



ILO EVALUATION

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Project on "Promoting Decent Work through Good Governance, Protection and Empowerment of Migrant Workers: Ensuring the Effective Implementation of the Sri Lanka National Labour Migration Policy" - Phase II

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This evaluation has been conducted according to ILO's evaluation policies and procedures and has undergone quality control by the ILO Evaluation Unit.

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List of Acronyms

AG	Attorney General
ALFEA	Association of Licensed Foreign Employment Agents
CoEC	Code of Conduct for Ethical recruitment
CPO	Child Protection Officers
CSO	Civil Society Organisations
DIs	In-depth Interviews
EFC	Employers' Federation of Ceylon
FGDs	Focussed Group Discussions
GN	Grama Niladhari officers
GOSL	Government of Sri Lanka
ILO	International Labour Organization
MDO	Migration Development Officers
MFEPW	Ministry of Foreign Employment, Promotion and Welfare
MoJ	Ministry of Justice
NATTF	National Anti-trafficking task force
NGOs	Non-Governmental Organizations
NPC	National Project Coordinator
PAC	Project Advisory Committee
PREDO	Plantation Rural Education Development Organization
SAH	Swiss Labour Assistance
SDC	Swiss Agency for Development and Corporation
SDO	Samurdhi Development Officer
SLBFE	Sri Lanka Bureau of Foreign Employment
TAF	The Asia Foundation
TOT	Training of Trainers
TCPR	Technical Corporation Progress Report
UN	United Nations
WDO	Women Development Officer

EXECUTIVE SUMMARY

The project under evaluation, "*Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase II*" is a continuation to build on International Labour Organisations (ILO)'s experiences in supporting the Ministry of Foreign Employment, Promotion and Welfare (MFEPW) to take forward the actions stipulated in the National Labour Migration Policy. The new strategic areas included into this phase were: improving government mechanisms to allow migrants and their families access to information and grievance redressal at the local level, increased interaction between the government and civil society organisations to address migrant worker issues and greater and wider sharing of successful project outcomes, outputs and lessons learnt through policy implementation at local, regional and international levels.

This report contains the findings of the final evaluation of the project conducted during Nov.-Dec. 2015. The purpose of this final evaluation is to be accountable to the Project's donor as well to its tripartite constituents, and to serve as internal organizational learning for improvement of similar projects in the future. The evaluation was an evidence based methodology consisting of quantitative information gathered from a desk review and qualitative information gathered from focus groups and depth interviews covering a cross section of stakeholders of the project.

The project has been able to complete almost all outputs and activities that were completely under the control of the ILO for delivery while the others outputs have not been completed due to delays. It can be concluded that the most significant output of the project has been the development and getting the acceptance of the government for the sub policy on return and reintegration. Another noteworthy achievement of this project has been the bringing together and establishing linkages with a variety of partners at national, district and sub district levels including NGOs and CBOs on the subject of labour migration.

The first objective of the project was to develop information booklets on safe migration and disseminating them and training and sensitizing the officers at regional level on this information, has been the most successfully achieved objective of the project. However, one of the major drawbacks in this component has been not having a system in place to monitor the cascading of the information dissemination and the cascading of the training at the local level. The development of a re-integration sub policy under the third objective can be identified as the second most successful component of the project even though its implementation has been delayed, while the fourth objective of sharing experiences locally and internationally has also been successfully achieved. The weakest results are seen with respect to the second objective, which was aiming at improving ethical recruitment practices and strengthening the grievance handling systems. It is concluded that while the project has delivered on some of the outputs under this objective, the achievements with respect to outcomes were weak. The project has

succeeded in the areas of developing a code of conduct for recruitment agencies, formulating a central grievance handling system and completing the ground work for setting up mediation boards. However, the project has not been able to complete the implementation of most of these activities up to the expected level of outputs due to delays caused by the multitude of stakeholders involved and certain external factors beyond the control of ILO.

With respect to the strategic fit of the project objectives, it was reported that the objectives of both phases were developed based on discussions with stakeholders and in line with ILO's decent work mandate and country focus areas. With respect to effectiveness and efficiency, it is concluded that out of the 4 objectives of the project, while one objective has been achieved very successfully, the other 3 objectives are only partly achieved. However, it must be mentioned that expecting to achieve the completion of implementation of some of the tasks during the allocated time line is somewhat unrealistic, given the administrative/political changes which could not have been predicted at the start of the project. One of the main reasons for the project's inability to complete the activities on time and hence achieve the planned objectives has been due to bureaucratic delays within the government system when implementing some of the activities. While some of these bureaucratic delays are standard procedural delays in the system, further delays have been caused due to the two elections in January and August in 2015 and the change of government and the consequent change of Heads of Ministries and key institutions that happened during 8 months of 2015. With respect to stakeholder engagement, the project has continued to engage the stakeholders through its National Advisory Committee (NAC) and the Project Advisory Committee (PAC) and it is recommended that these committees are kept involved in the project even in future phases if any. The Project's engagement strategy has been to work with MFEPW, the key government ministry mandated to manage and promote migration, and the Sri Lanka Bureau of Foreign Employment (SLBFE), the main state agency under the MFEPW that deals with all administrative and mandatory issues concerning migration for employment. The success achieved by the Project in establishing a mechanism to promote dialogue between government and non-government stakeholders and the private sector is a noteworthy achievement. However, the evaluator feels that the project has been weak in establishing national ownership, perhaps due to the recent takeover in management by a different administration, which is a concern for the sustainability of the project activities.

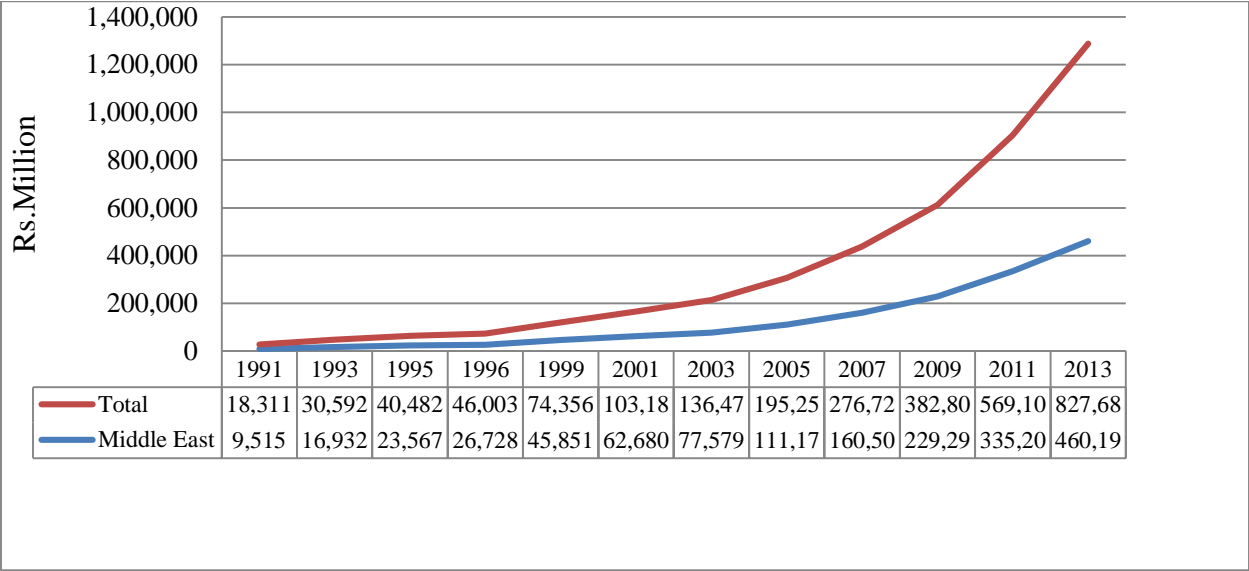
With respect to improving the project outcomes, it is recommended to complete the cascading of the sensitization on safe migration to all remaining districts; and to relook at the weaknesses in implementing the activities and take corrective action to achieve the originally planned outcomes. Finally, with respect to the management of future projects, it is recommended to include grass root level migrant worker representation in the national level committees and to use a joint implementation team of key ministry and ILO officials who will share the responsibility for implementation and thereby improve sustainability and ownership of future projects.

1.0 Background

1.1 Sri Lanka’s Labour Migration Scenario

The remittances sent back by migrant workers of Sri Lanka have become the number one foreign exchange earner for the country. Hence, the welfare and protection of this segment of the population has become a priority to the Government of Sri Lanka (GOSL), as a result of which a separate ministry has also been created as the Ministry of Foreign Employment Promotion and Welfare in 2007 to look after the interest of this segment. Thereby, the migrant labour force is considered a vital part of Sri Lanka’s labour force, in terms of participation as well as contribution to the national economy. The Sri Lanka Bureau of Foreign Employment (SLBFE) estimates Sri Lanka’s current migrant population to be approximately 1.8 million with the number of migrants leaving the country increasing every year (Table 1). It is estimated that approximately 2.8% of the country’s labour force migrates annually with more than 300,413 people having left the shores of the country in 2014 alone, as per the provisional statistics of SLBFE. The recorded sources of foreign exchange earnings show that remittances from Sri Lankans working abroad were Rs. 916,344 million in 2014 which accounts for 65% of the country’s export earnings, contributing to 8% of the GDP of the country¹.

Figure 01: Private Remittance 1991 - 2014



The Middle East region continued to dominate the foreign employment market, accounting for more than 80 per cent of departures from the country, with the majority consisting of domestic

¹ Evaluation TOR

helpers known as ‘housemaids’ (SLBFE Report, 2014). Within the Middle East region, Saudi Arabia (K.S.A), Qatar, Kuwait and United Arab Emirates (U.A.E) accounted for 69.25 per cent of total departures for foreign employment in 2014 (Central Bank of Sri Lanka, 2014). Apart from oil exporting countries, the Maldives, Malaysia, Hong Kong, South Korea, United Kingdom (UK), Romania and Australia are also becoming popular destinations for Sri Lankan workers (SLBFE, 2014).

The United Nations (UN) estimates that the number of international migrants stood at 232 million in 2013, representing the 3.2 percent of the world’s population². If the migrant population continues to grow at this pace, it is estimated that the stock of migrants would increase up to 405 million by 2050³. Nearly 100 million migrants will leave the poorest of less developed countries in search of economic prosperity. According to the latest statistics, Europe and Asia host nearly two-thirds of all international migrants worldwide. Europe remains the most popular destination region with 72 million international migrants in 2013, compared to 71 million in Asia (UN-DESA, 2013).

Sri Lanka’s labour migration sector has a number of pressing issues which demand attention. In terms of managing the labour migration process, Sri Lanka is making several efforts to ensure migration in dignity, security and equity for all Sri Lankan citizens. As a country of origin Sri Lanka’s focus on labour migration is determined by the demands of the international labour market that has shaped the profile of the country’s migrant labour force. Despite diverse initiatives, both by government and non-governmental entities, Sri Lankan migrant workers continue to face a multitude of obstacles at all stages of the migration cycle, including pre-departure, in service and upon return and reintegration. Many of these issues stem from the skills profile of Sri Lanka’s migrant work force where the majority of workers fall within the low skilled (termed unskilled in SLBFE statistics) and domestic worker categories.

There are a number of reasons for the exploitative and abusive situations faced by migrant workers. They are personal, regulatory and structural. The lack of skills of a majority of migrants that prevents getting higher paid jobs, inadequacies in training as well as the failure to learn from the training provided due to low levels of absorption capacity, education, social stresses and mind-set; the lack of comprehensive contracts and government to government agreements to safeguard and protect migrant workers, the inadequacy of government led monitoring mechanisms or service provision in labour receiving countries that provide for proactive assistance through diplomatic missions; lack of legal mechanisms for redresses are some reasons for these exploitations and abuses. These are documented and range from non-payment of salaries, early and forced termination of employment without compensation, exploitative work

² United Nations Department of Economics and Social Welfare (UNDESA), 2013

³ International Organisation for Migration (IOM), World Migration Report, 2010

conditions such as long hours of work, burden of work, lack of rest, confiscation of travel documents to abusive situations including verbal, physical, mental and sexual harassment.

1.2 Project Background

The government of Sri Lanka developed its labour migration policy in recognition of the increasing importance of the migrant worker segment to the national economy. The MFE who is the primary institution responsible for the implementation of the policy requested the technical support of the International Labour Organization (ILO) for the effective implementation of this policy. ILO responded to the request from the Ministry with support from the Swiss Agency for Development and Corporation (SDC) to provide financial resources. The resulting discussions between the ILO and SDC resulted in the project titled "*Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy*", which was brought in to support the government to effectively implement the National Labour Migration Policy. This project was rolled out in two Phases with the first phase from December 2010 to March 2013 and the second phase from March 2013 to September 2015 which was later extended to December 2015.

The overall development objective of the Project is to “increase the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity” ultimately creating the space to support and facilitate the realization of commitments in the National Policy.

1.3 The Labour Migration Project (Phase II)

The project under evaluation is “*Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy – Phase II*”, which is a continuation of Phase I focusing on a set of selected objectives described in detail in latter sections.

The project focused on three inter linked strategic areas such as; strengthening policy, legal and institutional processes; improving the training of prospective migrant workers and improving efficiency and effectiveness of regulatory, protection and grievance handling mechanisms by strengthening institutional capacity. The main approach of the project was to work at policy level with government mechanisms through a participatory approach that is inclusive of all stakeholders in the process (*ILO TOR Document*).

In the first phase of the project, it was observed that the existing grievance handling system required centralisation with the involvement of other agencies who also receive complaints regarding migrant workers. It is believed that a more coordinated effort among agencies will support to fill the gaps in the way grievances are reported and addressed. This also has a bearing on the amount of information and awareness on safe migration and grievance redress mechanisms that filter down to local communities to empower them to make informed decisions on migration. It is seen as essential that policy level work filters down to the local communities and governance mechanisms.

Therefore, in Phase II of the project, the areas of Phase I that were continued included the following addressing grievances of migrant workers and their families, working towards ethical recruitment practices to stem abuses in the process of migration for employment , and promoting the effective reintegration of migrant workers through policy level commitments.

The new strategic areas included specifically into Phase II were improving government mechanisms to allow migrants and their families access to information at the local level, enhancing prosecutions for offenses of human trafficking by the state, increased interaction between the government and civil society organisations to address migrant workers issues, advocacy and greater and wider sharing of the project at local, regional and international levels.

1.3.1 Strategy and Logical Framework

The project is guided primarily by the provisions of the National Labour Migration Policy which is based on the ILO Multilateral Framework, ILO and UN Conventions and takes into account Sri Lanka's National Policy on Decent Work⁴. In this phase of the project as well, ILO has continued to work within the overall objective of contributing to sustainable economic and social development of Sri Lanka by ensuring decent and productive employment opportunities for women and men while safeguarding the rights, freedoms, security and dignity of migrant workers and their families.

1.3.2 Objectives, Expected Results and Activities of the Project

The overall objective of the project is to increase the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy by the tripartite constituents. This is to be done through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity.

⁴ http://www.ilo.org/wcmsp5/groups/public/@asia/@robangkok/@ilo-colombo/documents/publication/wcms_114045.pdf

Objectives of the Project:

Overall Objective: Increase the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity.

Project Objective 1: To improve access to information and enhance service provision for migrant workers and their families to ensure informed and safe migration.

Project Objective 2: To promote safe migration through ethical recruitment practices and anti-trafficking measures.

Project Objective 3: To support the effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub-policy to fulfil economic and psychosocial needs of primarily low skilled workers.

Project Objective 4: To influence policy through support of government stakeholders and information exchange between government and civil society

National Implementing Partners:

The project has given high priority to working with ILO's tripartite constituency; namely the government institutions such as the MFE, the SLBFE and the Ministries of Labour and Trade Union Relations, External Affairs, and Justice, employers including the Employers' Federation of Ceylon (EFC) and the Association Licensed Foreign Employment Agents (ALFEA), trade unions and civil society representatives.

The Donor:

The project is funded by the Swiss Agency for Development and Cooperation (SDC) in Sri Lanka. SDC is Switzerland's International Cooperation Agency within the Federal Department of Foreign Affairs (FDFA). The Swiss cooperation strategy for Sri Lanka, the *Swiss Medium Term Programme*, was jointly developed by SDC and the Human Security Division, which Switzerland co-funds, and which implements and coordinates humanitarian and development projects and extends support to political dialogue and rule of law in partnership with international agencies, non-governmental organizations (NGO) and the government. SDC's Global Programme for Migration and Development supports improved governance of labour migration in several countries of origin of migrant workers, including Sri Lanka.

Management Arrangements:

The project is steered at National level by a Project Advisory Committee (PAC) chaired by the Secretary, MFEPW and consisting of ILO's social partners and key stakeholders in Labour Migration to provide guidance for the project and has a pre-approved Terms of Reference. The key achievements of the project are shared at the National Advisory Committee (NAC) on Labour Migration. While the MFEPW and SLBFE are the key institutions in the project management and implementation, the overall implementation of the project is carried out under the guidance of the above tripartite advisory committee, PAC. The ILO serves as the lead agency assisting the Government of Sri Lanka, in particular the MFE and the SLBFE, in its execution and implementation of the National Labour Migration Policy and is responsible for the overall implementation of the project. The project is managed by a nationally recruited National Project Coordinator (NPC) under the guidance of the Senior Programme Officer and the overall supervision on the Country Director of the ILO Country Office for Sri Lanka and the Maldives. The NPC is supported by a Programme Assistant and a Finance and Administrative Assistant.

Direct and Indirect Beneficiaries

The direct beneficiaries of this proposed project in Phase II were policy level government officials in the MFE and SLBFE and Ministries of Justice and External Affairs, government officials at district and divisional level, and civil society organisations, recruitment agencies, trade unions and women and men migrant workers. The government officials include those responsible for policy-making and monitoring its implementation in the MFE, officials responsible for programme planning and implementation in the SLBFE, and Labour Attaches in countries where Sri Lankan workers are employed. At district level, the project works with government officers, law enforcement officers, recruitment agencies and civil society organisations, while at community level the project works with community level government administrative officers and migrant workers, prospective migrant workers and their families. The project aimed at building the capacity of different stakeholders to better plan, innovates and implements various policy guidelines and programmes to benefit migrants and their families through coaching, training, collaboration, networking and exposure programmes.

The secondary beneficiaries are the much larger number of female and male migrant workers at the pre-employment stage, before taking a decision to work overseas, those leaving for overseas employment and migrant workers returning home after finishing their employment contracts or due to other reasons. By improving policy and programme management, migrant workers are expected to receive improved services relating to their social protection and welfare while overseas and their economic reintegration on return. The programme was designed to be responsive to women migrants by reducing their vulnerability to labour exploitation and, where applicable, promoting their access to decent jobs overseas.

2.0 The Final Evaluation

2.1 Introduction and Rational for evaluation

The evaluation reported herein is the final evaluation of the project on “Promoting decent work through good governance, protection and empowerment of migrant workers: Ensuring the effective implementation of the Sri Lanka National Labour Migration Policy, Phase II” which ended on December 31, 2015. As stated in the project document, the ILO has to conduct a final evaluation to notably assess the project’s effectiveness, impact and sustainability and to identify lessons learned. As far as monitoring and evaluation of the progress of the project is concerned, a mid-term review has been done at 15 months lapse of the 30 months duration project (extended to 33 months) and this final evaluation was commissioned during the 32nd month of the project. Hence, this report contains the findings of the final independent evaluation conducted during November-December 2015.

2.2 Purpose and Objectives of the Evaluation

The purpose of this final evaluation is to be accountable to the donor as well as ILOs tripartite constituents, and to serve as an internal organizational learning for improvement of similar projects in the future. The evaluation has assessed the extent to which the project objectives have been achieved as per project logical framework, and the extent to which the project partners and beneficiaries have benefited from the project as well as the effectiveness and efficiency of the implementation and the impact and sustainability of the programme. The evaluation has also identified lessons learnt and replicable good practices.

2.2.1 Scope of the Evaluation

The overall scope of this final evaluation is to ascertain what the project has or has not achieved; how it has been implemented; how it is perceived and valued by target groups and stakeholders; whether expected results are achieved or are being achieved based on performance data; the appropriateness of the project design; and the effectiveness of the project’s management structure. In addition, the evaluation describes practices that can and should be replicated; and identify factors that enable the sustainability of the interventions undertaken during the project. Finally, the evaluation investigated the project management and whether the project team had the necessary tools in place to ensure achievement of the outputs and objectives.

2.3 Evaluation Methodology

2.3.1 Evaluation Criteria and Questions

The key questions that are answered through the evaluation are:

- What lessons learnt and good practices from the project can be applied to similar future projects in Sri Lanka?
- What should have been different, and could have been avoided?

The evaluation was designed to address the overall ILO evaluation criteria as defined in the ILO Policy Guidelines for results-based evaluation, 2012.⁵

The following OECD/DAC evaluation criteria were applied in the evaluation:

- Relevance and strategic fit of the project
- Validity of the project design
- Project effectiveness
- Efficiency of resource use
- Sustainability of project achievements/results
- Impact orientation

2.3.2 Evaluation Methodology

The evaluation utilised an evidence-based approach using a combination of tools and methods such as secondary data available on progress reports already completed during the project and primary data collected through field visits.

As specified in the terms of reference, the evaluation methodology consisted of a mix of a desk review and a qualitative primary data collection through a field mission. The desk review comprised of analysing the secondary data available on progress reports and other reports provided by the project and by the partner organisations such as the SLBFE and MFEPW while the primary data collection comprised of a qualitative component of gathering and analysing primary information obtained through in-depth interviews (DIs) and Focussed Group Discussions (FGDs) covering approximately 75 respondents (Table 1). Refer Appendix A.3 for more details of methods of verification used for specific measurements of outputs in the evaluation.

- The primary collection of evidence consisted of a review of a series of documents related to the project, including the project document, log frame, six Technical Corporation Progress

⁵ http://www.ilo.org/eval/Evaluationguidance/WCMS_176814/lang--en/index.htm

Reports (TCPRs) midterm review reports, minutes of the PAC meetings, training reports and documents with stakeholders, trainees data bases and training program evaluations and other relevant reports to gather relevant quantitative data to the extent that it is available. Refer to the Appendix A.1 for exact list of documents that were reviewed.

- In addition to the above-mentioned review of documents, an evaluation field mission which was qualitative and participatory in nature was also conducted in November 2015 where qualitative information was obtained through field visit observation, in-depth interviews and focussed group discussions (FGDs) as appropriate. These findings were used to clarify the findings of the quantitative analysis wherever possible.

Data Collection Instruments: The FGDs were conducted using specially designed discussion guidelines for each stakeholder group, while the in-depth interviews were conducted using semi-structured questionnaires (Appendix A.4). The information areas for both these data collection instruments were selected in order to measure the indicators of outcomes and outputs and that were planned for the project as per the original project document and the log frame. The basis for the selection of the method of data collection between one-on-one in-depth interviews and focussed group discussions was dependent on the target respondent profile and the circumstances in the field.

Field Visits: The evaluation originally planned to visit four districts out of the five districts that the project covered and met with key stakeholders and observed the activities and outputs developed by the project. Meetings were scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests. The exact itinerary was determined based on scheduling and availability of target respondents which was coordinated by the ILO project staff.

The project, under its first objective covered the following five districts spread in a total of 20 DS divisions. Districts (DS divisions) covered: Gampaha (5), Kurunegala (5), Kandy (5), Puttalam (2) and Anuradhapura (3).

The evaluation was designed to cover 4 districts and 8 DS divisions as follows:

Gampaha - Meerigama, Biyagama
Puttalam – Dankotuwa, Wennapuwa

Kandy – Akurana, Nawalapitiya
Kurunegala – Alawwa, Ganewatta

However, since the meetings in Kurunegala could not be arranged by the ILO team within the scheduled time frame given to the evaluator to finish field work, and since by this time 3 districts and 6 DS divisions were covered and the findings of all 3 were very similar, it was decided jointly by the evaluation manager and the independent evaluator to drop the fourth district planned for the evaluation. Further, the NPC was of the view that since the out of Colombo field missions can only capture the outcomes of Objective 1 of the project, it is better to spend more

time on the field missions in Colombo with key stakeholders which will cover outcomes of all 4 objectives of the project. Hence, the primary data collection for the out of Colombo evaluation consisted of 6 FGDS (consisting of 53 participants) and 3 in-depth interviews and 21 in-depth interviews in Colombo. The details of the fieldwork conducted and the respondents who were interviewed are given in Table A.2 in the Appendix.

Table 1: Sample Design for the Primary Data Collection

Target Groups Covered	Method of Data Collection
Government Officials: Including GN's, MDO's, FHO's, CSO's, other DO's	6 Focus Group Discussions were held in Meerigama, Biyagama, Dankotuwa, Wennapuwa, Akurana and Nawalapitiya 53 participants
SLFEB officers at DS level	3 in-depth interviews
ILO staff	5 in-depth interviews
ALFEA officials	1 in-depth interview
Civil Society Organisations	1 in-depth interview
Trade Unions	1 in-depth interview
Donor	3 interviews
Ministry of Foreign Employment Ministry of Labour	2 in-depth interviews 1 in-depth interview
Meeting with SLFEB officers in Colombo	5 in-depth interviews
ILO Regional Team members in Geneva and Bangkok	2 on line questionnaires

The analysis was started with going through the project document and identifying the original outcomes, indicators of outcomes, outputs and activities and sub-activities that were planned for the project (Stage 1 of evaluation). This information was obtained primarily from the project document and the log frame developed for the project at the inception. Based on this the matrix of evaluation and the method of verification for each item was thus derived (refer Appendix A.3). However, during the review of the progress reports it was found that some of these original outputs have been changed during the project and hence the report has mentioned these changes in the final summary conclusions and matrix.

The analysis of the findings was started with each activity which has either a quantitative indicator or a qualitative indicator or a combination of both as a measurement of achievement of that activity. The evaluator searched for quantitative evidence in the secondary data which was substantiated when necessary by the qualitative data gathered from the field work during FGDs and DIs. Both these qualitative and quantitative information were analysed to gauge the level of completion/ achievement of each output which was then linked to the relevant indicators and outcomes of the project (stage 2).

The qualitative information obtained through the 6 FGDs and the DIs are from a representative sample of the stakeholders and the target groups of the project and the findings can be used as indicators of the depth of the results achieved by the project.

This analysis framework can be explained in a diagram as follows:

Stage 1: Objectives → Outcomes (indicators) → Outputs → Activities → qualitative and quantitative measures of verification for achievement

Stage 2: qualitative and quantitative measures of activity completion → output achievement → indicators (Outcomes) → Objectives

3.0 Results

This section first presents the findings on the activities, followed by the findings on the expected outputs from the project. These outputs are then analysed against the expected outcomes and overall objectives of the project and finally presented within the ILO evaluation criteria of relevance, efficiency, effectiveness, sustainability in the summary conclusions section 4.0.

3.1 OBJECTIVE 1: To improve access to information and enhance service provision for migrant workers and their families to ensure informed and safe migration

3.1.1.1 Objective 1: Activity 1.1

Development of a Standard Package of Information for migrant workers and their families on Safe Migration (SM)

The standard package of information which consists of a guide book, flip chart/desk calendar, CDs with documentaries and specific audio visuals posters and leaflets on pre-departure decision making- in both Sinhala and Tamil- have been successfully developed by the project. The content of these materials was appreciated by the experienced top officials of SLBFE, ALFEA and others who have long experience in this sector. They further mentioned that even though the information package did not contain any new information but a collection of information that was already there with SLBFE and ALFEA members, the intervention succeeded in getting the

information properly organized, improved, and printed with an attractive and user friendly layout. Further, it must be mentioned that the material developed is of high quality and will be very useful for future training and awareness building on safe migration. Hence, the project activity of development of the information package is achieved.

However, it is suggested that the information booklet and other material developed for this project should be put for better use by distributing them to all offices as well as updated and re-printed at regular intervals. As suggestions for improvements for future re-prints, it was suggested⁶ to include more information on the return and re-integration aspect and that there should be two versions, one for the reference of the migration development officers and other regional officers of the SLBFE who are directly handling the subject of labour migration and another in a simpler language and presented in a more appealing manner to the lower level officers at GN level. The migration development officers on the other hand preferred to have more audio visual material in CD format since it is a more effective mode of communication and if possible to have summarised formats of the information that can be easily reproduced to disseminate among the labour migrants.

Objective 1: Outcome 1: Indicator 1:

Availability of standardized information packages in national languages three months after start of project.

Result: Very satisfactory. A package consisting of a guidebook, flip book, posters, leaflets and CDs containing audio visuals on safe migration aspects, pre-departure decision-making and registration with SLBFE completed successfully.

3.1.1.2 Objective 1: Activity 1.2

Training of Trainers (ToT) to facilitate dissemination of information

A 5 day residential training has been held in Kandy from July 19-21 and July 27-28, 2013 titled ‘Training of Trainers Program for Heads of SLBFE District Centres’. ILO the TOT for 21 persons including 11 SLBFE officers and 9 representatives from civil organizations and trade unions; however, the final participant composition consisted of 19 officers, of which 14 were SLBFE officers and 5 from civil society partners.

Even though the ToT was targeted for Heads of SLBFE District Centres, the actual participants database shows that the participation of Heads of District offices has not been very satisfactory even after the program has been split into two segments with a break in-between to accommodate their busy schedules. As per the ToT participant database, out of the 14 SLBFE officers who attended this training only 8 were from the respective districts selected for ILO

⁶ These suggestions were from the AGM – HR and Administration, SLBFE

implementation for the project. Further, there was not a single Officer in Charge (OIC) from the 5 selected districts and only 2 Managers and 1 Assistant Manager from 3 districts and no one even at Manager level had participated from Anuradhapura and Puttalam. Hence it is concluded that the selection of the participants by the SLBFE for this ToT program could have been done better by making the participation of OICs and Assistant Managers from each district compulsory. Further, SLBFE felt that more attention should have been given by SLBFE when nominating the officers for the training, by selecting people with training capabilities⁷. This was confirmed during the field mission too since most of the officers that the evaluator met did not have the capacity to be trainers.

The fact that the ToT members who were trained are invited as resource persons for community level trainings conducted by civil society organizations implies the recognition and acceptance of the value of the awareness on the safe migration concept and course context. At the SLBFE regional training centres, it was found that the trainers have already incorporated the information package developed in this project into their pre-departure trainings and spends about an hour during the 21 days or 5 days trainings on safer migration. However, while some officers were at this level of awareness, the discussions with other trainees revealed that some are still unaware of the contents of the booklet.

Objective 1: Output 1: 11 SLBFE officers and 9 representatives of civil society organizations in 9 districts have knowledge to train Grama Sevaka Niladharis (GS), Samurdhi Development Officers (SDO) and Family Health Officer (FHO) on safe migration by end of 2013.

Result: Very satisfactory. Output achieved with a few shortcomings in the selection of the trainers as mentioned above.

3.1.1.3 Objective 1: Activity 1.3

Sensitize 120 Divisional level Government Officers to effectively deliver safe migration information and to improve their service delivery.

The project has held 5 sensitization programmes in the Districts of Kandy, Kurunegala, Gampaha, Anuradhapura and Puttalam and addressed the need for sharing information at decentralized levels by working with and building capacities of SLBFE Resource centre officers at District level, government representatives at Divisional Secretariat (DS) level and Grama Niladharis (GNs) and other officers at local levels. The project has achieved well beyond its target by reaching a total of 134 DS level officers consisting of GNs, Samurdhi Development Officers (SDOs), Child Protection Officers (CPOs) and Women Development Officers (WDOs). Though, the project's target was to have four capacity building programmes in four districts,

⁷ DGM – Training, SLBFE

Anuradhapura district has also being included to the project due to a request from the MFEPW even though this district is not among the highest migrant districts. However, the project has this district as well within the allocated budget by reducing the number of DS divisions covered in Puttalam district as per decision taken at the PAC.

It was observed that the sensitisation program of the divisional level officials has opened a dialogue within the team of government officials at the DS division level to discuss matters related to the migrant worker population in their division which was not a subject area for them prior to this. Further, it can be concluded that the effectiveness of the information dissemination and the cascading of this training was subject to the divisional level official's competency and capacity. This was derived from the FGD findings, which clearly indicated that places where there is a senior person with training capabilities and/or the interest to identify such a person and delegate the work, the cascading of the training has happened successfully while when there is no such person/s with commitment or interest to carry out training, the cascading of the training has been less successful. The expectation of these SLBFE officers was for the ILO to carry out the training for all the remaining officers at other levels as well.

Objective 1: Output 3: Government Officers in 20 Divisional Secretary areas understand information about safe migration and their mandate related to support of migrants and their families.

Result: Satisfactory. 134 officers have been sensitized in 20 divisional secretary areas under the project. However, the qualitative information gathered from the field mission revealed that even though the officers have understood the concept and key requirements about safe migration, the officers have not understood or realised their additional responsibilities or ways to improve the service offered to potential migrants.

3.1.1.4 Objective 1: Activity 1.4

Dissemination of the Standard Package of Information to GN level Government Officers.

The project has facilitated the training of village level government officials to conduct awareness raising programmes at village level on safe migration. Sensitisation programs have been held among GN level government officers representing 200 GN divisions in the five intervention districts. In addition to the sessions in the 5 target districts, additional sessions have been held in the two districts of Ampara and Nuwara Eliya due to requests from o group members. Hence the project has been able to sensitize 779 officers as compared to the original target of 600 officers in total and has hence over achieved this activity within the budget.

It was observed that with the introduction of the Family Background Report (FBR), an additional layer of government officers such as the Grama Niladaris and other development officers (DO) who were not involved in migration related work before are now required to get. According to

the GNs, the rolling out of the information package and the sensitization program of LM II has happened almost around the same time as their new involvement with FBR. Hence, there is an additional level of interest by the GNs and the DOs in this information since they say eventhough they were asked to prepare FBRs they were not given any sensitisation on the subject and hence these information booklets and the sensitization programs conducted by ILO have become very useful to them.

Almost all of the GN level officers who participated in the FGDs seem to understand the key SM processes. Further, those who were sensitized on Safe Migration have accepted that this awareness program has increased their knowledge on SM and how to intervene and support the prospective migrant workers. The officers who had not seen the information material and had not gone through the training were eagerly requesting for such training for them too. However, the presence of these materials in the district offices (eg: SLBFE office in Puttlam District and in Gampaha district) was very minimal after two years since implementation.

Objective 1: Output 2: 600 community level government officers (GS, SDO & FHO) in 5 districts understand key requirements of the safer migration (SM) process.

Result: Very Satisfactory. Sensitization programs have been conducted for 606 community level government officers in the 5 districts under the project and another additional 173 officers in two other districts. The FGDs showed that the government officers who have been sensitized understand the key requirements of the safe migration process.

3.1.2 Objective 1: Activity 2

Build Capacities of Development Officers of the Ministry of Foreign Employment Promotion and Welfare at Divisional level including their capacities in psychosocial support

In order to achieve this objective the curriculum for the ‘Intensive Certificate Course on Labour Migration Management’ was developed and a course has been conducted from 17th - 21st November 2014 by the National Institute of Labour Studies (NILS). The 50 participants comprised of 38 Development Officers selected by the MFEPW and SLBFE and 12 officers nominated by SLBFE of which only 66% of the candidates were successful in the final exam (TCPR 04). Further to this, another program has been conducted by NILS as the 2nd course for development officers in Colombo and Gampaha Districts in November 2015, utilizing funds sourced purely through the Ministry, indicating the recognition and importance placed by the Ministry on the effectiveness of the certificate course

As per the top management of the SLBFE, the role of the Migration Development Officers (MDO’s) at the field level is dissemination of the safe migration knowledge to the community and the monitoring, supervising and supporting of migrant worker related affairs related to

promotion, protection, welfare and supporting reintegration. However, almost all of the MDOs who were interviewed were of the view that their role is confined to the enforcement of the FBR.

The view of a senior official of the MFEPW on the role of MDOs is illustrated in the following quote. *“The project has to train all MDOs further (1087 in number) at district level. We need to develop a social profile for all migrant workers. That is what we expected from MDOs not only the processing of FBR as they are doing now. There are more than 35 government officers doing different services at a DS division that can assist development of migrant workers. In future MDOs have to identify these relevant services and coordinate them to provide a customized service for returnees at reintegration stage. If we are going to abolish the FBR we have to find an alternative.”*

The following views were expressed by the HR and Training division of SLBFE on the role of MDOs. *“There is a training curriculum developed for the MDO’s, but it is about the SLFEB Act. There was a suggestion to train one of the three MDO’s in each DS office to be trained on counselling (psycho social support), but that was not done since there is already an officer in the DS office who is trained in counselling. However, two new modules have been added to their training, they are on financial literacy (13 hrs) and on re-integration”*. Hence, it seems that a lot more effort has to be put into implement capacity building of MDO’s on Psycho social support and other areas as well as in understanding their mandate.

A special mention must be made about services available for the migrant workers in the up country plantation sector. As per the views mentioned by Ceylon Workers Congress (CWC), It was revealed that for most of these programs where sensitisation has to be done at grassroots level by GN level officers, the information does not reach the plantation community nor do most of the MDO’s visit them, due to language problems and/or logistical problems. It was also mentioned that this is an issue not only with MDOs but with all DOs handling other areas of work.

Objective 1: Output 4: Foreign Employment Promotion Officers (MDO’s) at Divisional Secretariat level understand their roles and duties on SM.

Result: Satisfactory. A lot more work need to be done in this area since even though some programs have been held and certain curricula revisions have been developed, the qualitative information gathered from the FGDs revealed that none of the MDOs at DS level understood their new roles with respect to safe migration awareness building or psycho social support.

3.2 OBJECTIVE 2: Improved access to justice for women and men migrant workers and their families by strengthening grievance addressing mechanisms, ethical recruitment practices and anti-trafficking measures.

3.2.1 Objective 2: Activity 1

Development of a system to promote the Code of Conduct and its implementation with the Association of Licensed Foreign Employment Agencies (ALFEA).

The project planned to support the implementation of the Code of Ethical Conduct (CoEC) for Licensed Recruitment Agents prepared in Phase I of the project. While holding a series of sensitization programs was the responsibility of the project, a significant proportion of the responsibility for implementing this CoEC is with the ALFEA. Besides carrying out awareness programs on the CoEC, ALFEA's responsibilities included getting the membership to sign a proclamation on adhering to the CoEC and implementing a process of blacklisting errant agencies through SLBFE.

The project had planned 7 sensitization workshops for the Licensed Recruitment Agents throughout the country with the collaboration of ALFEA. However, due to delays by SLBFE and ALFEA in coming to an agreement on its implementation, the sensitization workshops have commenced only in June 2015. It is reported that the delay in finalising the CoEC was initially due to a disagreement between the MFE and ALFEA on the wording in the CoEC, and later between SLBFE and ALFEA which required ILO to facilitate several meetings between the two parties to finally come to an agreement. The sensitization workshops were aimed at introducing the CoEC to its users to enhance professionalism, responsibility, accountability and promote transparency of business activities to ensure safe and secure employment for migrant workers of Sri Lanka (TCPR 4). The first of such workshops has been held in Galle with the participation of 20 licensed recruitment agents/representatives, from 11 DS divisions in the Southern Province. Further to this, as of November 2015, another 6 workshops on the CoEC had been held and that the final report has been submitted to the Ministry of Foreign Employment and SLBFE for further action in specific areas. It is reported that approximately 560 recruitment agency representatives have participated during these seven island-wide sensitization programmes of which 92 were female licensees or female representatives of licensees and a majority of 225 participants were from Colombo, Kurunegala and Kandy (TCPR 5). However, there has been no signing of a proclamation between ALFEA and its membership on adhering to the CoEC as originally planned by the project. It is reported that due to ALFEA not being given the authority to implement the CoEC as originally planned, this signing of the was also not possible.

The officers at the DS level unanimously mentioned that it will be good if they can display a list of blacklisted agencies in their area in the LBFE district office so that the potential migrants can be made aware. One of the district officers said, *"we cannot recommend any agency to anyone since we are government officers, however, we can help the people and avoid a lot of trouble if a list of blacklisted agencies can be displayed in this office so that they can refer to it, like the Central Bank tells about unlicensed financial institutions to the public"*.

According to BFE there are some 3000 licensed agencies , however, according to ALFEA, there are only about 1100 active licenced agencies of which about 800 are inactive and even out of the balance about 300 agencies all are not ALFEA members. ALFEA mentioned that 44 agencies were identified as fraudulent agencies and had submitted the list to SLBFE to be black listed⁸.

The original intention has been to include CoEC adherence a mandatory clause on the annual registration renewal form for licensees, with the assumption that all licensees were ALFEA members. However the 2009 amendment to the SLBFE Act was to change this since BFE was not in a position legally to make membership of ALFEA mandatory. Hence, ALFEA mentions that the recent amendment of the act which made it voluntary for employment agencies to join ALFEA as compared to the earlier version where it was made mandatory, created a division among licenced agencies, which led to ALFEA not being in a position to implement this CoEC properly. The following are some of the views expressed by the top management of ALFEA in this regard.

“Recruitment is mandated to a State regulated authority under the SLBFE, the Foreign Employment Agency (Pvt) Limited, as well as to private recruitment agencies represented by the Association of Licensed Foreign Employment Agencies (ALFEA) (Page 10 NLM Policy). But with the action taken to amend the act, this was dispersed and localized bodies such as WRFIA are emerged. This situation was harmful to the agencies and they are not that keen on implementation of the code of conduct. The code of conduct itself mentioned that the ALFEA is the implementing agency of the code of conduct. The ALFEA should barer the sole responsibility for the implementation of the CoEC among licensees, but it seems the government authorities are not willing to give that authority of implementation to our hand. Clear the ground to fully implement code of conduct”.

It is felt that given this background, it is unlikely that ALFEA will play a more proactive role in implementing the CoEC. Hence, the MFEPW will either have to sort the issues of ALFEA or come up with an alternative model for continuation of the enforcement of the CoEC.

Objective 2: Output 5 & Output 7

- ALFEA members have understood the implications of the Code of Conduct (CoEC) by end of 2013.
- A Code of Ethical Conduct for Recruitment Agents adopted and implemented by Licensed Foreign Employment Agencies.

Result: Very Satisfactory for output 5 and satisfactory for output 7. CoEC has been developed and accepted by the Ministry and awareness building workshops for the members have been held. However, issues in enforcement have arisen as explained above and hence cannot conclude that it has been

⁸ ALFEA President mentioned that they have blacklisted 44 agencies so far and has informed SLBFE about this list, however, they report that there has been political interference at the SLBFE/MFE to amend this list

implemented successfully.

3.2.2 Objective 2: Activity 2

Strengthening law enforcement to address trafficking and illegal recruitment

It is reported that this activity has been delayed and readjusted as ILO has been making every effort to get the support from the Ministry of Justice (MoJ) and the Attorney General's (AG) Department to implement this activity of the project. The National Anti-Trafficking Task Force (NATTF) has requested ILO not to conduct programmes for law enforcement officers as IOM was already handling same, as part of the NATTF Strategic National Action Plan and to focus only on the prosecutors. Owing to several delays on the part of the AG's department, Secretary MoJ has requested ILO to work with a wider group of people in the National Anti-trafficking Task Force in relation to this activity of the project in October 2015. Hence, the activity of the project was included in the strategic action plan of the NATTF chaired by Secretary, Ministry of Justice. Even though ILO had developed an appropriate training agenda and engaged 2 legal experts to develop case studies for a 2 day workshop with NATTF members on 17th and 18th December, MoJ has not been willing to coordinate the programme on the agreed dates due to change of officials at MoJ since the project is coming to an end. Therefore the activity has been cancelled in December 2015.

Objective 2: Output 6: 300 Law enforcement officers (including 10% women officers) and 30 SLBFE officers understand investigation and prosecution of traffickers by mid-2014.

Result: Below Satisfactory. After several delays and discussions the activity has been cancelled.

3.2.3 Objective 2 Activity 3

Establish a Centralized Grievance Referral Mechanism

The proposed sub-activities to be conducted by the project under this activity were to facilitate the SLBFE to appoint a national level committee representing the key stakeholders; to support the national committee to define the structure and functions of the Central Grievance referral mechanism (CGRM); to provide support to establish the said mechanisms enabling all stakeholders to feed in migrant worker grievances to be dealt with by the SLBFE; to provide necessary capacity building training for the conciliation officers and counselling officers on the referral mechanism and to monitor the first year of its operation to review and document and enhance the system.

With respect to these sub activities, the appointment of a national level committee representing the key stakeholders; MFEPW, Ministry of Labour and Labour Relations, Ministry of Child Development and Women's Affairs, civil society organizations, law enforcement service

providers, employer organizations and trade unions has been already completed and the subcommittee is chaired by Secretary - MFEPW. Further, the project has succeeded in getting the national committee to define the structure and functions of the Central Grievance referral system and to establish the said mechanisms enabling all stakeholders to feed in migrant worker grievances to be dealt with by the SLBFE.

As per the work plan of the sub-committee, the National workshop for stakeholders on 'Centralizing the migrant worker grievance referral mechanism' has been held in November 2014, which has brought together 9 national agencies and departments that handle migrant workers issues in some means or form. The workshop with 27 representatives of government agencies, including the staff of the Conciliation and Legal Divisions of the SLBFE, recruitment agents and 20 representatives of civil society organizations were facilitated to understand the mandate of each organization at the national level and endorse the design of the central grievance referral mechanism (TCPR 4). However, the progress in establishing this central grievance referral system is not satisfactory since even though the complaint management system of the SLBFE is developed, the capacity of the human resources and the level of interest for implementation by respective agencies within the system are very much underdeveloped. Further, it reported that the sub-committee has not yet met after the new Secretary took over in February 2015⁹.

It can be concluded that this lack of commitment to this component of the project is stemming from the conflicting ideas on the nature of this system among the key stakeholders. For example, the GM - SLBFE is of the view that this could be done only if the current management information system is upgraded with the introduction of an infrastructure with an advance Customer Relationship Management (CRM) system software¹⁰, while the Secretary - MFEPW feels that this type of system across so many institutions that fall under many different Ministries may not be practical to implement at all since there are many other priority areas to address. Whereas the ILO project team has limited the scope of the system to a manual system, based on a decision taken during the time of the previous administration, where each institution outside of SLBFE passes on a record (copy) of each complaint to SLBFE through a letter/file.

Further, there is a view at SLBFE and the MFE that what is needed is a comprehensive data base which includes a 'Full Migrant Profile' rather than just grievances which can be used to deliver services even up to a level of a 'CRM' service and covers the migrant's and their families' background and activities from pre-migration stage to return and re-integration stage¹¹. It was also mentioned that grievances are reduced down from 6.5% to 3% during 4 years due to implementation of FBR, training and awareness, workplace identification and grading system

⁹ NPC - ILO

¹⁰ GM- SLBFE

¹¹ DGM – HR, SLBFE

Employment Agency Grading System) according to SLBFE ¹².

This activity has not progressed beyond this point and hence has not been able to achieve the final outcome. In light of this situation, the project commissioned a review of the implementation of the CGRM. This review has found that there has been little follow up by the project on CGRM specific issues since the November 2014 workshop. This review has further recommended that actions should be prioritized to allow new and current participants to understand the scope, role and limitations of key complaint receiving entities and the importance of recording accurate, comprehensive information on the complaint for quick and efficient action to be taken. New ideas for an efficient referral mechanism may need to be considered along with a strong emphasis on de-centralization of grievance handling mechanisms. Hence, it is recommended that the findings of this review and a further round of consultations be held in order to decide on the future of this component of the project and embarking into Phase III.

Objective 2:

Output 1: Availability of a central grievance referral mechanism by end 2013.

Output 2: SLBFE conciliation officers are familiar with the central grievance referral mechanism by mid- 2014.

Output 3: SLBFE district officers have improved their skills to deal with complaints by mid-2014.

Result: Satisfactory on outputs 1 & 3, below satisfactory on output 2. The setting up of a national level committee and defining the structure and functions of the mechanism has been completed through a national stakeholder workshop. However, there was no evidence that the mechanism is established and functioning. Most potential users at senior level were not familiar with the whole mechanism, while others were aware of some parts of the proposed mechanism. It was found that most of the district level officials have improved their skills on handling complaints. However, this has not happened due to the proposed central system but through other sensitization sessions on SM.

3.2.4 Objective 2 Activity 4

Setting up Special Mediation Boards for Migrant Workers and their Families

The sub activities to be conducted by the project under this activity was to support the Ministry of Justice to design and develop the function and mandate of the Special Mediation Boards; to conduct ToT training for mediator trainer cadre recommended by the Ministry of Justice; conduct the relevant sensitization and awareness programmes, facilitate the setting up of district level Mediation Boards and to conduct 5 stakeholder workshops in the five target districts to raise awareness about the availability of Special Mediation Boards (SMB).

¹² DGM – Training, SLBFE

The process of setting up special mediation boards have taken longer than anticipated by the project at the inception since it requires a long administrative process led by the Ministry of Justice. Following activities have been completed with the support of the Advisory committee and The Asia Foundation (TAF) which has provided technical inputs: preparing background reports on the pros and cons of mediation boards and types of mediation boards, design of the mediation system, types of complaints to be mediated, locations where special mediation boards were to be set up, finalization of the media and awareness plans and conduct of sensitization sessions on migrant workers issues and complaints with the mediator trainer cadre. The project also has facilitated the FEPW to request the MoJ to gazette the setting up of Special Mediation Boards. So far, 3 meetings of the Advisory Committee on “Establishing Mediation Boards to Handle Migrant Worker Grievances” have been held. It has been decided to select the districts of Anuradhapura, Nuwara Eliya, Kurunegala, Gampaha and Batticaloa as the pilot areas for the establishment of the SMBs. The first special mediation board was to be set up in a high migration DS Division in Kurunegala District.

As a result, TAF after doing an initial feasibility study has now compiled and documented the design and the functions and mandate of the SMBs. Further, with respect to the training, TAF has developed the Mediators resource book, has held a mediator ToT in September 2015 for 35 Mediator Trainers of the MoJ. Further, TAF has also developed a media plan and awareness building plan which has resulted in the production of leaflets, posters and video clips targeted at different segments of audiences. Hence, the project has not been able to complete the setting up of the SMBs and further follow-up work will be required to set up the SMBs.

Objective 2: Output 4: Mediators at SMBs are trained and able to address the grievances of migrants by mid 2014.

Result: Below Satisfactory. Due to delays mostly beyond the control of ILO, the project has only been able to complete the ground work with the assistance of TAF.

3.2.5 Objective 2 Activity 5

Monitoring the effectiveness of the Operational Manual for Labour Sections of Sri Lanka Diplomatic Missions in Labour Receiving Countries

In order to set in place a system of regular monitoring of the use and effectiveness of the Operational Manual for Diplomatic Missions the sub activities of the project was to facilitate a session (during in country Missions to Sri Lanka) to share experiences; to discuss and document the experiences of Embassy personnel on the use of the Operational Manual and to establish a system to provide feedback to the 3 Ministries on the progress of implementing the Operational Guidelines.

As there were no in-country missions organized after the change in the government, in order to assess the usefulness of the Operational Manual for Labour Sections of the Sri Lankan Diplomatic Missions in destination countries, in May 2015, the project developed a questionnaire which was administered through the Ministry of Foreign Affairs via an online survey. The survey targeted all 15 embassies and Consular Officers that have labour sections established.

The key findings of this feedback survey revealed that 76% of the respondents own a copy of the Operational Manual, while 20% claimed that they do not have access to a copy of the Manual, despite availability in hard copy and on-line. Further, 56% are of the opinion that the manual has helped them to speed up complaint resolution while 88% claim an increased level of confidence in handling migrant worker issues after using the Manual (TCPR 5). The results of the first feedback survey shows that the operational manual is a useful item and should be continued with revisions and improvements if and when necessary

Sensitization of the newly appointed officers to diplomatic missions on SM have been facilitated by the project in collaboration with the MFEPW and SLBFE from 18th - 22nd June, 2015. A total of 24 participants, mainly from the SLBFE, have attended this programme out of which 8 of the participants were new recruits to the diplomatic service, while the others were from the staff of the SLBFE and the MFEPW. The feedback obtained from the participants indicate that the 2 day session was useful in better understanding the work environment within a diplomatic mission, working in collaboration with other officers of the Mission, role and functions of a labour attached and most importantly handling of migrant workers grievances, especially for those new to the service (TCPR 5).

With respect to the other two sub activities, there has been no opportunity to hold a session (during in country Missions to Sri Lanka) to share and document the experiences of Embassy personnel on the use of the Operational Manual. It is noticed that this component of the project is also facing delays and lack of corporation due to the key role of implementation being held with another Ministry. A Civil Society organisation who visited the embassies in the Middle East was of the opinion that the services provided by the diplomatic missions to the labour migrants are not satisfactory despite the manual and the training. They were of the view that the embassies should get more involved in negotiations with employers and the employer country governments and that they should utilise the Sri Lankan associations in those countries more for mediations etc. Examples of how this is done by other country missions such as that of Indonesia and Philippines were also mentioned¹³.

¹³ Helvetas, Program Officer

3.3 OBJECTIVE 3: To support the effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub-policy to fulfil economic and psychosocial needs of primarily low skilled workers.

The sub activities to be performed by the project under this objective are to facilitate the setting up of a sub-committee to develop a reintegration sub-policy through a consultative process; to finalize and publish the Reintegration Sub-policy; to build capacities of SLBFE staff on reintegration through a Training of Trainers programme and to work with the SLBFE to support them develop targeted reintegration interventions based on the reintegration sub-policy.

3.3.1 Objective 3 Activity 1

Formulate a Reintegration Sub-Policy and implementation plan

This component has been delayed due to various bureaucratic snags faced by the project team while working with the government which is expected during a policy formulation of any type due to the number of stakeholders to approve and so on. However, finally the policy framework was developed and drafted through a consultative process and approved by the National Advisory committee. Sub Policy and National Action Plan on return and reintegration was launched on the 10th December, 2015. Following the launch, a sensitization programme for SLBFE Officers in charge of Provincial and District centres, including relevant DGMs, was held in December 2015. The ILO has conceptualized a draft terms of reference for the structure and function of the proposed Reintegration Unit within the SLBFE structure including the monitoring mechanism through consultations and forwarded same to SLBFE for finalization internally (TCPR 5).

The MFEPW revealed that one of biggest drawbacks to implementing this policy will be that there is no mechanism as of now for SLBFE to reconnect with the migrants who return back to the country. Hence, they have already formed a link with the Department of Immigration and Emigration to record this information to the SLBFE and they plan to link this information to the database of the Migrant Profiles that they plan to develop later. The MDO's feel that the key component of the reintegration strategy should be to do more education on financial management and livelihood development and this should be done pre-departure, during (for the family) and finally on return. They feel that even though, the migrants are briefed on financial management at the pre departure stage which is about ½-1 day session done by banks which mainly focus on how to send the remittances, this is not sufficient and that another sensitization of financial management and livelihood development will have to be provided. Divisional level officer's praised the Rataviruwo housing loan program and suggested that such a housing loan scheme and a pension scheme where the migrant's starts contributing while they are overseas as plans should be re-initiated. The ability and capacity of DO's to guide these migrants at this stage is also questioned.

Some of the views expressed by the Senior officers of SLBFE were: *“We plan to expand the training which is currently done at district offices to provincial level resource centres, under a new concept called MRC-Migrant Resource Centres. AGM level officials for provinces will be placed in these provincial centers. While district centres will be reconsidered according to efficiency. District Centre level officers are not qualified to manage DOs. Three MRC centres in Ratnapura and Hali -Ela are being constructed. All activities done by SLBFE Head Office should be decentralized. Currently district heads are not even graduates, therefore not possible to Manage MDOs”*.

Further, it was also mentioned that the sub-policy should identify the skills and knowledge that migrant workers gained from their work places outside the country and upgrade the level of their NVQ certificate and facilitating them to go for better jobs next time out of country or within the country. Some of the views expressed by the MFEPW and the SLBFE are as follows.

“The skill that the migrant worker gains from overseas can be used for the betterment of country we can use them as trainers to train others. Skills gained (by migrant workers) from outside should be recognized and we will give certificate of recognition. Facilitation of upgrading their status should be done. Not only self-employment as the MDOs are now encouraging we need to have several alternatives. For instance in Germany, we have jobs for nursing graduates that is highly paid. Ministry is looking for this type of jobs to upgrade the status of migrant workers”.
“Lot of things to be done in Reintegration aspect this is only the starting point. Market intelligence should be developed. We have to identify the market needs of these countries. Long term and short term requirements should be identified. There should be a mechanism to get info quickly with the support of other countries sharing their experiences”.

Objective 2: Output 1 & 2

- A reintegration sub-policy and action plan for returnee Migrant Workers (women and men) developed and submitted to cabinet by mid-2014
- 30 SLBFE officers have skills and knowledge to train community officials in relation to reintegration by end-2014

Result: Very satisfactory on output 1 and satisfactory on output 2. Policy framework developed and stakeholders have been sensitized. However, it is too early to say whether the SLBFE officials have the skills and knowledge to train other officials on re-integration.

3.4 OBJECTIVE 4: Strengthen policy influencing capacity at national and international level

The role of the project with respect to this objective was to facilitate exchange forums every quarter between ILO and civil society and trade union partners and government stakeholders to share

experiences from the ground to support advocacy efforts at the national level and to document all proceedings, share the proceedings with all participants and follow up on issues providing feedback to the government and civil society organisations as required. Further, the other sub activities planned were to support the development of policy briefs on specific areas, to facilitate regional sharing forums on policy formulation and practice for policy makers and practitioners and to support the sharing of experiences and advocacy efforts of the Government at regional and international migration related processes and forums.

Five policy briefs have been developed by the project, and they have focussed on the subjects of safe migration information, MDOs bringing services to the local communities and the grievance handling process (TCPR 6).

3.4.1 Objective 4 Activity 1

Support advocacy and learning efforts at regional and international level and establish a mechanism for regular information exchange

Information and Experience Exchange at Local Level:

During the project period, 8 SDC partner information exchange forums have been held. The first of such forums held in Ampara in July 2014 was hosted and facilitated by Social Welfare Organization (SWOAD) themed on legal and related issues of in-service migrant workers and the other in Kilinochchi in November 2014 has been hosted and facilitated by Swiss Labour Assistance (SAH).

The discussions in Ampara facilitated feedback from beneficiaries of safe migration sessions while in Kilinochchi, partners shared their innovative community outreach approaches and means to facilitate sustainability of interventions. These included family monitoring cards by Plantation Rural Education and Development Organization (PREDO), working with grassroots level organizations like fisher societies and involving government officers at small group meetings (TCPR 3, 4, 5).

In addition, a final Lessons learnt workshop to review results in Phase 2 among all partners was held in December 2015, hosted by ILO The workshop has reviewed results achieved by all partners in phase 2 and generated recommendations for what to do better and improve on advocacy efforts in phase 3¹⁴.

Further to the above forums, the project has introduced a system of ensuring the SDC partners also report their progress at the PAC in order to bring in the voice of grass root level operators to policy making level. The project feels that this is a major achievement since it leveraged the

¹⁴ NPC - ILO

positions of SDCs CSO partners in the whole process and facilitated greater partnership with the national level for these CSOs.

Information and Experience Exchange at International Level:

The regional events where the project made presentations/interventions based on the Sri Lanka experiences include:

- 1st Senior Officials Meeting of the Colombo Process, May 2014, Colombo, Sri Lanka
- Regional workshop on reintegration of domestic workers, August 2014, Kathmandu, Nepal
- 2nd Senior Officials Meeting, October 2014, Colombo, Sri Lanka
- Technical Experts Meeting, December 2014, Kathmandu, Nepal

The Project supported the successful conducting of the Regional Tripartite meeting on “Realizing a Fair Migration Agenda: Labour Flows between Asia and the Arab States” on the 6-7th May 2015 in Bali, Indonesia (TCPR 5). In the Colombo process meetings ILO has shared technical expertise in the region on skills assessment and recognition.

In addition, the project has participated in the 8th meeting of the GFMD which has taken place from 14 -16th October 2015 in Istanbul, Turkey with the overarching theme of “Strengthening Partnerships: Human Mobility for Sustainable Development”. The project has facilitated the pre-GFMD consultation with national stakeholders to ensure experiences and comments are collated and reflected by the Sri Lankan delegation to the 8th GFMD led by the Hon. Minister of Foreign Employment.

The following were some of the views expressed by SLBFE officials on the use of knowledge sharing.

“At the last Colombo Process meeting we suggested to have a resource centre in Sri Lanka and the other countries agreed. We should share knowledge about rights in those countries to study and educate. Laws in those countries should be made aware to the migrant workers”.

Objective 4: Outputs 1, 2, 3:

- Government officials and civil society actors share experiences related to return & reintegration, grievance handling mechanisms, ethical recruitment, at regional workshops/learning events
- GoSL consultations with civil society before regional processes
- Availability of policy briefs at GFMD related to issues addressed by project

Result: Very Satisfactory. All above outputs have been completed.

3.5 Summary of Findings

The project consists of 4 main objectives, under which there are 12 activities and sub activities and 17 outputs to be delivered¹⁵.

The following matrix lists out original outcomes, indicators of outcomes that were planned as per the revised log frame dated October 15, 2015. However, during the review of the progress reports it was found that some of these original outputs are stated in a different manner in the progress reports and hence such changes have been mentioned below next to the relevant output. The major difference found between the outputs mentioned in the progress reports and what is mentioned in the log frame is that the progress reports have limited the output to completing an activity (such as the no of sensitisation sessions held and the number of participants) whereas the measurements in the log frame goes beyond to the outcomes such as ‘the trainees knowledge has improved’ etc. The outcomes of the initiatives in most cases have been measured through independent reviews.

The results of overall key component performance were evaluated and rated in qualitative scale such as “highly satisfactory”, “satisfactory”, and “below satisfactory”, which allowed more clear differentiation and thus better facilitates the choice making process. The description of each response explained as “highly satisfactory” means there were “no major shortcomings,” while a “satisfactory” reflects some minor and major shortcomings and “below satisfactory” explained as there is a major gap in achieving targeted results as expected in the programme design”.

¹⁵ As per Prodoc and latest available log frame of October 2015 made available to the evaluator

Summary of Project Achievements

Overall Outcome			
Increased the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity			
Project Objective 1: To improve access to information and enhance service provision for migrant workers and their families to ensure informed and safe migration.			
Outcome 1	Indicators	Achievement	Comments
Government and stakeholders have capacity to provide adequate information to migrants and families of migrants at decentralized levels	Availability of standardized information packages in national languages three months after start of project	Very Satisfactory	A comprehensive package has been developed.
	80% of community level government officers in project areas provide information on safe labour migration	NA	This is a somewhat unrealistic target to achieve in such short time duration and the evaluation was not designed to quantitatively measure such an outcome
Outputs	11 SLBFE officers and 9 representatives of civil society organizations in 9 districts have knowledge to train Grama Sevaka Niladharis (GS), Samurdhi Development Officers (SDO) and Family Health Officer (FHO) on safe migration by end of 2013	Very Satisfactory	The training has been held in 2013 for 19 officers
	600 community level Government officers (GS, SDO & FHO) in 5 districts understand key requirements of the safer migration (SM) process	Very Satisfactory	Sensitization sessions for a total of 606 officers in the 5 target districts conducted. The qualitative information showed that almost all of the GN level officers who were interviewed seem to understand the key SM concepts.

	<p><i>Output as per final progress report:</i> 120 Divisional level government officers sensitized to effectively deliver safe migration information and to improve their service delivery.</p> <p><i>Output as per log frame of Oct 2015:</i> Government Officers in 20 Divisional Secretary areas understand information about safe migration and their mandate related to support of migrants and their families</p>	<p>Very Satisfactory</p> <p>Satisfactory</p>	<p>This output of sensitizing 120 officers has been over achieved with reaching 134 officers.</p> <p>The qualitative information gathered from the field mission revealed the officers have not clearly understood the mandate.</p>
	<p><i>Output as per final progress report:</i> Capacity building programme for Development Officers including in psychosocial support, conducted</p> <p><i>Output as per log frame of Oct 2015:</i> Foreign Employment Promotion Officers (MDO's) at Divisional Secretariat level understand their roles and duties</p>	<p>Very Satisfactory</p> <p>Satisfactory</p>	<p>The project has developed a curricular and conducted a training for 38 DOs and 12 SLBFE officers.</p> <p>The qualitative information gathered from the FGDs revealed that the MDOs at DS level have not understood their role with respect to safe migration.</p>

Project Objective 2: To promote safe migration through ethical recruitment practices and anti-trafficking measures

Outcome 2	Indicators	Achievement	Comments
Grievance and redress mechanisms is strengthened	Increased number of actions taken against fraudulent recruiters by SLBFE, ALFEA and police department	Below Satisfactory	This could not be measured since CoEC has not been implemented yet
	Mediation boards in 5 districts address migration related complaints by mid-2014	Delayed Below Satisfactory	Due to delays in finalizing the design and the administrative procedure
	SLBFE offices at district level increasingly handle grievances of migrants and their families (baseline: quantitative assessments from previous years)	Satisfactory	Estimates given by officers said they handle an increased number. No quantitative assessment was available.

Outputs	Availability of a central grievance referral mechanism by end 2013	Satisfactory	The setting up has been completed. However, there was no proof that the proposed mechanism is established.
	SLBFE Conciliation officers familiar with the central grievance referral mechanism by mid- 2014	Below Satisfactory	Incomplete levels of awareness of the mechanism at various levels of officers
	SLBFE district officers have improved their skills to deal with complaints by mid-2014	Satisfactory	Officials have improved their skills on handling complaints due to the sensitization sessions on SM.
	Mediators at Special Mediation Boards (SMBs) are trained and able to address the grievances of migrants by mid-2014	Delayed Below Satisfactory	Only the ground work has been completed through the Asia Foundation.
	ALFEA members have understood the implications of the Code of Conduct (CoEC) by end of 2013.	Very Satisfactory	The CoEC has been developed and accepted by the Ministry. 7 sensitization programmes have been conducted covering recruitment agents island-wide.
	300 Law enforcement officers (including 10% women officers) and 30 SLBFE officers understand investigation and prosecution of traffickers by mid-2014	Below Satisfactory	This has been delayed finally cancelled in Dec.
	A Code of Ethical Conduct for Recruitment Agents adopted and implemented by Licensed Foreign Employment Agencies.	Satisfactory	There was no proof to say that the CoEC has been implemented

Project Objective 3: To support the effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub-policy to fulfil economic and psychosocial needs of primarily low skilled workers.

Outcome 3	Indicators	Achievement	Comments
Stakeholders have capacity to promote reintegration measures	Reintegration sub-policy and an action plan	Very Satisfactory	Launched in Dec 2015
	Sub-policy on reintegration related support measures operational	Satisfactory	ToR for monitoring and follow-up mechanism and the unit to coordinate activities of the National Action Plan developed.

Outputs	A Reintegration Sub-Policy and Action Plan for returnee Migrant Workers (women and men) developed and submitted to cabinet by mid-2014	Very Satisfactory	Sub policy developed and national action plan launched in December 2015.
	<i>Output as per final progress report:</i> Capacity building programmes for SLBFE staff on reintegration conducted.	Very Satisfactory	Sensitization on the reintegration sub-policy has happened in December 2015.
	<i>Output as per log frame of Oct 2015:</i> 30 SLBFE officers have skills and knowledge to train community officials in relation to reintegration by end-2014	Satisfactory	Too early to say whether they have the skills and knowledge to train other officials on re-integration
Project Objective 4: To influence policy through support of government stakeholders and information exchange between government and civil society			
Outcome 4	Indicators	Achievement	Comments
Sri Lankan government officials and civil society actors share experiences on Sri Lankan model of migration governance in the region and share experience at global level.	The GoSL shares its experiences on return and reintegration at regional meetings	Very Satisfactory	
	At least one discussion held prior to and towards contribution to the Colombo Process or Abu Dhabi Dialogue during this phase of the project	Very Satisfactory	
	GoSL consultations held with civil society organizations and forums before regional processes	Very Satisfactory	
	GoSL consultation with civil society actors for inputs towards GFMD	Very Satisfactory	
	Publication of at least 4 policy briefs on issues handled by GoSL related to issues addressed by the project	Very Satisfactory	
Outputs	Government officials and civil society actors share experiences related to return & reintegration, grievance handling mechanisms, ethical recruitment, at regional workshops/learning events	Very Satisfactory	6 forums held

	GoSL consultations with civil society before regional processes	Very Satisfactory	9 forums held
	Availability of policy briefs at GFMD related to issues addressed by project	Very Satisfactory	5 policy briefs developed

4.0 Conclusions and Recommendations

4.1 Achievement of Specific Project Outcomes and Project Objectives

The following is a summary of the achievements of the project's outcomes and thereby the achievement of the project's objectives.

Objective 1: To improve access to information and enhance service provision for migrant workers and their families to ensure informed and safe migration.

Expected Outcome 1:

Government and stakeholders have capacity to provide adequate information to migrants and families of migrants at decentralized levels.

Results: Out of the two indicators to measure this outcome, the first one, which was the development of the material and holding the sensitization sessions have been very successfully completed. The qualitative findings on the second indicator, which was on the level of capacity building among the government stakeholders showed that there were some gaps in achieving this outcome, however the evaluation was not designed to quantitatively measure this indicator. It is concluded that the first objective of the project has been achieved very satisfactorily.

Objective 2: Improved access to justice for women and men migrant workers and their families by strengthening grievance addressing mechanisms, ethical recruitment practices and anti-trafficking measures.

Expected Outcome 2:

Grievance redress mechanisms are strengthened through more ethical recruitment practices and anti-trafficking measures

Results: There were 7 outputs to be delivered under this objective and of them only 1 was completed at a very satisfactory level, while 3 were completed at a satisfactory level, 3 outputs at below satisfactory level. 3 indicators were identified to measure the achievement of this outcome. Two of these indicators show a below satisfactory level of achievement and one a satisfactory level of achievement. It is noted that even though the final outcome has not been achieved, a lot of the groundwork has been completed and most have been not completed due to delays especially from the government stakeholders. Overall, the project is lagging behind in the achievement of this objective and rated as "below satisfactory" due to the delays in completing some of the outputs and activities.

Objective 3: To support the effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub-policy to fulfil economic and psychosocial needs of primarily low skilled workers

Expected Outcome 3:

Stakeholders have capacity to promote reintegration measures

Results: one of the two indicators for this outcome which is the development and launching the sub policy has been achieved at a very satisfactory while building capacity and awareness among stakeholders on the sub policy has been just started in December hence only at a satisfactory level. Hence, it is concluded that the objective has been achieved satisfactorily eventhough behind schedule.

Project Objective 4: To influence policy through support of government stakeholders and information exchange between government and civil society.

Expected Outcome 4:

Sri Lankan government officials and civil society actors share experiences on Sri Lankan model of migration governance in the region

Results: All of the indicators of this outcome show very satisfactory levels of achievement and hence it is concluded that the project has achieved this objective very satisfactorily.

Expected Overall Outcome: Increased the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity.

It can be concluded that based on the above findings that the project has been able to achieve this overall outcome of increasing the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy, since it has achieved two of the four objectives ‘very satisfactorily’, one of the objectives ‘satisfactorily’ and only one at a ‘below satisfactory’ level.

4.2 Addressing concerns raised at the Mid Term Review (MTR)

In the medium term review conducted after 15 months of the project, it has been stressed on getting more cooperation from the Ministry of External Affairs to work with the Sri Lankan missions in labour receiving countries to ensure feedback and conduct awareness programs. However there is not much evidence that there is an improvement in this area. It was also recommended for the Project to facilitate creation of an M&E system at the SLBFE especially to document and report on the progress achieved by DOs on the safe migration sensitizations and other activities on a regular basis. There has been no such system set up by the end of the project. The MTR’s most serious concern was with regard to the sustainability of the project and the following recommendations were given in this regard.

MTR: “Although the Project management assumes that state agencies such as MFEPW and SLBFE should and will take over implementation activities once the Project completes its designated time period, it should not wait till the end for this to happen. It is important that the takeover by state actors of some aspects of the Project occur while the project management is still there so that the

latter can observe how effectively the takeover is taking place. Such a takeover would involve identification of personnel at the MFEPW and SLBFE to handle the takeover function and a definition of their responsibilities and scope of work to be undertaken during the takeover period. Ideally, the takeover team should be headed by a senior officer of the MFEPW with experience in public administration, with sufficient time at his/her disposal to carry out the implementing functions and with a willingness to work with project partners including CSOs and NGOs”. Even at the time of this final evaluation there was no evidence that the above has happened mainly due to changes in top management at SLBFE and MFEPW.

4.3 Conclusions as per ILO Evaluation Criteria

This section presents the findings of the final evaluation as per the core evaluation criteria spelled out in the Terms of Reference as follows:

- Validity of the project design
- Relevance and strategic fit of the project
- Project effectiveness
- Efficiency of resource use
- Impact orientation, sustainability of project achievements/results
- Gender
- International Labour Standards

Validity of the Project Design

ILO has selected to cover the 5 districts, namely, Gampaha, Puttlam, Kandy, Kurunegala and Anuradhapura as the target districts to implement objective 1 of the project whereas the rest of the objectives are implemented more or less at national level. It can be said that the selection of these 5 districts as the first set of districts to implement the project by ILO is appropriate since these districts have the highest number of migrants as per SLFEB Statistics. Within the districts, there were 20 DS divisions selected, with 5 DS divisions each from some districts and 2-3 each from the other districts. It is difficult to comment directly on the suitability of the selection of these DS divisions within the district, since DS level migrant data was not available to the evaluator by the statistics division of SLFEB. However, based on the field work, the DS divisions had high migrant activities and were relevant for the project.

The objectives and the outcomes were very clearly established and hence it was made easy to measure the performance of the project. The timing was also very clearly set. However, with respect to the realistic nature of the timing, it must be mentioned that expecting to achieve the completion of a policy formulation and an implementation during the allocated time line is somewhat unrealistic. Further, the time allocated for cross ministry and cross institutional committees to make decisions and implement action was also insufficient given the nature of

operations of the public institutions in the country. Further, while the majority of the outcomes were realistic, some were unrealistic to be achieved in the given time frame of the project.

Relevance and Strategic Fit of the Intervention

It can be concluded that all of the project's immediate objectives were consistent with the needs of the key stakeholders. It is reported that the work plan was consulted and approved by the MFEPW to make sure that all activities were in line with the priorities of MFEPW and the SLBFE. However, during the final evaluation some of the stakeholders felt that these objectives are not the highest priority areas to them may be in hindsight almost 3 years later. It can be said that more attention or allocation of time and resources could have been allocated to a few priority issues to see it all the way to the completion of implementation rather than moving focus to multiple issues and areas. For example, the project would have had a bigger impact on the sector, if the information dissemination component or Objective 1 was followed up all the way to see that grass root level rolling out is successful instead of stopping with a few trainings in a few selected areas which is neither complete geographically nor by types of officers. On the other hand, ILO could have limited the intervention to development of material and to holding comprehensive train the trainer sessions to SLBFE officers and outsourced the cascading of the rest of the training to a Civil Society Organisation or a reputed training institute.

With respect to the strategic fit of the project objectives, it was found that there has been no specific needs assessment done prior to Phase II of the project, and the needs were identified based on the outcomes of Phase I. It was reported that the objectives of both phases were developed based on discussions with stakeholders and in line with ILO's country key focus areas. However, the studies and the resulting reports titled "Strengthening Grievance and Complaint Handling Mechanisms to Address Migrant Worker Grievances in Sri Lanka" (January 2013) and "Reintegration with Home Community: Perspectives of Returnee Migrant Workers in Sri Lanka" (July 2013) would have formed the rationale for some of the strategies and objectives of this project. It is recommended that a needs assessment with a properly designed study with stakeholders is done prior to commencing Phase III.

Project Effectiveness

It is concluded that while two of the four objectives of the project has achieved a 'very satisfactory' result, the other two objectives are at 'satisfactory' and 'below satisfactory' achievement levels. Throughout the project, results have not been satisfactory in terms of completing the outputs on time as per the log frame since most of the outputs even though achieved have been far behind the original deadlines and some of these delays have even led to the project being extended by another 3 months. One of the main reasons for this delay and for the request for this extension has been the two elections and the change of government and the consequent change of Heads of Ministries and key institutions that happened during 8 months of

2015. Further, there has been no implementation plan set on the cascading the training in objective 1 to grass root level officers by the SLFEB or the MFEPW. Such a plan and getting their commitment to deliver as well as monitoring the delivery by ILO would have improved the effectiveness of the project significantly. Further, the timing allocated for responses and action from the Ministries, especially the Ministries outside of the line ministry for the subject should have been much more than that proposed in the plan since this has caused delays in project delivery which were beyond the control of the project team.

Efficiency of Resource Use

Allocation of funds and human resources for the project team seem to be adequate with no major drawbacks identified. The printing and circulation of a large number of copies of the information package have been done using the management practice of calling for tenders and signing of contracts. Financial resources have also been used in a cost-efficient manner for example, by conducting training programs in meeting rooms in local restaurants (MTR). As of 24th of November, 2015, the delivery rate of the project (i.e. the ratio of actual expenditure over the allocation) is at 73% and it was reported that the project is expected to complete at 100% delivery by December 31, 2015 which is the end date of the project.¹⁶

The project seems to have been adequately staffed for basic delivery aspects. Management capacities and arrangements put in place to support the achievement of results have included a labour migration team consisting of manager, programme assistant and finance and administration assistant and a backstopping officer with technical support from senior programme officer and guidance from the Director. This team has been ably supported by the Project Advisory committee representing a variety of partners including labour unions, civil society organisations, and NGOs handling labour migration issues. Regular meetings with the participation of higher level partners including MFEPW, SLBFE and SDC have ensured that the project not only has their support and approval but also ensured that all project activities are undertaken in a transparent manner. However, the donor feels that it would have been better if a CTA was allocated to the project and a Senior Program Officer to have been involved on a more regular basis such as participate at PAC meetings throughout the project. ILO feels such a heavy allocation of senior staff on a regular basis to the project would have incurred a high staff cost which would reduce the budget allocation to the project outputs and thereby rendering the project financially inefficient¹⁷. The ILO regional team members are of the view that the project could have benefitted from a more specialized/technical management team, however, low budget for project staff caused limited available technical expertise to deal with highly political and

¹⁶ As per financials submitted by Finance Assistant of the project

¹⁷ ILO – Country Director

complex issues and that the technical support from ILO, Regional offices and headquarters have only partially covered the needs¹⁸.

Impact orientation, Sustainability of Project Achievements

The Project's engagement strategy was to work with MFEPW, the key government ministry mandated to manage and promote migration, and the SLBFE, the main state agency under the MFEPW that effectively deals with all administrative issues concerning migration. The success achieved by the Project in establishing a mechanism to promote dialogue between government and non-government stakeholders including CSOs and NGOs and the private sector is a noteworthy achievement and should contribute to sustainability of the work initiated.

With respect to sustainability of the work initiated by the project and establishing national ownership, it was found that the stakeholders in the key government institutions are of the opinion that this is a project of the ILO and they were only supporting it. Further, it was found that even at this final stage of the project the MFEPW or the SLBFE has not identified a person or a team to take over the project. Even though each individual who has been involved in the project says the project should be continued, it is unlikely that the project will continue to produce further results unless a project leader is nominated (at least at an Additional Secretary or Director level) to take over the initiatives introduced and followed up effectively or up scaled. Hence, it is recommended that more binding in taken at the beginning of projects on ownership and sustainability thereafter. However, it must be mentioned that this is not a weakness specific to this project or to its team, it is a weakness seen across the board in any project implemented by donor organisations. This is a result of the most of the public sector officers in the stakeholder institutions considering these projects as additional work that is outside of their responsibilities. There was no evidence to show that the project has taken additional steps to ensure that the SLBFE will take up the challenge of continuing and expanding on the initiated by the project as also recommended in the mid-term review of the project. Hence, it is concluded that the project should have made a better effort in the area of establishing national ownership. ILO feels that this lack of interest to continue from the government stakeholder team is stemming from the lack of fund allocations to continue rather than purely a lack of commitment¹⁹. The Project's key mechanism to ensure sustainability is the PAC which consists of representatives from both state and non-state sectors. Continuity of the PAC will thus be a main component of the Project's sustainability and hence it is recommended that both the NAC and PAC are kept involved in the project in any future phases.

¹⁸ ILO – Regional and HQ team members

¹⁹ ILO – Country Director

Gender

The historical data indicates that the majority of Sri Lanka's unskilled labour migrants are females and hence there seem to be a bias in most of the policy makers that the issues are in relation to females. However, in implementation, there was no evidence to say whether a gender neutrality was brought in terms of the cadre used to implement these policies at grass root level. The mind set of almost all MDO's and other local government level officers (especially the Grama Niladaris), both male and female, is that SM process is for females only, probably due to the fact that the family background report is required only for females. They in fact have pre-conceived notions about migration and the possible outcomes and hence feel that their role is to discourage females from migrating for work and hence their approach and attitude is biased against the females.

Hence, it could be said that while the awareness about safe migration has increased, it seems to have gone too far in some instances as to discourage women from migration while the need for safe migration for men has been somewhat overlooked. This bias and imbalance was seen across all activities such as pre-departure, grievance handling, support for family left behind and even in the approaches used for re-integration. However, one could argue that this is inevitable since currently the majority of labour migrants are females and also since the current cultural backgrounds in Sri Lanka and in most of the countries of destination are both not very conducive to women. Therefore, more effort is needed to educate and sensitize the grass root level officers of a more gender balanced attitude and to respect the rights of both males and females when delivering this service. Further, since the government wants to increase the proportion of male migrant workers, the DOs can ensure the inclusion of more male unskilled migrant worker categories to have access to SM information and relevant services.

In terms of the other activities of the project, as per the project database of participants, there was no practice of reporting the number of people sensitized, the number of people trained at the various training sessions or the number of participants at information exchange forums by gender. The only such place that gender based reporting of participants was done was for the recruitment agency participants at the awareness raising workshops on the CoEC conducted during 2015.

International Labour Standards

ILO's support for the successful implementation of the labour migration policy through Phase I and Phase II projects thus completed can be used to further lobby the government's ratification of the International Conventions on protection of domestic workers. Project activities have relevance to strategic objectives of the ILO, and Sri Lanka's and national development plans on labour. The project is relevant to national development plans since it ties up with the Ministry of

Labour's National Labour Migration, “Decent Work and National Employment and Human Resources Policy” that has components relevant to foreign employment and labour migration. Sri Lanka has pledged in the Ten Year Development Plan (2006-2016) to ensure 'safe, skilled migration' as the basic strategy and the National Policy for Decent Work [DWCP 2006- 2016] is premised on promoting 'decent', 'just' and 'secure' employment for all citizens. Further, the project has direct relevance to the ILO's commitment to the Country Strategy (DWCP 2008-2012) and relates to the ILO International Instruments and Frameworks, and UN Convention on Protection of Migrants' Rights to ensure labour standards, norms adhered to and its enforcement.

4.4 Summary Conclusions and Recommendations

Overall, it is concluded that while two of the four objectives of the project has achieved a ‘very satisfactory’ result, the other two objectives are at ‘satisfactory’ and ‘below satisfactory’ achievement levels. It is further concluded that the project has been able to complete almost all outputs and activities that were completely under the control of the ILO for delivery while the others outputs have not been completed due to delays. The most significant output of the project has been the development and getting the acceptance of the government for the sub policy on return and reintegration. Another noteworthy achievement of this project has been the bringing together and establishing linkages with a variety of partners at national, district and sub district levels including government as well as non-government level officers on the subject of labour migration.

The most successfully achieved objectives of the project are the first objective which was to develop information booklets on safe migration and disseminating them and training and sensitizing the officers at regional level on this information and the fourth objective of sharing experiences locally and internationally. The development of a re-integration sub policy under the third objective can be identified as the most significant outcome even though it has been rated only as ‘successful’ since its implementation has been delayed. The weakest results are seen with respect to the second objective, which was aiming at improving ethical recruitment practices and strengthening the grievance handling systems. It is concluded that while the project has delivered on some of the outputs under this objective, the achievements with respect to outcomes were weak. The project has succeeded in the areas of developing a code of conduct for recruitment agencies, formulating a central grievance handling system and completing the ground work for setting up mediation boards. However, the project has not been able to complete the implementation of most of these activities up to the expected level of outputs due to delays caused by the multitude of stakeholders involved and certain external factors beyond the control of ILO. With respect to the specific evaluation criteria, the project has scored well on the validity of the design and the relevance and strategic fit of the objectives, however, there is room for improvement on effectiveness, efficiency and sustainability aspects for the reasons explained earlier. Based on these conclusions the following recommendations are proposed.

Recommendations

- Even though very useful information material have been developed on Safe Migration and training of DO's have happened to some extent, the implementation mechanism has a major flaw since this information does not reach the potential migrant at pre-decision making stage. Currently, the grass root level officers are interacting with the potential migrants for the first time at the FBR stage, by which time the decision has been already made. Hence, the SLBFE and MFEPW will have to adjust the process to ensure that this information reaches the potential migrant at a much earlier stage than current practice.
- The pre-departure 21 day training given to migrants is probably the only lengthy, formal interaction that the officials have with labour migrants. Hence, this opportunity can be utilised more effectively if the SLBFE can improve this training in the following areas which are arrived at based on the feedback received from those officers who directly interact with the migrants. It is recommended that more time to be allocated for psycho social support and counselling; more time for the spouse and children (together or separately) to discuss and understand the changes to expect during migration; better resources for financial management education, (currently this session is conducted by the banks and they address only the remittance of money, but the migrants and their families need to know more about how to invest the money earned in a more sustainable manner etc.), allocate more time to discuss with officials on what they will do upon return and the re-integration aspects and finally for NVQ certificates to be given only to people with reading and writing ability and to motivate them to upgrade their NVQ level once they return to Sri Lanka which will enable them to find proper jobs. These are also areas that the ILO can build capacities of trainers in any future phases of this project.
- The DO's (majority of whom are in their first job) lack experience and understanding to serve as advisors or counsellors to potential migrants especially in terms of guiding them to make the right decisions at pre-departure stage, financial management and reintegration upon return. A new mechanism will have to be set up for the migrants to have access to advice from more senior experienced officers who have also been trained in psycho social support.
- Display a list of blacklisted agencies in the area in the SLBFE district office so that the potential migrants can be made aware.
- For ILO to help MFEPW to set up mediation boards overseas with Sri Lanka Association members as panel members and use these panels effectively for lobbying, mediating, and negotiating purposes similar to some other countries. They can also assist the labour sections of the diplomatic missions to sort issues faster and more effectively.

- Get ILO's assistance to do a pilot of coordinating a dialog between an employer country and Sri Lanka on migration related issues
- Improvements to the booklet: It is recommended to include more information on return and reintegration and to have a mechanism to update the contact numbers and the changes in fees etc. It is felt that the audio visual medium is more effective with this target group and hence to distribute more CD's with short documentaries. Engaging a few tele drama producers to produce tele dramas depicting the positive and negative aspects of migration and showing them on national television can also be a good medium to communicate to this target group. If the language of the booklets are simplified to a more colloquial version and user friendly format it can be used for more practical use at divisional and community levels eventhough this was not the original intention of developing these materials.
- To complete the cascading of the sensitization on SM started in Phase II to at least all the SLBFE most senior officers at district level (ie. at least the OIC and second in command from each district) for all the high migration districts and handover the training of other SLBFE district level officers and the MDOs to the National Institute of Labour Studies or a similar organisation with training capacity.
- It is recommended that SLBFE or the MFEPW should immediately look into the problems with ALFEA on implementing the CoEC and the transparency of the process of blacklisting. If the blacklisting is left to a private organisation such as ALFEA, whose board members are also owners of agencies there might be a conflict of interest. On the other hand, if this left totally in the hands of SLBFE officers, there is room for corruption. Hence, a combination of both of these can be recommended to overcome these issues to some extent. All complaints and requests for blacklisting can be put to a CoEC Review committee consisting of both private and public sector officials to decide on blacklisting.
- To restructure the National Public Employment Service (PES) to serve as a job search and placement agency for the migrant returnees.
- To conduct psycho social support/ counselling training for OIC's and Assistant Managers and selected MDO's using a professional training institute.
- Review the performance, relevance and the practicality of the central grievance handling system and decide on its continuity
- Get the help of the ILO to develop a market intelligence component to identify more skilled job opportunities in destination countries.

4.5 Lessons Learnt and Recommendations

- It is recommended that a needs assessment with a properly designed study with stakeholders is done prior to commencing and future phases of this project.
- Take commitments on taking over and continuing the project by the line Ministries and the respective key implementation partner at the beginning of the project.
- In terms of cascading training, it is recommended that ILO should limit the intervention to development of material and to holding comprehensive train the trainer sessions to SLBFE officers and outsource the cascading of the training to a Civil Society Organisation or a reputed training institute.
- Identify a core team at the line Ministry or the respective key implementation partner very early in the project. This is not the NAC or PAC since they do not take responsibility for implementation, these officers should ideally be at the second highest level in seniority in the public sector such as Additional Secretaries, Directors etc.
- Ensure that the project objectives match with the short and medium term objectives of the Ministries or the respective key implementation partner to ensure higher levels of commitment from them.
- Identify a way to include the “genuine voice of migrant workers” by including grass root level officers who work closely with the labour migrants into the PAC in order to keep the activities relevant to final beneficiaries
- Keep extra timing in the project planning for government stakeholder responses and actions, especially if it involves policy formulation and coordination between multiple ministries.

APPENDIX

Table A.1 Review of Documents

Policies and Strategies	2008 National Labour Migration Policy-Sri Lanka 1949 Migration for Employment Convention (Revised), 1949 (No. 97) 1975 Migrant Workers (Supplementary Provisions) Convention, (No.143) 1985 Sri Lanka Bureau of Foreign Employment Act
TCPRs	2013 1 st TCPR 2014 2 nd TCPR 2014 3 rd TCPR 2014 4 th TCPR 2015 5 th TCPR 2015 6 th TCPR
PAC	Progress to PAC 1, PAC 2, PAC 3, PAC 4, PAC 5, PAC 6
TORs	Labour Migration Information sharing forums Project Advisory Committee Subcommittee for establishing a centralized grievances referral system
Reports	Special mediation boards for migrants workers and their families- <i>The Asia Foundation</i> 2014 Proposed Policy and Strategic Framework on Return and Reintegration Migrant Workers 2015 Safe migration sensitization programme 2014 Course curricular 2015 Central grievance referral mechanism for migrant worker complaints handling- <i>Sonali Moonasinghe</i> 7 th SDC partner exchange platform meeting SM officers' summary during PAC 4 NAT, District and GN summary during PAC 5 2015 Project Brief 2014 Workshop Report- Central grievance Referral System M & E plan – LM Phase 2

List of evaluation reports

Date	Title
2015-Sep	Safe Migration Information Dissemination Component Review Report by <i>Ms.Sonali Moonasinghe</i>
2014	Mid Term Evaluation by <i>Dr.A.J.Weeramunda</i>

Table A.2 Details of Respondents Covered in Field Mission

No.	Meeting	Date	Venue	Audience	Status
1	Meeting with ILO project team – Ms. Swairee Rupasinghe, Ms Sharon Wijegunawardena, Ms Thilini Fernando	2015.11.04 2015.11.26	ILO conference room	3	Done
2	Mr Ranjan Kurian – Helvitas	2015.11.05	ILO conference room	1	Done
3	Mr. Mangala Randeniya, DGM – Training, SLBFE	2015.11.05	SLBFE HQ Battaramulla	1	Done
4	FGDs in DS Divisions	2015.11.09	Wennappuwa	10	Done
	Meeting with SLBFE OIC- Mr. M.P. Ariyapala	2015.11.09	Chilaw	1	Done
5	FGDs in DS Divisions	2015.11.09	Dankotuwa	10	Done
6	Meeting with SLBFE OIC –Mrs. Padmini Gunarathne	2015.11.11	Kandy	1	Done
7	FGDs in DS Divisions	2015.11.12	Akurana	7	Done
8	FGDs in DS Divisions	2015.11.12	Pasbage Korale	8	Done
9	FGDs in DS Divisions	2015.11.13	Meerigama	8	Done
10	FGDs in DS Divisions	2015.11.13	Dompe	10	Done
11	Staff assistant: Ruwan Bandaranayake	2015.11.13	Pasyala	1	Done
12	Mrs. Padmini Rathnayaka – Consultant to the Minister, MFEPW	2015.11.20	MFEPW Fort	1	Done
13	Mr. G.S.Vithanage - Secretary, MFEPW	2015.11.20	MFEPW Fort	1	Done
13	Mr.Wansekara- AGM, Foreign Relations, SLBFE	2015.11.16	SLBFE HQ Battaramulla	1	Done
14	Mr.Keerthi – DGM, Legal, SLBFE	2015.11.16	SLBFE HQ Battaramulla	1	Done
15	Mr.Wijerathne-DGM, HR & Administration, SLBFE	2015.11.16	SLBFE HQ Battaramulla	1	Done
16	Mr.K.O.D.D.Fernando – GM, SLBFE	2015.11.17	SLBFE HQ Battaramulla	1	Done
17	Mr.Makeen –	2015.11.17	Borella	1	Done

	President, ALFEA				
18	Mr R P Wimalaweera- Senior Asst. Secretary, Ministry of Labour	2015.11.26	Ministry of Labour, Narahenpita	1	Done
19	Mr K Marimuttu – CWC Vice President (Administration & Legal) Ceylon Workers Congress	2015.12.01	ILO conference room	1	Done
20	Mr Jean M Jordan – Director, SDC, Mr Benil Thavarasa, National Program Manager, SDC, Program Assistant	2015.11.26	Borella, SDC office	3	Done
21	Donglin Li – Country Director, ILO	2015.11.04 2015.11.30	ILO Director's office	1	Done
22	Maria Galloti – Specialist in Migration Policy. Nilim Baruah – Regional Migration Specialist for Asia- Pacific.		On line survey from ILO HQ, Geneva, Switzerland. On line survey from RO-Asia Pacific, Bangkok, Thailand .	2	Done

A.3 Means of Verification of Key outcomes

Overall Outcome		
Increase the protection and empowerment of women and men migrant workers by facilitating the effective implementation of the National Labour Migration Policy through the improved efficiency and effectiveness of regulatory, protection and grievance redressing systems and strengthened institutional capacity.		
Project Objective 1: To improve access to information and enhance service provision for migrant workers and their families to ensure informed and safe migration.		
Outcome : 1	Indicators	Means of Verification (MOV)
Government and stakeholders have capacity to provide adequate information to migrants and families of migrants at decentralized levels	<ul style="list-style-type: none"> - Availability of standardized information packages in national languages three months after start of project - 80% of community level government officers in project areas provide information on safe labour migration 	<p>Standardized information packages</p> <p>Project reports</p> <p>Interviews with key informants</p>
Outputs:	<p>11 SLBFE officers and 9 representatives of civil society organizations in 5 districts have knowledge to train Grama Seva Niladharis (GS), Samurdhi Development Officers (SDO) and Family Health Officer (FHO) on safe migration by end of 2013 (MoV: Trainers assessments and Training reports)</p> <p>600 community level Government officers (GS, SDO & FHO) in 5 districts understand key requirements of the safer migration process (MoV: Trainers assessments and training reports)</p> <p>Foreign Employment Promotion Officers at Divisional Secretariat level understand their roles and duties (MoV: Project progress report; feed-back from civil society partners in the area)</p>	

	<p>Government Officers in 20 Divisional Secretary areas understand information about safe migration and their mandate related to support of migrants and their families (MoV: Training reports)</p>	
<p>Activities</p>		
<ul style="list-style-type: none"> - With inputs from relevant stakeholders prepare an information package containing safe migration information, information about grievance handling; relevant information about code of conduct of recruitment agencies and relevant information about destination countries - Train 20 trainers (11 SLBFE officers and 9 representatives from civil society organizations) to facilitate dissemination of information - Sensitize additional 16 SLBFE officers from District levels, on standard information package - Facilitate together with SLBFE trained trainers and CSO partners where possible orientation of staff at DS level – information package including the information on their respective mandates related to migrants/families - Support trainers to train Government community officers in 4 districts to enable them to respond to questions/issues of migrants and their families - Facilitate dissemination of the Standard Package of Information to and by Government Officers (GSs & SDOs), Trade Unions and Civil Society Organizations - Support the government in drawing up TORs for Foreign Employment Services Officers at DS level. - Train appointed Foreign Employment Services Officers on migration issues and their roles. 		
<p>Project Objective 2: To promote safe migration through ethical recruitment practices and anti-trafficking measures.</p>		
<p>Outcome : 2</p>	<p>Indicators</p>	<p>Means of Verification</p>
<p>Grievance and redress mechanisms is strengthened</p>	<p>Increased number of actions taken against fraudulent recruiters by SLBFE, ALFEA and police department</p> <p>Mediation boards in 5 districts address migration related complaints by mid 2014</p> <p>SLBFE offices at district level increasingly handle grievances of migrants and their families (baseline: quantitative assessments from previous</p>	<p>ALFAE and SLBFE documentation</p> <p>Reports by SLBFE and training reports</p> <p>Interviews with key informants</p>

	years)	
Outputs:	<p>Availability of a central grievance referral mechanism by end 2013 (MoV: SLBFE report)</p> <p>SLBFE Conciliation officers familiar with the central grievance referral mechanism by mid- 2014 (MoV: Training reports)</p> <p>SLBFE district officers have improved their skills to deal with complaints by mid-2014 (MoV: Training and SLBFE reports)</p> <p>Mediators at Special Mediation Boards are trained and able to address the grievances of migrants by mid-2014 (MoV: Training reports)</p> <p>ALFEA members have understood the implications of the Code of Conduct by end of 2013 (MoV: ALFEA reports/training reports)</p> <p>300 Law enforcement officers (including 10% women officers) and 30 SLBFE officers understand investigation and prosecution of traffickers by mid-2014</p> <p>A Code of Ethical Conduct for Recruitment Agents adopted and implemented by Licensed Foreign Employment Agencies.</p>	
Activities		
<ul style="list-style-type: none"> - Provide technical expertise to the SLBFE to define the structure and functions of the Central Grievance Addressing Mechanism and to establish the said mechanisms - Sensitize 40 Conciliation Officers on the Central Grievance referral mechanism - Train 30 SLBFE officers in the districts to improve complaint handling capacity, including basic psychosocial skills - Support the Ministry of Justice to set up Special Mediation Boards for migration issues at District level. Train the members of the mediation boards in handling migration related issues - Support the design of a suitable mechanism to monitor the implementation of the Operational Guidelines as per the Operational Manual adopted by Foreign Ministry for Diplomatic Missions. - Support GoSL to design training modules on investigation of trafficking and prosecution of traffickers for Law Enforcement Officers attached to the Police Department and SLBFE conciliation officers - Facilitate training of ALFEA members on the Code of Conduct for recruitment agents 		

Project Objective 3: To support the effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub-policy to fulfill economic and psychosocial

needs of primarily low skilled workers.		
Outcome : 3	Indicators	Means of Verification
Stakeholders have capacity to promote reintegration measures	Reintegration sub-policy and an action plan; Sub-policy on reintegration related support measures operational	Reintegration Sub-policy approved by cabinet by end of 2014 Progress Reports
Outputs:	A Reintegration Sub-Policy and Action Plan for returnee Migrant Workers (women and men) developed and submitted to cabinet by mid-2014 (MoV: documents and proceedings) 30 SLBFE officers have skills and knowledge to train community officials in relation to reintegration by end-2014. (MoV: Training reports)	
Activities		
<ul style="list-style-type: none"> - Compile and disseminate lessons learnt from the pilot project on reintegration by having a national consultation and through publications. - Support the MFEPW to formulate a Reintegration Sub Policy - Facilitate wide consultation of sub-policy draft - Facilitate training of trainer programmes to build capacities of SLBFE staff on reintegration at its regional and district centres - Facilitate training by SLBFE staff of government officials working at community level (Grama Niladharis and Samurdhi Officers) on reintegration services. - Support specific reintegration efforts 		

Project Objective 4: To influence policy through support of government stakeholders and information exchange between government and civil society		
Outcome : 4	Indicators	Means of Verification
Sri Lankan government officials and civil society actors share experiences on Sri Lankan	The GoSL shares its experiences on return and reintegration at regional meetings Atleast one discussion held prior to and towards	Meeting reports and documents Colombo Process/Abu Dhabi Dialogue documentation Training report

<p>model of migration governance in the region and share experience at global level.</p>	<p>contribution to the Colombo Process or Abu Dhabi Dialogue during this phase of the project</p> <p>GoSL consultations held with civil society organizations and forums before regional processes</p> <p>GoSL consultation with civil society actors for inputs towards GFMD</p> <p>Publication of at least 4 policy briefs on issues handled by GoSL related to issues addressed by the project</p>	<p>Statements</p> <p>Published Policy Briefs</p>
<p>Outputs:</p>	<p>Government officials and civil society actors share experiences related to return & reintegration, grievance handling mechanisms, ethical recruitment, at regional workshops/learning events (MoV: Workshop reports; meeting reports)</p> <p>GoSL consultations with civil society before regional processes (MoV: consultation documentation)</p> <p>Availability of policy briefs at GFMD related to issues addressed by project (MoV: Policy Briefs)</p>	
<p>Activities</p>		
<ul style="list-style-type: none"> - Conduct of quarterly exchange platforms to share experience with civil society partners and to provide feed-back for policy interventions - Conduct of one regional workshop in Sri Lanka and facilitate participation of an SL delegation at one regional workshop - Explore possibilities with SDC to influence the agenda of the regional processes - Prepare policy briefs in consultation with government and stakeholders and disseminate at regional and international migration related events - Organize preparatory discussions with GoSL for GFMD 		

A.4 Discussion Guidelines

Focus Group Discussion Guide

Consent Process

Thank you for agreeing to participate. We are very interested to hear your valuable opinion on how the “safe migration” training/sensitization programs were useful in improving the services you are providing to migrant workers and their families.

- The purpose of this study is to learn your view on “safer migration” training/sensitization programs you attended what you have learned, how and when you have practically applied the knowledge, up to what extent, are you satisfied with the knowledge you have gained, whether the materials received are useful, have you got any opportunity to use these materials, were they appropriate.*
- The information you give us is completely confidential, and we will not associate your name with anything you say in the focus group.*
- We would like to tape the focus groups so that we can make sure to capture the thoughts, opinions, and ideas we hear from the group. No names will be attached to the focus groups and the tapes will be destroyed as soon as they are transcribed.*
- You may refuse to answer any question or withdraw from the study at anytime.*
- We understand how important it is that this information is kept private and confidential. We will ask participants to respect each other’s confidentiality.*
- If you have any questions now or after the discussion, you can always contact a study team member like me, or you can call the evaluation team leader and convey missing information.*

Introduction:

1. Welcome

Introduce the note taker, and evaluation team and send the Sign-In Sheet with a few quick demographic questions (age, gender, designations, years working in this area) around to the group while introducing the focus group.

Review the following:

- Who we are and what we’re trying to do*
- What will be done with this information*
- Why we asked you to participate*

2. Explanation of the process

Ask the group if anyone has participated in a focus group before.

About focus groups

- We learn from you (positive and negative)
- Not trying to achieve consensus, we're gathering information
- No virtue in long lists: we're looking for priorities

Logistics

- Focus group will last about two hours
- Feel free to move around
- Where is the bathroom? Exit?
- Help yourself to refreshments

3. Ground Rules

Ask the group to suggest some ground rules. After they brainstorm some, make sure the following are on the list.

- Everyone should participate.
- Information provided in the focus group must be kept confidential
- Stay with the group and please don't have side conversations
- Turn off cell phones if possible
- Have fun

4. Turn on Tape Recorder

5. Ask the group if there are any questions before we get started, and address those questions.

6. Questions

For: - (DO's, CDO's, FHO's, CSOs, WDO's, GN Officers, EDO's, SDO's,)

Government and stakeholders have capacity to provide adequate information to migrants and families of migrants at decentralized levels

1. Let's start the discussion by talking about "safer migration", as you may have learned on the cycle of migration - pre departure, in service, return and reintegration. What you can tell us about your understanding of all these terms?
2. Tell us/describe the trainings/sensitization on Safe Migration you participated in?
 - a. What topics were covered, materials were used, technics applied?
3. Was the overall training course on Safe Migration beneficial to your work? (Yes, No)
 - a. If "yes," please explain why it was beneficial. If "no" or "don't know," please try to explain why not.
4. Is there any specific knowledge that you acquired from this training and that you have used on your work after the training course? (Yes, No)
 - a. If "yes," please provide at least one concrete example. If "no" or "don't know," please try to explain why not.

5. Since you received your first training/awareness on migrant worker issues. Have you had follow up/refresher training? When/what date?
6. How do you follow the progress of training/monitor the trainings on SM at Divisional/GN levels? If there is a system to monitor trainings for migrant workers explain the process.
7. How many training sessions have you had over the last 2 years? When, where, how many?
8. Do you have any recommendation or any other comments on the training course and /or overall safe migration program?
9. Are there any challenges you faced in application of any knowledge that you have learned from these training?
10. Do you think the participants find this training useful? What are the areas they find most useful? What are the areas you think need to be added to the training?

<p>Information pack/guide book and flipbook</p>
--

11. Have you received the materials such as information pack/guide book and flipbook since you participated in the training course? (Yes, No)
 - a. If yes, please explain what materials you have received on what topics. If “no” or “don’t know,” please try to explain why not.
12. What is the information in the printed handbooks etc. that they find most useful?
13. What are the weaknesses that you think are there in the information provided in these booklets?
14. Is there anything, which has changed your perception, attitude or behavior in regard the Safe Migration and migrant workers as a result of the training course? (Yes, No)

If “yes,” please provide at least one concrete example.

<p>Application of the knowledge gained with confidence, effectiveness of trainings, ability to share, and future requirements.</p>

15. Did you incorporate anything else you learned in the training course into your work? (Yes, No)
 - a. If “yes,” please provide at least one concrete example. If “no” or “don’t know,” please try to explain why not.
16. Have you used the materials such as information pack/guide book and flipbook since you participated in the training course? (Yes, No)
 - a. If yes, please explain what materials you have used for what purpose. If “no” or “don’t know,” please try to explain why not.
17. What type of information do these workers usually request? How and where do these information sessions/training with MWs/families usually take place/forum? How often?
18. Do you feel you are better able now, to give out information and support to prospective migrant workers and their families? Discuss, before and after.

19. In your area of work, what sort of assistance and services do you usually provide to migrant workers/and families?
20. In your experience what are some of the key problems areas you have observed for MWs and Prospective Migrants... for male workers? For female? Discuss. How do you usually resolve these problems?
21. Explain how pre-departure Info/trainings benefit unskilled workers? What is your general impression of prospective MWs are they able to understand the information? And why it is provided? Is the Info appreciated? Why/why not discuss....
22. Are there any challenges you faced in application of any knowledge that you have learned from these training?
23. Do you have access to the database of prospective/migrant workers in your division? Is there a database? How does this help? Discuss.
24. How many prospective/migrant workers and family members reached by you per month in average?
25. What are some of the main challenges/difficulties you face, if any, in carrying out your work? In which specific areas?
26. What kind of follow up support would help you do your work better?

Stakeholders have capacity to promote reintegration measures

27. Do you have any knowledge of the reintegration sub-policy and how this was piloted/implemented in the districts?
28. In your opinion how does the Rataviruwo program facilitate/assist with the reintegration processes? Discuss.
29. In your opinion how does the Rataviruwo program facilitate/assist with the reintegration processes? Discuss.

7- Conclusion

That concludes our focus group. Thank you so much for coming and sharing your thoughts and opinions with us. If you have additional information that you did not get to say in the focus group, please feel free to write it on this evaluation form.

Additional Questions from Migrant workers/ (prospective/returned) Family members

Prospective Migrant Workers

1. From where you get the knowledge and awareness on safer migration?
2. What is the information you received from government officials from your village or DS division? Do they give you proper instruction?
3. What are the materials used by officials to explain information clearly?
4. Do you think this information is useful? Are they understandable?
5. Is this information sufficient? If not what are your suggestions for improvement?
6. What are the difficulties you have to face when you are seeking for foreign jobs?
7. Can you access to all Government Officials without delay? Do they provide their services on time? If not why?
8. Do you receive any training from the Government or any other institution in addition to the information giving awareness programs? If yes, please describe?

Structured Interview Guide

Interview with ILO Project Management

Questions:

1. **Brief on** standardized information packages of information for migrant workers developed printed and disseminated among relevant recipients with current status of the circulation with providing original copies of the documents.
2. Verify the numbers of training/sensitization programs conducted for 11 SLBFE officers and 9 CSO representatives in 9 districts, 120 DS level Officials, 600 communities level Officials, in 4 districts with deviations if exist.
3. Discuss the results, and challenges in related to facilitation of dissemination of information e.g TOT, Sensitization of 120 Divisional level Government Officers, to effectively deliver safe migration information and to improve their service delivery.
4. Explain the process of facilitation Dissemination of the Standard Package of Information to GN level Government Officers.
5. Build Capacities of Development Officers of the Ministry of Foreign Employment.
6. Promotion and Welfare at Divisional level strengthen the role of Development Officers including their capacities in psychosocial support.
7. Up to what extent the grievance handling mechanism is improved.
8. And describes the stage of implementation of Promotion of the Code of Ethical Conduct for Recruitment Agents and strengthening law enforcement to address trafficking and illegal recruitment issues.
9. Is the Centralized grievance referral system is being implemented effectively and how the ILO coordinate it?
10. Progress? of the Setting up Special Mediation Boards and training.

11. How the monitoring the effective implementation of the “Operational Manual for Labour Sections of Sri Lanka Diplomatic Missions” in Labour Receiving Countries performing?
12. Reveal Current states of Formulation and dissemination of Reintegration Sub-Policy and plan of implementation the policy?
13. Role-played in facilitating the exchange of information between government and civil society and advocacy at regional and international level?

Structured Interview Guide

Interview with (Consultant MFE, Secretary-MFE)

Questions:

1. Role of the **National advisory committee of Labor migration and tripartite Project advisory Committee?**
2. In your view how effective **the training of Safer Migration Process on SM cycle** to develop the knowledge, attitude and capacity of the SLBFE Officials? And rolling out the training at community level? To the village level officials and to the beneficiaries?
3. What are the implications of **Family Back Ground report system?** Is it a practical and viable system to ensure the protection of children
4. What are the over all challenges you faced in you play in implementation of **National Labour Migration Policy?** Acceptance of policies by migrant workers and families and others?
5. What are the improvements made in the **National Anti-Trafficking Task Force** during last two years?
6. Where do the ministry stand on establishment and implementation of the **Central grievance referral mechanism** to support migrant workers?
7. Can you give us an **average number of grievances of migrants** and their families handled by SLBFE offices at national/district level?
8. Are the actions taken against **fraudulent recruiters** by SLBFE has improved? What are the **responsibilities of the ALFEA** in reducing/eliminating fraudulent recruiters?
9. Implementation of the **Code of Ethical Conduct for Recruitment Agents?** Describe impediments you faced in implementation of this. E.g. In case of **breach/violation of code of conducts by Recruitment Agents** what is the procedure to follow? And who are involved?
10. **Are the agencies applying the ethical requirements** to be followed in accordance with code of conduct?
11. The ministry involvement of setting up **the Special Mediation Boards for migrant worker grievances?** Up to what extent this concept is materialized?
12. Further detail on the trainings/workshops done on Mediation? Please describe what you have gained from these training programs.
13. MFE Role in relation to the development of **Reintegration Sub policy** and implementation of **reintegration program for returned migrant workers** who need support?

14. In your view, are the project incorporated specific qualitative process indicators to address gender issues relating to delivery of project service to beneficiaries?
15. What are the **overall lessons learned by MFE** through the implementation of the reintegration programs?
16. Can you satisfy on the monitoring mechanism in place to monitor the progress of this program?
17. Is **operation management information** are reaching the country regularly **from all Sri Lankan Missions** in relevant countries?
18. What is the other? Comments or recommendations you suggest for improving the efficiency and specially the sustainability of this program?

Structured Interview Guide

Interview with GM/AGM/Staff - SLBFE

Questions:

01. What are your role/functions, in developing and dissemination of the information package? How it is developed, how many copies printed and explain the distribution mechanism.
02. Is this information package well accepted by the users or are their any problems emerged on the content, language etc.
03. In your view is this set of information is giving sufficient information to the migrant on all for components in Migration Cycle?
04. The numbers of copies printed are sufficient? If not what the SLBFE plan to fulfill the requirements?
05. In your view how effective the training of Safer Migration Process on SM cycle to develop the knowledge, attitude and capacity of the SLBFE Officials? And rolling out the training at community level? To the village level officials and to the beneficiaries?
06. What are the over all challenges you faced in you play in implementation of National Labour Migration Policy? Acceptance of policies by migrant workers and families and others?
07. Do you aware on the Central grievance referral mechanism established to support migrant workers? (Yes/No) If yes, please describe how effectively implemented this up to what extent?
08. Can you give us an average number of grievances of migrants and their families handled by SLBFE offices at district level?
09. Can you give us some examples of actions taken against fraudulent recruiters by SLBFE,
10. Are you aware on the Mediation Boards? up to what extent this concept is materialized?
11. Further detail on the trainings/workshops done on Mediation? please describe what you have gained from these training programs.
12. Implementation of the Code of Ethical Conduct for Recruitment Agents? Describe impediments you faced in implementation of this.
13. Are the agencies applying the ethical requirements to be followed in accordance with code of conduct?
14. What are the challenges and barriers to follow the code of conduct? If any.

15. What are the overall lessons learned by SLBFE through the implementation of this programs?
16. What is the other? Comments or recommendations you suggest for improving the efficiency and specially the sustainability of this program?

Structured Interview Guide **Interview with ALFEA, and Trade Unions**

Questions:

1. What is your role/functions if any, in assisting migrant workers and their families? How long have you worked with migrant workers? Do you work with other organizations/ government offices, coordinate to assist MWs and families?
2. Have you receive information on safe migration processes/migrant worker issues? If so how/who provided it?
3. Tell us/describe the trainings/sensitization on Safe Migration you participated in? If any
 - a. What topics were covered, materials were used, technics applied?
 - b. What key topics did you cover in your training?
4. What is your role and responsibilities to support the Safer Migration Process at pre departure, in service, returnee and reintegration steps of the SM cycle?
5. Do you aware on the Central grievance referral mechanism established to support migrant workers? (Yes/No) If yes, please describe how you get involve with implementation of this mechanism.
6. Can you give an example of the good practices of the grievance referral mechanism established?
7. Can you give us some examples of actions taken against fraudulent recruiters by SLBFE, ALFEA and police department?
8. Are you aware on the Mediation Boards to be established? in 5 districts to address migration related complaints? (Yes/No) If yes, please describe how you get involve with implementation of this mechanism.
9. What is your involvement in developing the Code of Ethical Conduct for Recruitment Agents? Please describe your understanding and the personal opinion on it?

10. How you are applying the ethical requirements to be followed in accordance with code of conduct?
11. What are the challenges and barriers to follow the code of conduct? If any.
12. What are your recommendations for future sustainability and improved service delivery to the migrant workers?
13. What are the specific role played by the trade unions in “safer migration” program?
14. Are there any other comments you like to make in related to the issues we have already discussed?

Annex 5: Photo coverage



Figure 1: Evaluators conducting a FGD session with officers attached to Dankotuwa DS Division (Puttalam District)



Figure 03: Evaluators conducting a FGD session with officers attached to Akurana DS Division (Kandy District)