labour and trafficking in the Middle East. Moreover, it analyses the actions and measures put in place by key stakeholders, such as national governments, employers' and workers' organizations, in order to combat and eliminate human trafficking and further develop recommendations on how these actions can be improved in the future (Harroff-Tavel & Nasri, 2013).

Within a period of two years, a qualitative study was carried out in order to understand the process of human trafficking and to map the national measures to eliminate it, focusing on four destination countries: Jordan, Kuwait, Lebanon and the UAE. Between June 2011 and December 2012 a total of 653 individuals, 372 men and 281 women, were interviewed for the study. Using snowball sampling, data from 354 migrant workers were collected in the form of a questionnaires administered both individually and within focus groups. In the case of the 299 key stakeholders, data was collected through semi-structured interviews.

The study revealed that out of the workers interviewed, 266 were assessed to be in a situation of trafficking and forced labour. As the sample was not selected randomly, this proportion cannot be generalized for the regional level. However it highlights the risk of human trafficking and forced labour

in the Middle East. The study found out that low-skilled migrant workers face the highest risk of being trafficked and used in forced labour. Processes of human trafficking were identified in the area of domestic work and the entertainment industry, as well as in other occupational sectors, including construction, manufacturing, seafaring and agriculture. Even though governments and other key stakeholders have undertaken measures to respond to the various forms of human trafficking, the study identified major deficits in labour law coverage and law enforcement and significant gaps in national legislation. Moreover, the *kafala*³⁶ (sponsorship) system, which exists in many countries, often results in unequal power dynamics between the employer and the worker (Harroff-Tavel & Nasri, 2013).

In April 2013 a "Regional Tripartite Conference to Combat Human Trafficking" was organized to present and discuss the findings of the study with government, workers' and employers' representatives, academic institutions and civil society organizations. The main aim was to elaborate possibilities for further technical cooperation to combat human trafficking and forced labour in the region. In bilateral meetings on the side of the conference follow-up steps on national level were discussed and several possible areas of work and cooperation were agreed on. According to a Programme and Operation Officer, governments of countries, such as the UAE and Saudi Arabia, showed interest and commitment to develop further quantitative data collection on a national level to better quantify the occurrence of these issues.

³⁶ The *kafala* system is a sponsorship system which is largely based on historical principles governing the protection of foreign workers. It has been formalized and is now integrated into many of the national legal framework in the Mashreq and GCC countries. "Under the kafala system employers are kafeels (sponsors), who determine their demand for labour and meet it either by direct recruitment or through intermediaries, such as private employment agencies (PEAs)" (Harroff-Tavel & Nasri, 2013, p20).

Strengths and Weaknesses

The main strength of this project is that it shows how extensive research can build trust and commitment among stakeholders. According to the Programme and Operation Officer the first months of the project were used to prepare the project in dialogue with the governments. This was seen as crucial in order to secure their support, since it is a region where personal relationships mean a lot. Therefore a broad and extensive assessment of human trafficking and forced labour ensured a sustainable basis for further cooperation. Moreover, it was mentioned that countries especially in the Gulf region that were hesitant to engage with migration issues before, are now disposed to implement measures regarding human trafficking. This was favoured by huge publicity in the press, which also influenced public awareness. As the Deputy Regional Director formulates it: "increasingly we see that with trafficking we are able to open doors, and there is increased willingness on the part of many governments to discuss trafficking". Once the door is open, there would be the possibility to discuss broader migration policy and migration management issues.

However, the question remains how willing the governments will be to deal with broader migration issues. Trafficking might be a less sensitive issue and therefore gets more public support and it seems that it is also a more funder friendly topic. Another weakness is that the study focuses on destination countries. Even though interviews were conducted with key stakeholders from the sending countries, more dialogue and discussion of further steps could be done with governments and constituents in the sending countries.

Challenges and Opportunities

Even though this case study shows an effective way in which migration can be brought to the policy agenda, there are challenges remaining in the region. The work of the ILO seems more successful, where there is external pressure or where the donors have a role to play. However, resource-rich countries like Saudi Arabia are less susceptible to external pressure. Here outside factors appear to influence how effectively ILO can work. For example in the case of the World Cup in Qatar, the International Trade Union Federation put pressure on the government to promote workers' rights. As a result there has been a request from the government for support in order to develop structures.

Moreover, the major social, economic and political changes provide both constraints and opportunities. The protests in the Arab World are raising the main objectives of the ILO, since people are demanding fundamental rights. So there is a window of opportunity for the ILO to get support for its objectives from the broader public. On the other hand, in some countries there are changes in the government every few months, which makes it difficult to secure any meaningful change or to implement sustainable measures. Moreover, it is difficult to bring up the issue of labour migrants coming from Asia and Africa, because the present focus of many countries is on national priorities and aspirations.

Evaluation of Case Study 6

Relevance and strategic fit of the intervention	Trafficking and forced labour are important topics in the region and many governments want to take action. Since the study assesses the process of human trafficking and national measures that are taken to prevent and eliminate it, it takes into account the needs of the countries. Focussing on trafficking, which is closely connected to labour migration, the ILO uses its comparative advantage.
Validity of intervention design	The results of the study are based on 645 interviews. However, snowball sampling was used, so that no generalization can be made. Yet it shows and highlights the nature of trafficking in the region and therefore calls attention to the issue.
Intervention progress and effectiveness	It seems that the countries are willing to take action in order to combat trafficking. In meetings with representatives it was agreed that further steps will be taken, in form of more research or technical cooperation projects. It also succeeded in promoting the conclusion of agreements on migrant workers protection between trade unions in origin and destination countries,
Efficiency of resource use	No detailed information available
Effectiveness of management arrangements	No detailed information available
Impact orientation and sustainability of the intervention	It seems that the research project was very sustainable. It built trust commitment among the different stakeholders. It was agreed on further steps, in form of technical cooperation and additional research. So the study can be seen as fundamental basis for further action.

Case Study 7: The Labour Migration Academy

A noteworthy event that the ILO is responsible for is the annual Labour Migration Academy. The Labour Migration Academy is a major international high-level training initiative on labour migration management. This training programme is a joint response by the ITC-ILO and the ILO Labour Migration Branch (MIGRANT) to the identified need for capacity building of constituents in the field of labour migration. The Labour Migration Academy was initiated in July 2011 and is organized by the Turin-based International Training Centre of the International Labour Organization (ITC-ILO). It is a two-week training course consisting of core and elective study tracks covering a number of topics focusing on the protection of migrant workers, governance of labour migration, and the migration and development relationship. It is taught by high-class migration professionals from international organizations (ILO, IOM, OHCHR, WTO, etc.); academic institutes (COMPAS, IMI, Trinity College, Dublin etc.). It also includes the project “LAB-MIG-GOV: Which labour migration governance for a more dynamic and inclusive Europe?”, launched in 2011 under the programme “Europe and Global Challenges”, promoted and supported by a pool of European Foundations (Compagnia di San Paolo, Riksbankens Jubileumsfond, VolkswagenStiftung). The LMA is part of a broader portfolio of training activities organized through the ITC-ILO, some of which take place on site in Turin, and others which are tailor-made and delivered directly in the field.

It should be underlined that the Labour Migration Academy, is not the ILO’s first and only experience of delivering training on labour migration. As of 2006, ITC-ILO has been organizing annual training courses on labour migration. The labour migration training activities are organized under the auspices of the Social Protection Programme of the ITC-ILO and in close collaboration with the Labour Migration Branch of the ILO. Initially these courses were developed as an open global course provided in English in 2007. In 2008 they were also delivered in French and by 2009 they were

being delivered in all three of the ILO's official languages. Based on this experience, the courses were adapted into the current format that has been used in the LMA for the past three years. In addition to this, In November 2012, the ITC-ILO ran a new course "Fostering the social and professional reintegration of return migrants".

One of the added values of the Academy is that it tries to bring in all of the ILO's experience in labour migration by using resource persons from MIGRANT as well as other departments working on labour migration. It also expands knowledge by using other experts in the field by utilizing trainers from other organizations with expertise in the field such as the International Organization for Migration (IOM), the Geneva Centre for Security Policy (GCSP) and the International Migration Institute (IMI) based at the University of Oxford.

Networking is also another key aspect of the LMA however it is important to acknowledge that, along with networking between participants who spend two weeks living and working together, the facilitators and trainers are also brought together. This makes the LMA a place where different perspectives on migration and regional experiences can be discussed and a more holistic vision of labour migration developed.

A key challenge relates to visibility and promotion of the programme. The perception is that the programme is gaining more exposure as time goes on and previous participants share their experiences. Previous evaluations of the programmes have been largely positive and often participants refer others within their organizations to the training. The table below uses the ILO evaluation criteria to consider different aspects of the LMA.

Evaluation of the Labour Migration Academy

Criteria	Assessment
Relevance and strategic fit	The LMA is a unique example of a training programme in the area of labour migration that brings together different actors working in the area of migration. It covers the core areas of ILO's work on labour migration and allows for the dissemination of work including the promotion of the Multilateral Framework on Labour Migration.
Validity of design	The design of the academy allows participants to follow a training tailored to their interests due to the inclusion of elective courses in different thematic clusters namely migration governance, migration and development and the protection of migrant workers' rights. The use of blended learning is appropriate because it ensure that participants cover key topics through an online course before joining the residential training.
Progress and effectiveness	Each year the number of participants has been growing. One of the added values of the academy is that it attempts to brings together all of ILO's experience in labour migration, by using ILO staff from MIGRANT but also from other areas of the ILO who are working on issues relevant to labour migration. This means that, in addition to the benefits of the training to the participants, different actors working on migration are also brought together and exposed to experiences from other regions allowing a more global approach to labour migration to be fostered. Participants generally provide good feedback as evidenced by the evaluations conducted.
Efficiency of resource use	Participants are required to pay fees to join the course. As training is a key component of many technical projects, technical cooperation budgets are often used to send appropriate participants to the LMA. By starting the training course via an online platform prior to participants arrival - the blended learning approach - the organisers ensure that all participants receive basic training and fill key knowledge gaps allowing the residential part of the training to immediately start to cover key topics and, given the amount of ground to cover, this is efficient use of time and resources.
Effectiveness of management arrangements	In general we cannot make comments on this without a formal evaluation however in general the programme seems to run well and represents a key way in which MIGRANT is engaged in the dissemination of knowledge and in training.
Impact orientation and sustainability of the intervention	After the first LMA, a Facebook group, for ILO staff, other experts, and participants was established to provide a platform upon which members could share questions, articles, contact requests, press releases and other pertinent information with each other. This helps to sustain and build the networks developed during the LMA. Had this been placed on an independent platform it is unclear whether it would have been as well used. There are currently approximately 250 members and between six and eight posts per day. It also acts as a promotional tool allowing the dissemination of information about subsequent LMAs. It is anticipated that the LMA will remain a core part of the ITC/ILO training portfolio.

Case Study 8: ILO's work on Regional Integration in Southern Africa: SADC

Southern Africa has a long history of intra-regional migration. The integration of South Africa with the Southern African Development Community (SADC) brought an increase in both legal and irregular cross-border migration. Rural and urban poverty and unemployment pushes people out of households in search of livelihood opportunities and often seeking “greener pastures” in other countries.

Migration brings many challenges, including that of HIV/AIDS. This is an important factor to consider with regard to migration, with its rapid diffusion related to human mobility, as well as forms of migration emerging in response to this epidemic (Global Commission on International Migration, 2005). Other migration challenges in the region include the increased prevalence of irregular migration, inadequate migration management policies and rising xenophobic sentiments (such as in South Africa).

Although reliable, accurate and comprehensive data on labour migration is not available, it is evident that labour migration is now more voluminous, dynamic and complex than it has ever been. For example, the number of Zimbabweans migrating to work or to look for work in Botswana and South Africa has increased dramatically in recent years (Southern African Migration Programme, 2010).

In this regional context, there is a need for enhanced and harmonized migration management policies to effectively deal with migration challenges and manage labour migration. Countries in the region aspire to move towards regional integration, and labour migration entails an important aspect of this movement. The ILO DWP/CO Pretoria works in this regard with the SADC and other partners on regional integration and labour

migration. The ILO's activities in the field of labour migration are the subject of this case study.

Overview of the Office and activities related to labour migration

The ILO Office for Pretoria covers the countries of Botswana, Lesotho, Namibia, South Africa and Swaziland and acts as technical advisor to another 10 countries in Eastern and Southern Africa. The office is also responsible for the ILO's work with the SADC Secretariat and supports SADC in all its labour market matters.³⁷ At the sub-regional level, ILO is involved in *inter alia* matters pertaining to regional integration and labour mobility. These initiatives include better governance of labour migration, the role of social dialogue and approaches to specific challenges such as social security coverage and portability, recognition of diplomas, qualifications and skills and non-discrimination and equality of treatment, including proper working conditions, for migrant workers at all skill levels (ILO, 2013d).

Most of the ILO's work on labour migration is conducted in collaboration with the SADC Secretariat, which has resulted in the inclusion of labour migration in the Protocol on Employment and Labour and the Labour Migration Action Plan (the next section will discuss both). The SADC Treaty states that in order to achieve its objectives SADC shall "develop policies aimed at the progressive elimination of obstacles to free movement of capital and labour, goods and services, and of the people of the region generally, among Member States". One of the strategic objectives of the SADC Employment and Labour Sector is to develop, coordinate and harmonize policies and strategies aimed at promoting labour migration in the region in line with SADC Treaty and the Regional Indicative Strategic

³⁷ The Southern African Development Community was established in 1992 and is committed to Regional Integration and poverty eradication within Southern Africa through economic development and ensuring peace and security. Members of the SADC are: Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, United Republic of Tanzania, Zambia, Zimbabwe.

Development Plan (RISDP) framework and guidelines aimed at facilitating free movement. *The SADC Protocol on the Facilitation of Movement of Persons* is one of the principal policy instruments for managing migration in the SADC region. Its ultimate objective is the progressive abolition of controls on movements at internal borders between member states in SADC (ILO, 2013d).

ILOs work on regional integration and labour migration

The work of the ILO in Pretoria on regional integration and labour migration consists of several activities. First of all, the ILO is a technical partner for the annual SADC meetings of ministers of labour and heads of employers and workers where they set the agenda for the major issues in the region for the labour market. The ILO has a long standing relationship with SADC and member states and introduced the issue of labour migration. The ILO is already working with SADC in many different areas, for example on labour inspection, on social security and employment policy. The ILO is a technical resource to the SADC Secretariat and provides policy advice and best practice scenarios, assists in research, provides technical expertise and training and on a more pragmatic basis helps the secretariat facilitate meetings and when conclusions are made, helps member states to implement these conclusions.

A concrete example of how the ILO provides input to SADC on labour migration, is the recently adopted Labour Migration Action Plan 2013-2015. This Action Plan was developed by the IOM-led initiative Migration and Development in Southern Africa (MIDSA) in which the ILO is a partner. The overall objective of the Action Plan is: *“Harmonized Regional Labour Migration Policy that protects and guarantees equal rights and access to decent and productive work for Migrant Workers”*. The Action Plan identified seven outcomes:

Labour Migration Action Plan (2013-2015)

Outcome 1. Availability of Data and Statistics on Migration among Member States

Outcome 2. Migrant Workers to have access to Social Benefits and Health Services and continuum of care across borders.

Outcome 3. Improve mechanism for remittance transfers across SADC Region

Outcome 4: Harmonized labour migration policy and legal framework in SADC

Outcome 5: Fundamental rights of migrant workers harmonised in SADC Member States

Outcome 6: Pension and social security in both private and public social security schemes harmonized in the SADC region

Outcome 7: Institutional mechanisms for management and coordination and Partnerships on labour migration established

Under each of these outcomes, activities are planned, in many of which the ILO is, together with the IOM, SADC and Member States, one of the responsible actors. The ILO submitted the Action Plan to the SADC technical committee, which endorsed it and agreed that it should be placed as an agenda item before the ministers. During the SADC meeting of ministers and social partners responsible for employment and labour on 17 May 2013 in Maputo and the following was agreed:³⁸ “Ministers and Social Partners considered and approved the draft Plan of Action on Labour Migration in SADC and direct the Secretariat supported by the ILO and IOM to facilitate its implementation and to submit regular progress reports to the annual meetings of the ELS.” Moreover, they agreed that “Ministers and Social Partners welcomed the offer by ILO and IOM to convene a Regional Labour Migration Workshop (see below) from 21 to 23 August 2013, to deliberate on Labour Migration issues in SADC and prepare the region for the UN High-level Dialogue on International Migration and Development.”

³⁸ Decision 14, Final record of meeting of ministers and social partners responsible for employment and labour, 17 May 2013 in Maputo.

Regional Labour Migration Workshop

ILO will organize the workshop envisaging the following output:

- Greater understanding among the ILO constituents of the concept of labour migration, and the trends and major challenges of labour migration in the SADC region.
- Adoption of a common position on labour migration among the SADC delegation to UN General Assembly High-level Dialogue on International Migration and Development.
- Adoption of a common position on labour migration among the SADC delegation to the ILO Tripartite Technical Meeting on Labour Migration.
- Adoption of conclusions and recommendations for labour migration policies and programmes to be adopted and implemented by the SADC Member States

Participants will be one from each of the ILO constituents (namely: Ministry of Labour, Workers' organization, Employers' Organization) from the SADC Member States plus a representative from the Ministry of Home Affairs of each member state.

The Action Plan will lay the framework for action with regard to labour migration in the SADC region. According to ILO Pretoria's Deputy Director this is a huge achievement, as the plan is anchored on the Multilateral Framework on Labour Migration and will give greater protection to migrant workers in the SADC region.

Another recent achievement with regard to labour migration and regional integration is that the ILO ensured the inclusion of a robust section on labour migration in the draft Employment and Labour Protocol, developed by the SADC, which will guide the SADC policy framework in the labour market area. One of the general objectives of the Protocol (Article 3, objective f) is to: *"Create a legal and policy framework for labour migration within SADC through harmonised labour and social security legislation, in the context of ILO Conventions on migrant workers and African Union policy documents."* Specific objectives under Article 19 (Labour Migration and Migrant Workers) are listed in the box below.

Article 19 of the Draft Employment and Labour Protocol

In accordance with African Union and ILO instruments on migration, Member States shall endeavour to:

- Improve migration management and control, and strengthen mechanisms to combat smuggling and human trafficking;
- Create a favourable climate to facilitate and encourage the return to and/or participation of emigrants in the development of the country of origin;
- Ensure that fundamental rights are accorded to non-citizens, in particular labour/employment and social protection rights;
- Adopt measures to provide for the special needs of migrant women, children and youth;
- Harmonise national migration legislation and policies; and adopt a regional migration policy in accordance with international conventions to ensure the protection of the rights of migrants;
- Adopt measures to facilitate the coordination and portability of social security benefits, especially through the adoption of appropriate bilateral and multilateral agreements providing for equality of treatment of non-citizens, aggregation of insurance periods, maintenance of acquired rights and benefits, exportability of benefits and institutional cooperation;
- Develop mechanisms, services and effective financial products to facilitate the transfer of remittances by migrants;
- Ensure coherence between labour migration, employment policies and other development strategies within the member states;
- Reach an agreement on a common approach towards immigration within the region;
- Establish an autonomous regional agency to address cross-cutting issues pertaining to social protection such as: streamlining and facilitation of portability of social security benefits across borders; stipulating applicable regional minimum standards; and regulating institutional mechanisms that guarantee relevant entitlements, rights and obligations across borders; and
- Promote labour migration data collection, analysis and exchange at regional and national levels.

Finally, the ILO is contributing technically and financially to ongoing research by the Witwatersrand University in Johannesburg, which covers labour migration in SADC with components on policy assessment, social security, data collection and low and high-skilled migration (ILO, 2013d).

Conclusion

The section above highlights that the ILO has a continuing major influence on the region's movement toward further regional integration with regard to harmonizing labour migration policies. The Labour Migration Action Plan – submitted to SADC by ILO, which was adopted by the ministers – and the Employment and Labour Protocol – for which ILO provided input – are major achievements in this regard. However, this is a 'work in progress'. The ILO will be involved in many activities that come out of the Labour Migration Action Plan in the upcoming years. It is therefore too early to assess concrete results.

This process takes time, according to ILO Pretoria's Deputy Director although much of the progress to date is attributed to the ILO being part of an established structure and trusted by partners in the region. They are well aware of ILO's work and are used to working with them. Most of the participants in the SADC meetings are also present at International Labour Conferences and participate in the African Union labour and social affairs commission. The ILO is a partner throughout this process.

A crucial prerequisite for further progress is to have South Africa on board, being the major destination country and biggest economy in the region. The SADC and ILO are, according to ILO's Pretoria Deputy Director, working on this. The ILO for example organized a strategic workshop with the South Africa Department of Labour and is in the process of talks with the Ministry of Foreign Affairs, because the Ministry of Foreign Affairs is the government department generally dealing with labour migration. The ILO is trying to interest them in developing a policy that includes labour migration.

Finally, having a migration specialist in the region is considered to be a key factor in determining the future growth and success of the ILO's work in the region. Intra-African migration continues to increase, as it does in the Southern African region. As such, there is a need for more robust analysis of

that phenomenon and the human and material resources to support that process.

Evaluation of the ILO's work with SADC

Relevance and strategic fit of the intervention	Countries in the region are moving towards further regional integration. Labour migration (free movement) is an important aspect of regional integration. There is a need for harmonization of labour migration policies. ILO provides technical support to the SADC Secretariat on labour migration issues and submitted a draft Labour Migration Action Plan, which is anchored on the Multilateral Framework on Labour Migration.
Validity of intervention design	No detailed information available
Intervention progress and effectiveness	The countries in the regional are willing to take further steps, as highlighted by the adoption by members states ministers of the Labour Migration Action Plan and the insertion, on ILOs instigation, of objectives on labour migration in the SADC Employment and Labour Protocol.
Efficiency of resource use	No detailed information available
Effectiveness of management Arrangements	No detailed information available
Impact orientation and sustainability of the intervention	ILOs work in this area seems to be sustainable, as ILO managed to have a robust section on labour migration included in the Employment and Labour Protocol. In the form of the Labour Migration Action Plan there is agreement on further steps and concrete follow activities to be taken with regard to regional labour migration, which is a major achievement. It is however too early to assess the impact of ILOs work in this area, as the Action Plan needs to materialize in the next few years.

Appendix 2 Data Collection Instruments

In general semi-structured interviews were used to collect data from participants. This appendix provides an overview of the research questions and some of the core questions used during the interviews. The use of semi-structured interviews was appropriate because it allowed a degree of comparability across the sample while still allowing flexibility to explore other areas of interest as they arose. Depending on who was being interviewed, questions from the below list were selected (although it should be highlighted that this is not an exhaustive list).

Interview Questions

1. What are your roles and responsibilities?
2. What projects have you been involved in that relate to migration since 2006?
3. What do you consider to be the flagship project of this region/office/department?
4. When projects are developed how do they come into existence?
5. What could be improved in the work of ILO in the future? What would you change?
6. What are the weaknesses of the department? What are the strengths of the department?³⁹
7. Have you encountered any challenges in your day-to-day work?
8. What do you perceive to be the gaps in the work of the ILO?
9. What has been your involvement in the GMG⁴⁰?
10. What other global dialogues on migration are the ILO present in?
11. How do you perceive the work of the ILO in international debates on migration?

³⁹ These two questions changed depending on the respondent. Colleagues working in other areas of the ILO were asked about the strengths and weaknesses of MIGRANT but also of their own working environment.

⁴⁰ Only to MIGRANT colleagues working with the GMG.

12. How well do you think the ILOs interventions in (regions) have supported initiatives on labour migration at the national level? (prompt: in the context of Decent Work Country Programmes/other national development programmes)
13. How familiar are you with the Multilateral Framework on Labour Migration?
14. How is the Multilateral Framework on Labour Migration integrated in your daily work?
15. Do you think that the ILO focuses more on the promotion of a rights-based protection approach or on the needs of the labour market? Explain your answer.

Appendix 3 Lists of Persons or Organizations Interviewed

Name	Department	Date	Interviewers
Geneva			
Beate Andrees	SAP-FL	15.3.2013	MS & VvdV
Christiane Kuptsch	MIGRANT	15.3.2013	MS & VvdV
Elisa Benes	STATISTICS	15.3.2013	MS & VvdV
Ester Busser	ITUC	15.3.2013	MS & VvdV
GB Members of Worker's group		15.3.2013	MS & VvdV
Henrik Moller	ACT/EMP	15.3.2013	MS & VvdV
Katherine Landuyt	Legal Specialist and Standards (Geneva)	15.3.2013	MS & VvdV
Luc Demaret	ACTRAV	15.3.2013	MS & VvdV
Manuela Tomei	Director (Conditions of Work and Equality Department)	15.3.2013	MS & VvdV
Marco Ferri	European Commission	15.3.2013	MS & VvdV
Marilina Armellin	Permanent Mission Italy	15.3.2013	MS & VvdV
Sangheon Lee	TRAVAIL	15.3.2013	MS & VvdV
Soenke Schmidt	European Commission	15.3.2013	MS & VvdV
Hélène Harroff-Tavel	MIGRANT	27.3.13	EMcG
Ryszard Cholewinski	MIGRANT	27.3.13	EMcG
Min Ji Kim	MIGRANT	27.3.13	EMcG
Kristine Alsvik	MIGRANT	28.3.13	EMcG
Samia Kazi Aoul Chaillou			
Maria Gallotti	MIGRANT	27.3.13	VVdV
Claire Harasty	EMP/CEPOL	27.3.13	VVdV
Ekkehard Ernst	EMP/ELM	27.3.13	VVdV
Christoph Ernst	EMP/ELM	27.3.13	VVdV
Christine Evans-Klock	EMP/SKILLS	27.3.13	VVdV
Severine Deboos	EMP/SFP	28.3.13	VVdV
Yousra Hamed			
Dorothea Schmidt	Senior Employment Specialist	28.3.13	VVdV
Gloria Moreno-Fontes	MIGRANT	26.3.13	VVdV & EMcG
Amelita King-Dejardin	TRAVAIL	3.4.13	EMcG
Katherine Landuyt	Legal Specialist and Standards (Geneva)	10.5.13	VVdB & BF
Metka Hercog	MIGRANT	10.5.13	VVdB & BF

Adrienne Cruz	GENDER	10.5.13	VVdB & BF
Christiane Kuptsch	MIGRANT	10.5.13	VVdB & BF
Frederick Muia	International Organization of Employers, Senior Advisor	10.5.13	VVdB & BF
Alena Nesperova	Europe and Central Asia, Deputy Regional Director	10.5.13	VVdV
Lisa Wong	DECLARATION	10.5.13	BF
Peter Rademaker	PARDEV (Geneva)	13,5,13	EMcG
Michelle Leighton	MIGRANT	10.5.13	VVdB & BF
Gloria Moreno-Fontes (2nd)	MIGRANT	22.5.13	VVdV
Kristine Alsvik (2nd)	MIGRANT	22.5.13	VVdV
Ryszard Cholewinski (2nd)	MIGRANT	22.5.13	VVdV
Manuela Tomei	Director (Conditions of Work and Equality Department)	22.5.13	VVdV
Elisa Benes	STATISTICS	29.4.13	EMcG
Beirut			
Hélène Harroff-Tavel	MIGRANT	30.4.13	EMcG
Frank Haageman	BEIRUT	16,5,13	EMcG
Mustapha Said	BEIRUT	15.5.13	EMcG
Afzar Khan	BEIRUT	29.4.13	EMcG
Zeina Mezher	BEIRUT	27.5.13	NR
Bangkok			
Nilim Baruah	BANGKOK	22.4.13-25.4.13	MS & VVdV
Max Tunon	BANGKOK TRIANGLE	23.4.13	MS & VVdV
TACDB CLC	BANGKOK	24.4.13	MS & VVdV
Tim de Meyer	BANGKOK	23.4.13	MS & VVdV
Srinivas Tata	BANGKOK ESCAP	24.4.13	MS & VVdV
Maren Andrea Jimenez			
Nisha	BANGKOK (DHAKA)	24.4.13	MS & VVdV
NFAT (fishing)	BANGKOK	26.4.13	MS & VVdV
MOL (6 people)	BANGKOK	25.4.13	MS & VVdV
MoL Senior Expert	BANGKOK	25.4.13	MS & VVdV
Pong Suhl Ann	BANGKOK	23.4.13	MS & VVdV
Maurizio Bussi	BANGKOK	23.4.13	MS & VVdV
Wolfgang Schiefer	BANGKOK	25.4.13	MS & VVdV
Yoshiteru Uramoto	Director, Asia and Pacific Regional Office, BANGKOK	25.4.13	MS & VVdV
Kuanruthai SIRIPATTANAKOSOL	BANGKOK	26.4.13	MS & VVdV
Trade Union Representatives (3)	BANGKOK	26.4.13	MS & VVdV

persons)			
Maria Gallotti (INTERVIEW ABOUT BANGKOK)	MIGRANT	18.4.13	EMcG & MS & VVdV
Thetis Mangahas	Deputy Regional Director Asia and Pacific Office	8.5.13	EMcG
Budapest			
Kenichi Hirose	Budapest (Senior Specialist, Social Protection)	6.5.13	VVdV& BF
Reiko Tsushima	Budapest, Senior Specialist, Gender and Working Conditions	6.5.13	VVdV& BF
Anna Farkas	Budapest, Sub regional Project Coordinator	7.5.13	VVdV& BF
Natalia Popova	Budapest, Senior Specialist, Employment	7.5.13	VVdV& BF
Dragan Radic	Budapest , Senior Specialist, Employers' Activities	7.5.13	VVdV& BF
Cristina Mihes	Budapest, Senior Specialist Social Dialogue and Labour Law and OiC	7.5.13	VVdV& BF
Tetyana Minenko	Ukraine, National Project Coordinator, Ukraine	8.5.13	VVdV& BF
Ovidiu Jurca.	Budapest (Senior Specialist in Workers' Activities)	8.5.13	VVdV& BF
Oxana Lipcianu	Moldova, National Project Coordinator, Moldova	8.5.13	VVdV& BF
Debrief with senior specialists		8.5.13	VvdV & BF
Natalia Popova (second interview)	Budapest, , Senior Specialist, Employment	8.5.13	VVdV& BF
New York			
Vinicius Carvalho Pinheiro	Deputy Director and Director, New York Office	20.5.13	VvdV
Telma Viale			
Africa			
Cynthia Samuel-Olonjuwon	Officer-in-Charge, ILO regional office for Africa	16.5.13	EMcG & BF
Mr. Joni Musabayana	Deputy Director Decent Work Team for Eastern and Southern Africa.	21.5.13	VVdV
Mr. Joni Musabayana (second interview)	Deputy Director Decent Work Team for Eastern and Southern Africa.	2.7.13	EMcG
Latin America			
Florencio Gudiño	Chief of the	17,5,13	BF

	Programming Services in the Regional Office (The Americas)		
Brussels			
Rudi Delarue	Director, ILO Brussels Office	17,5,13	EMcG
External Interviews			
Frank Laczko	Director of Research, IOM	22,5,13	MS
Federico Soda	Head, Labour Migration, IOM	22,5,13	MS
Ronald Skeldon	University of Sussex/University of Maastricht	23,5,13	EMcG
Ibrahim Awad	American University Cairo (former Director of the International Migration Programme)	20,5,13	VVdV
William Gois	Migrant Forum in AsiaForum	25,5,13	VVdV
Pia Oberoi	Migrant Advisor, OHCHR	24.5.13	VVdV
IOM -BANGKOK (3 representatives)	IOM	24.4.13	MS & VVdV