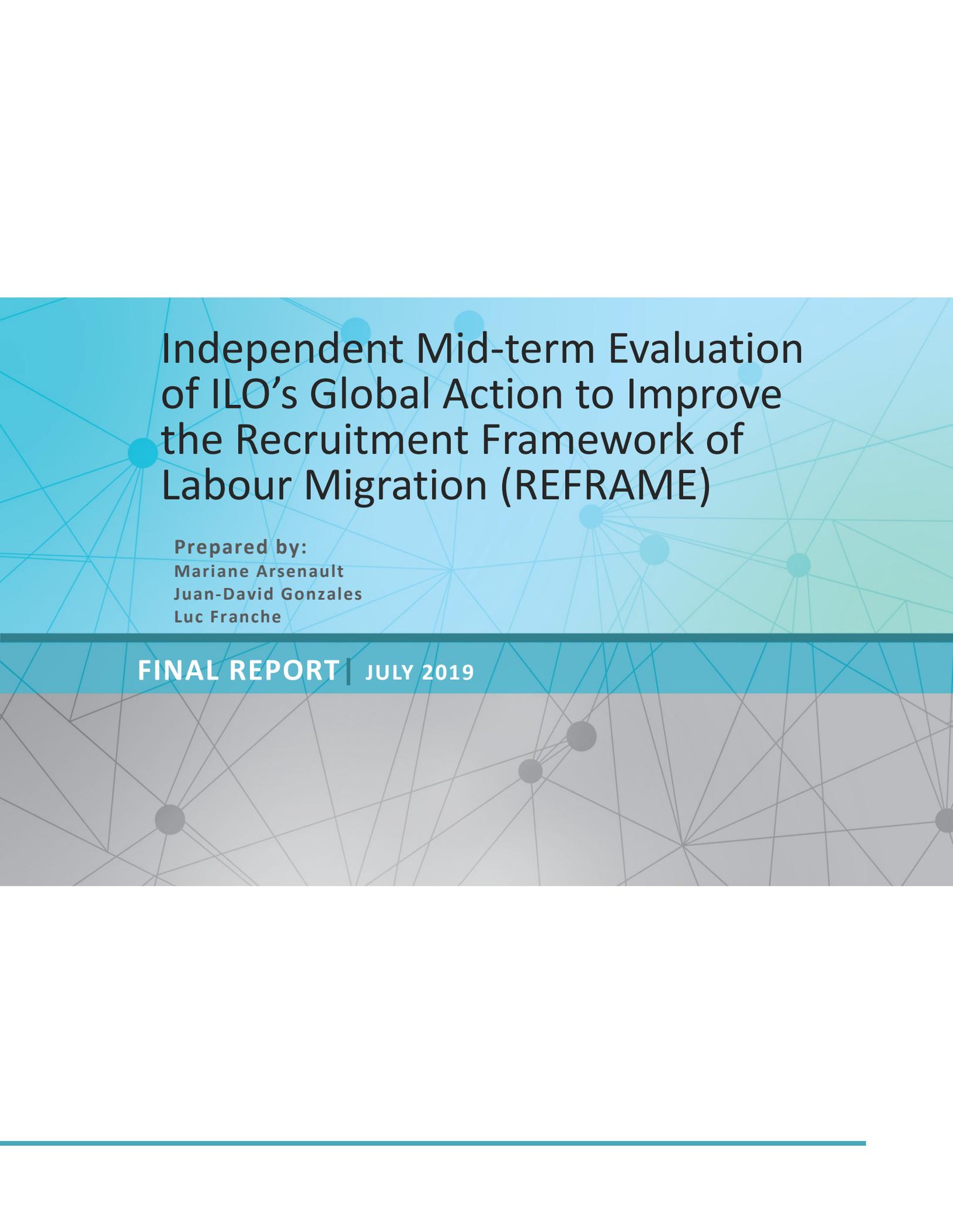# ILO EVALUATION

o **Evaluation Title:** Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)

o **ILO TC/SYMBOL:** GLO/15/41/EUR

o **Type of Evaluation:** Independent Mid-term Evaluation

o **Country(ies):** Global Project. Mexico, Guatemala, Madagascar, Sri Lanka, Pakistan, Nepal Malaysia, Kenya, Lebanon.

o **Date of the evaluation:** July 2, 2019

o **Name of consultant(s):** Mariane Arsenault, Juan-David Gonzales, Luc Franche (Universalia Management Group Limited)

o **ILO Administrative Office:** MIGRANT

o **ILO Technical Backstopping Office:** MIGRANT

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o **Donor:** European Commission, EUR 8 million; ILO, EUR 400,000

o **Evaluation Manager:** Rasha Tabbara

o **Key Words:** Migration, Fair Recruitment, Migrant workers, Corridor Approach

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office
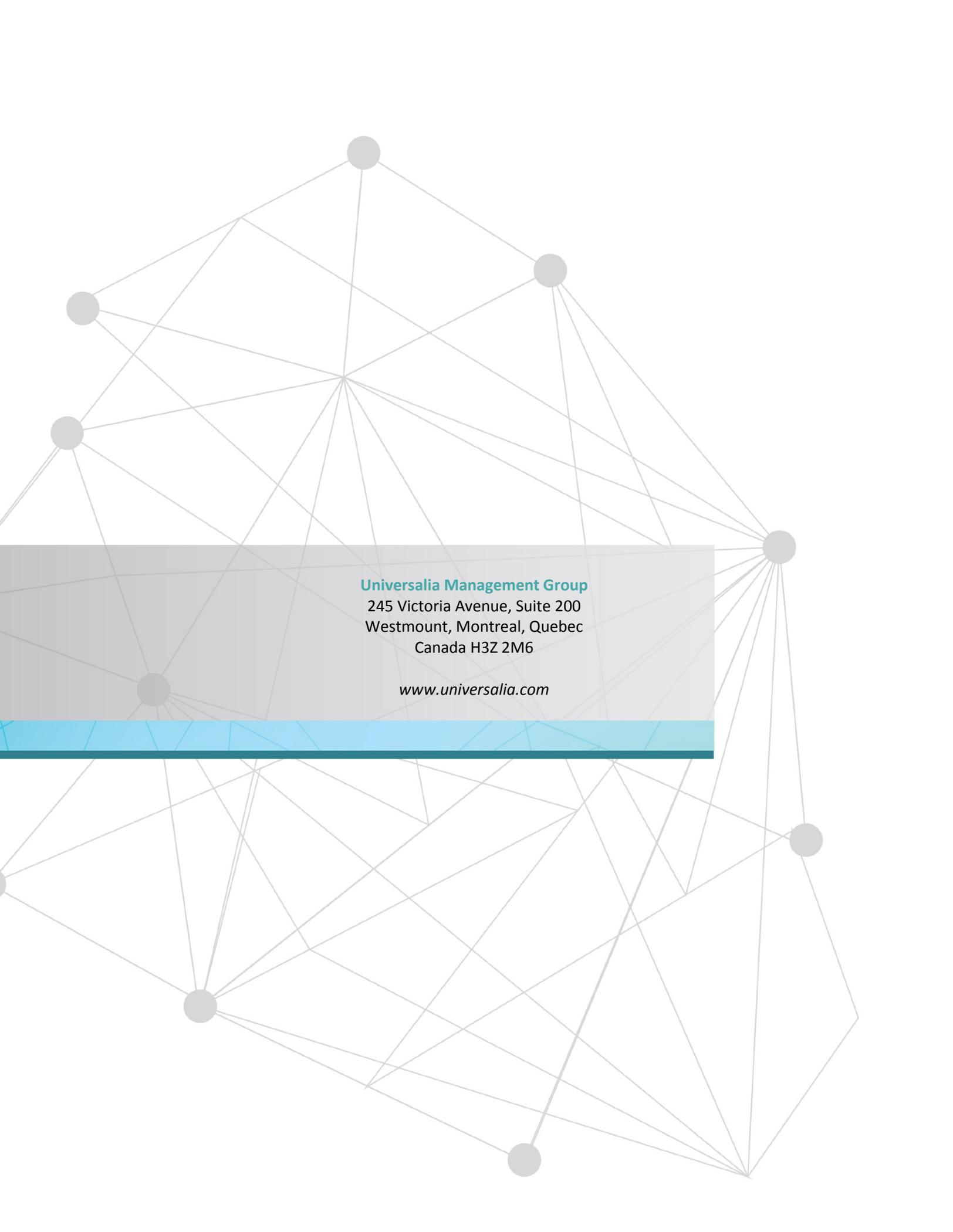
Independent Mid-term Evaluation of ILO's Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)

Prepared by:
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Juan-David Gonzales
Luc Franche

FINAL REPORT | **JULY 2019**

Executive Summary

Project background

Global Context Overview

In 2017, there were 258 million international migrants worldwide. The migration process is often difficult, and the lack of labour governance, legislation, and enforcement can put migrant workers in precarious situations. These situations include exploitation, abuse, threats, deception about job nature and conditions, passport retention, obligation to pay recruitment fees, fear of expulsion from host countries, and physical and sexual violence. These situations can often arise from the uneven enforcement of inadequate recruitment regulations. Lack of labour governance with respect to recruitment often leads to forced labour or fundamental rights violations.

Project Objectives

The European Commission funds this EUR 8 million project. The Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME) project's main goal is to "reduce abusive practices and violation of human and labour rights during the recruitment process and maximize the protection of migrant workers and their contribution to development."

The project uses the General Principles and Operational Guidelines for fair recruitment as a tool and guidance to support governments, partners, and other stakeholders in the establishment of Fair Recruitment initiatives.

REFRAME's objectives are threefold:

1) Key stakeholders take integrated and articulated action towards implementing Fair Recruitment (FR) approaches in the two countries of the selected corridors.

2) Social partners, business, and the media implement FR actions and initiatives.

3) Global/regional discussion on fair recruitment influenced by ILO generated knowledge on fair recruitment and on FR Principles and Guidelines.

At the country level, REFRAME improves labour recruitment governance through assessing recruitment legislation and needs, improving institutional capacities, and assisting tripartite partners in countries of migrant worker origin and destination to eliminate recruitment malpractice via holistic strategies. At the global level, REFRAME supports the development of a business case and a web-based system for evaluating labour recruiters, raising awareness, and disseminating knowledge to businesses, media, and tripartite constituents. REFRAME also provides reliable information and services to migrant workers and influences global and regional discussions related to FR.

REFRAME covers four different migration corridors: Guatemala–Mexico; Sri Lanka–Arab states; Madagascar–Lebanon; and Pakistan–Arab states

Evaluation background

Purpose, Objectives, Users, and Scope of the Evaluation

The purpose of the mid-term evaluation is to assess the level of achievement of the outputs and the extent to which the project has met and/or is likely to meet its intended outcomes. Further, it identifies challenges faced, highlights lessons learned and good practices, and

proposes recommendations for the improved design and delivery of future projects.

The objectives of the evaluation are to identify areas of success and/or challenges; provide recommendations for the continuation of the project; and provide lessons learned for future projects of a similar nature.

The principal users of the mid-term evaluation are the ILO project management team, responsible ILO country offices, the donor (i.e., European Commission), relevant project partners, external clients (e.g., civil society actors, media outlets), internal clients (e.g., field technical specialists, the ILO technical unit at Headquarters (HQ), the tripartite constituents, and other parties involved in project execution.

The mid-term evaluation covers the period from the start of the project in January 2017 until December 2018. In regard to the programmatic scope of the mid-term evaluation, the study covers the project's three Specific Objectives. The mid-term evaluation also covers all countries in which the project has planned activities.

Evaluation approach and methodology

The evaluation adopted utilization-focussed, participatory, gender equality, and mixed-methods approaches. The evaluation was conducted in three phases:

1) **Inception**: The evaluation team drafted an inception report based on a preliminary document review and virtual consultations with project staff in Geneva. The inception report was validated by project staff and the evaluation manager.

2) **Data collection**: The evaluation team conducted semi-structured interviews, both virtually and during in-country visits in Mexico and Guatemala, reviewed available documentation, and conducted a validation workshop in Geneva.

3) **Data analysis and reporting:** Data validity was ensured through cross-referencing and triangulation from multiple data sources. The evaluation team produced the Mid-Term Evaluation Report based on feedback received on the first draft of the report from project staff.

The evaluation triangulated information from three sources of data:

Semi-structured interviews: The evaluation team conducted a series of virtual and in-person interviews between January and March 2019. In total, the team consulted 67 respondents.

Document review: The evaluation team conducted a preliminary document review during the inception phase, as well as an in-depth review to triangulate and complement data collected during in-country visits.

Country visits: The evaluation team conducted country visits to Mexico City and Tijuana, Mexico, between January 28–February 1, and Guatemala City, Guatemala, between February 4–8, 2019. During these visits, the evaluation team met with key stakeholders in Guatemala at the national level and in Mexico at the national and sub-national levels.

Validation workshop: The evaluation team conducted a two-day validation workshop with relevant stakeholders in Geneva on February 21–22, 2019. The workshop allowed the evaluation team to validate preliminary findings and recommendations, and identify potential good practices and lessons learned.

The evaluation team did not encounter any significant limitations during the implementation of the evaluation.

Findings

Relevance and Strategic Fit

The evaluation team found that REFRAME is strongly aligned to international commitments made on labour migration, ILO's strategic priorities, and the European Union's development agenda.

In regard to the Sustainable Development Goals (SDGs), REFRAME is fully aligned to SDG 8 on Decent Work and Economic Growth and to some of its specific targets and indicators. More specifically, the project is in full alignment to SDG 8.7, 8.8, and 10.7.

The REFRAME project is contributing to at least 3 of the 23 objectives of the Global Compact for Safe, Orderly, and Regular Migration. Additionally, the REFRAME project is aligned with ILO's strategic priorities. Specifically, it is aligned with outcomes 6 and 9 of the ILO's Programme & Budget Outcomes 2016-17 and 2018-19. REFRAME is also fully aligned with at least five of the eight fundamental rights conventions.

In regard to Gender equality and non-discrimination, the project document (PRODOC) calls for gender-sensitive policy solutions and improvements to policy dialogue regarding the migration of women in specific sectors of the economy. Finally, REFRAME is clearly aligned to the European Agenda on Migration from May 2015.

At the country level, while governments from origin countries participating in the REFRAME project do not always perceive migrant worker FR as a top priority, the evaluation team noted increased governmental attention to issues related to FR as a result of project implementation.

The lack of government buy-in in destination countries, particularly in Arab and Gulf States, poses a significant challenge to the implementation of FR approaches within

REFRAME. The project acknowledged this challenge since the design of the project. As a result, the project focuses most of its efforts in countries of origin.

REFRAME is highly relevant for employers' organizations (EOs) and workers' organization (WOs) at the global level, particularly the World Employment Conference, the International Organization for Employers, and the International Trade Union Confederation. At the country level, FR is an important and relevant issues for EOs and WOs. However, for some EOs and WOs, FR and labour migration were new topics, and their engagement with REFRAME was sometimes curtailed by misperceptions, lack of a common understanding on the role of WOs and EOs on labour migration, and prioritization.

The REFRAME project complements other projects on themes closely related to FR and migration. REFRAME integrated lessons learned from other projects and built upon other projects' work, notably FAIR (Integrated Program on Fair Recruitment) and BRIDGE (A Bridge to Global Action on Forced Labour), leading to improved project design and results.

Validity of Design

The corridor approach is a solid framework, allowing REFRAME to focus its interventions on specific country and corridor level challenges. This approach allows interventions at both ends of the corridor to be specific and focused on the needs of migrant workers and the context of the corridor.

REFRAME project outputs and outcomes are generally well identified in the logframe. However, the causal linkages between outputs and outcomes, as described in the PRODOC, is not entirely reflected in the theory of change (ToC) and logframe. Indicators are also well defined. Yet, some indicators lack specificity, which may hinder their measurement.

Project Effectiveness

Overall, significant progress has been made toward the achievement of targets at the output level for Specific Objectives 2 and 3. The project was able to accomplish much in a very short period of time, such as developing a Migrant Recruitment Advisor platform in two countries, raising awareness on FR related issues with businesses and the media, and developing a methodology for measuring the SDG indicator 10.7.1.

REFRAME contributed to three high-level global discussions on FR. Most notably, REFRAME contributed to the Tripartite Meeting of Experts on Defining Recruitment Fees and Related Costs, held in November 2018. REFRAME's contribution to the meeting expanded the thematic coverage, helped reach a critical mass of participants to the meeting, and provided a field-level point of view.

Regarding the project's work at the country level, the project has conducted, or is in the process of conducting, comprehensive assessments of recruitment laws and practices in Guatemala, Mexico, Sri Lanka, Madagascar, and Pakistan. In these same countries, REFRAME drafted integrated strategies and work plans jointly with constituents to address unfair recruitment. However, as a result of significant delays, an important proportion of the implementation of these work plans is expected to be done in 2019.

At the outcome level, the evaluation team found supporting evidence that the production of outputs contributes to progress towards REFRAME's three objectives. For example, REFRAME played an essential role in collaboratively convening FR constituents and increasing the issue's importance in their agendas.

By combining direct support to specific countries along migration corridors with global initiatives of knowledge generation and sharing, capacity building, and awareness raising, REFRAME contributes to exchanges of knowledge and experience across regions and between country and global levels initiatives. Finally, some of the project interventions addressed FR by specifically targeting, or taking into account, the specific needs of women.

Efficiency of Resource Use

The evaluation team noted delays in the implementation of some activities, mainly due to country selection, project staffing, and political circumstances. As a result of the implementation delays, some project components will not be achieved without a no-cost extension. The project management team is considering asking the European Commission for a no-cost extension to allow them to be completed. The evaluation team noted that a no-cost extension would not only allow the project to ensure the achievement of results, but also enhance the sustainability of results.

Effectiveness of Management Arrangements

While MIGRANT manages REFRAME, MIGRANT and FUNDAMENTALS collaborate in implementing the project. This collaboration increases efficiency, as both human and financial resources are shared and staff works towards common goals. The collaboration between MIGRANT and FUNDAMENTALS contributed to the project's implementation. For example, FUNDAMENTALS' involvement strengthens the rights-based approach to labour migration issues and fosters the topical expertise of staff members from both departments.

The collaboration between the two ILO departments was, however, time-consuming and required extra project management to ensure results delivery. The evaluation team noted that there is some room for improvement in terms of establishing clear and agreed upon management lines, an accountability structure, and resource-sharing mechanisms between the two departments.

Impact Orientation and Sustainability

The project seeks to ensure the sustainability of its results by bringing about changes in national policies and legislative frameworks, creating tools and guidelines to be used by constituents beyond the project's implementation period, and by obtaining the commitment and buy-in of implementation partners and constituents to sustain the project's results.

Regarding changes in policies and legislative frameworks, REFRAME is providing technical assistance in drafting the regulation for the registration, authorization, and operation of recruiters and recruitment agencies in Guatemala. In Madagascar, the project is supporting the ratification of three ILO conventions, and the drafting of a model for a bilateral agreement on labour migration. In Pakistan, REFRAME contributed to refining the draft National Emigration and Welfare Policy through technical review.

To ensure the future use of the developed tools and outputs, the project involves key stakeholders in their production, thereby creating output ownership. For example, at the country level, the project made an explicit effort to have constituents' draft tools and guidelines. Finally, on generating commitment and buy-in from constituents and partners, REFRAME contributed to raising the importance of FR in the constituents' agendas, thus increasing the likelihood that they will continue working on the issue once the project implementation period ends.

Conclusions

Overall, REFRAME is an innovative project that was well designed. In little time, the project is on track to achieving sustainable results at global and country level that will have a lasting impact beyond the implementation period of the project. However, the project currently faces a considerable challenge: implementing an important proportion of its activities during the last year of the implementation period, particularly at the country level.

Different ILO projects on FR and labour migration have interacted quite organically with each other under the Fair Recruitment Initiative. These interactions created synergies, increased the quality of outputs produced, and allowed for the development of ILO staff expertise.

The corridor approach used by REFRAME is an adequate and useful framework to implement the FR Principles and Guidelines. While the project faced several constraints in working in countries of destination of the selected corridor, the project was flexible enough to adapt to emerging constraints and opportunities during its implementation.

The project suffered from the fact that there was no dedicated time for an inception phase and in the end, this will likely leave insufficient time to implement all activities or reach planned results. At mid-point, REFRAME still has more than half of its budget to implement. The REFRAME project team must, therefore, think strategically for the remainder of the project, and select activities and interventions that will be the most probable drivers of success to achieve outcomes.

Lessons Learned

Defining and communicating constituents' role and responsibilities on FR at country level: The evaluation team observed that the FR of international migrant workers was a relatively new topic for a number of constituents at national level. In particular, EOs and WOs were not always aware of their role and responsibilities on the issue. As such, further advocacy and knowledge generation activities would be needed to ensure buy-in and increase the likelihood of ownership of the FR topic by constituents.

A process cannot be more effective than its weakest link: Timely identification of the

capacities of constituents and other partners at the beginning of the project or during its design is an essential planning tool that can allow predicting the effectiveness of a process/project. Adequate country and stakeholder analysis is an essential step that allows identifying if key success factors are in place and are conducive for successful implementation or replication of a good practice.

Emerging Good Practices

Collaboration between MIGRANT and FUNDAMENTALS: Given that MIGRANT and FUNDAMENTALS branches have the overall responsibility to implement the Fair Recruitment Initiative, REFRAME was designed around their needs and priorities for both branches to collaborate in the implementation of this project. This implementation structure facilitated knowledge-sharing across units and reduced duplications of efforts at the global and country level. At the moment, this structure comes at a price as interviews indicated higher transactions costs related to interdepartmental coordination.

Collaboration between REFRAME and other ILO projects: REFRAME has taken advantage of the existence of other ILO FR and labour migration projects to identify and build upon their good practices and lessons learned. REFRAME strategically utilized opportunities to share the costs of some common activities with other ILO projects to strengthen the potential impact of its interventions while avoiding overlaps and minimizing costs.

Recommendations

Recommendation 1: The REFRAME Chief Technical Officer (CTA) should request a no-cost extension of 6 to 12 months to DEVCO to finalize work initiated at country level, and to operationalize tools developed at the global level.

Recommendation 2: REFRAME should reduce the scope of its interventions in countries and corridors where little progress has been made and focus on less ambitious objectives such as creating partnerships and raising awareness on FR among constituents and other stakeholders (civil society organizations, recruitment agencies, suppliers, etc.).

Recommendation 3: REFRAME should open the Nepal-Malaysia corridor to other sectors, or reduce the number of specific suppliers/factories to be reached, given the ban lifting is beyond ILO's control.

Recommendation 4: REFRAME CTA should consider hiring a communication and knowledge management specialist in Geneva to support the preparation of different internal and external communication outputs, including synthesis/research on good practices and lessons learned that would feed into a final global conference.

Recommendation 5: REFRAME team should conduct more frequent meetings involving the CTA, National Project Coordinators (NPCs), and other interested constituents to improve knowledge sharing across corridors and across global and country level initiatives.

Recommendation 6: REFRAME should consider revising some of the indicators in its logframe, further defining the Specific Objectives statements and, if possible, reformulate the overall ToC of the project

Acronyms

ACTEMP	International Labour Organization's Bureau for Employers' Activities
ACTRAV	International Labour Organization's Bureau for Workers' Activities
AHIFORES	International Horticultural Alliance for the Promotion of Social Responsibility (Alianza Hortofrutícola Internacional para el Fomento de la Responsabilidad Social)
ATUMNET	African Trade Unions' Migration Network
BRIDGE	A Bridge to Global Action on Forced Labour
CABC	Agricultural Council of Baja California (Consejo Agrícola de Baja California)
CMES	Comprehensive Monitoring and Evaluation Strategy
COPREDEH	Presidential Commission Coordinator of Executive Policy on Human Rights (Comisión Presidencial Coordinadora de la Política del Ejecutivo en Materia de Derechos Humanos)
CROC	Revolutionary Confederation of Workers and Peasants (Confederación Revolucionaria de Obreros y Campesinos)
CSO	Civil Society Organization
CTA	Chief Technical Officer
DWCP	Decent Work Country Programme
EO	Employer's organization
EQUIP	Equipping Sri Lanka to Counter Trafficking in Persons
EU	European Union
EVAL	Evaluation Office of the ILO
FAIR	Integrated Program on Fair Recruitment
FAIRWAY Project	Regional Fair Migration Project in the Middle East
FR	Fair recruitment
FRI	Fair Recruitment Initiative
FUNDAMENTALS	International Labour Organization's Fundamental Principles and Rights at Work Branch
Global Compact	Global Compact for Safe, Orderly and Regular Migration
HQ	Headquarters

IFJ	International Federation of Journalists
ILO	International Labour Organization
ILS	International Labour Standards
IOE	International Organization for Employers
IOM	International Organization for Migration
ITC	International Labour Organization's International Training Centre
ITUC	International Trade Union Confederation
KNOMAD	Global Knowledge Partnership on Migration and Development
M&E	Monitoring and Evaluation
MIGRANT	International Labour Organization's Labour Migration Branch
MINREX	Guatemalan Ministry of Foreign Affairs
MINTRAB	Guatemalan Ministry of Labour and Social Welfare
MOU	Memorandum of Understanding
MRA	Migrant Recruitment Advisor
NPC	National Project Coordinator
NSO	National Statistics Office
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
ORTT	Objective and results tracking table
P&B	ILO's Programme & Budget
PDH	Human Rights Ombudsperson
POEPA	Pakistan Overseas Employment Promoters' Association
PWF	Pakistan Workers' Federation
RBA	Responsible Business Alliance
REFRAME	International Labour Organization's Global Action to Improve the Recruitment Framework of Labour Migration
SALM	Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skills and Development Impact
SDC	Swiss Agency for Development and Cooperation

SDG	Sustainable Development Goal
SEPREM	Guatemalan Presidential Secretariat for Women
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNGA	United Nations General Assembly
UNODC	United Office on Drugs and Crime
WEC	The World Employment Conference
WiF	Work in Freedom: Preventing Trafficking of Women and Girls in South Asia and the Middle East
WO	Workers' organization

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1 Project Background

1.1 Evaluation Context

1.1.1 Global Context Overview

Globalization leads to changes in worldwide migration dynamics. Women and men leave their home countries for a growing number of reasons, labour being one of them. An increasing number of workers are moving abroad for better career opportunities or simply to find decent work. In 2017, there were 258 million international migrants worldwide.[1]

The migration process is often difficult, and the lack of labour governance, legislation, and enforcement can put migrant workers in precarious situations. These situations include exploitation, abuse, threats, deception about job nature and conditions, passport retention, obligation to pay recruitment fees, fear of expulsion from host countries, and physical and sexual violence. Migrant workers are likely to experience exploitation, discrimination, inequality, skills underutilisation, and job mismatches.[2] Abuse often takes place at the recruitment level and arises from the uneven enforcement of inadequate recruitment regulations. Lack of labour governance with respect to recruitment often leads to forced labour or fundamental rights violations.

Several challenges remain in regard to the fair recruitment (FR) of migrant workers. Governance is weak regarding recruitment practices and there may be collusion between recruiters, bureaucracy, or inefficient regulation. Existing regulations in some countries do not comply with international human and labour rights, which fosters recruitment malpractice. Lack of collaboration between origin and host countries makes it difficult for migrant workers to denounce or pursue remedies against fraudulent recruiters. Informal labour recruiters exploit workers and disrespect regulations.[3] Lack of migrant representation in workers' organizations (WOs) limits migrants' ability to collectively bargain for better working conditions. In some countries, trade unions are not allowed or capacitated to participate in policy discussions, rendering workers powerless to affect positive change and reduce malpractice in the recruitment industry. Finally, there are few company incentives to ensure supply chains follow recruitment regulations.[4]

Recruitment malpractice affects female migrants to a greater extent than males. Female migrants tend to work in "feminized occupations," such as domestic work, caregiving, textiles manufacturing, and cleaning,

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[1] United Nations (2017) International Migration Report 2017.
http://www.un.org/en/development/desa/population/migration/publications/migrationreport/docs/MigrationReport2017_Highlights.pdf (accessed 3 December 2018).

[2] European Union. Global Public Goods and Challenges: Migration and Asylum Programme. p. 12.

[3] International Labour Organization. (2018) A Guide to Fair Recruitment of Migrant Labour.
https://www.youtube.com/watch?v=F9V6LImzGxI (accessed on 19 November 2018).

[4] Ibid

and these sectors are often less regulated or recognized. Female workers are also more vulnerable and have fewer resources in the case of abuse or malpractice.[5]

Appropriate labour recruitment policies need to be enforced in order to protect migrant worker rights and to ensure labour market efficiency. To address ongoing recruitment issues, a comprehensive approach is critical and must involve the tripartite constituents (i.e., governments, employers' organizations [EOs], WOs, and the media. Public and private employment agencies, which have been proliferating since the mid-1990s,[6] should also be involved.

1.1.2   International Fair Recruitment Instruments

Sustainable Development Goals

Sustainable Development Goal (SDG) 8 targets decent work and economic development. Its aims are to increase employment opportunities for all workers, including migrants; to reduce informal employment and work-related inequalities; and to promote better access to financial services and safe and secure working environments, including during the recruitment phase.[7] Four of SDG 8's targets are aligned with ILO's Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME): 8.5, 8.6, 8.7, 8.8. Target 8.5 focuses on increasing employment and decent work for all while 8.6 targets young people.[8] Target 8.7 aims to eradicate forced labour, modern slavery, and human trafficking, while Target 8.8 supports the protection of workers' rights and the promotion of safe labour environments.[9]

SDG 10 is also related to recruitment, centering on the reduction of inequalities in and among countries,[10] and for this, FR practices are essential. Target 10.7 pertains to safe and regulated migration for all and SDG 10.7.1 focuses on reducing recruitment costs borne by workers as a part of their annual income when working abroad.[11]

Declaration on Fundamental Principles and Rights at Work

Adopted in June 1998, the International Labour Organization (ILO) Declaration on Fundamental Principles and Rights at Work is an international instrument for regulating all aspects of work, from recruitment and working conditions to workers' rights. It includes guidance that applies to labour migration. For instance, it mandates that all ILO member states—even those who did not ratify the convention—must promote freedom of association and the right to collectively bargain and eliminate all forms of forced and child

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[5] Ibid, p. 38.

[6] Ibid, p. 12.

[7] United Nations. (2018) Sustainable Development Goal 8. https://sustainabledevelopment.un.org/sdg8 (accessed on 13 November 2018).

[8] United Nations. (2016) Final List of Proposed Sustainable Development Goal Indicators. https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf (accessed on 19 November 2018).

[9] Ibid.

[10] United Nations. (2018) Sustainable Development Goal 10. https://sustainabledevelopment.un.org/sdg10 (accessed on 13 November 2018).

[11] United Nations. (2016) Final List of Proposed Sustainable Development Goal Indicators. https://sustainabledevelopment.un.org/content/documents/11803Official-List-of-Proposed-SDG-Indicators.pdf (accessed on 19 November 2018).

labour. In addition, it affirms that member states must eradicate employment and occupation discrimination.[12]

Migrant Workers Convention

The Migrant Workers Convention was created in 1975 to regulate labour migration. It affirms that ILO signatory states must enforce regulations to eradicate abusive conditions, such as clandestine movement and illegal employment. Signatories must also comply with a set of standards related to equal opportunity and the treatment of migrant workers.[13] Further, this ILO convention stipulates that EOs and WOs should apply the Convention's regulations and work to eliminate abusive practices.[14]

Fair Recruitment Initiative

The ILO Fair Recruitment Initiative (FRI) was launched in 2014 in response to the ILO's Director General's call for a fair migration agenda. It is rooted in the assumption that productive employment and decent work are essential to sustainable development. The initiative's main foci are the prevention of human trafficking and forced labour, the protection of workers' rights, the reduction of labour migration costs, and the improvement of development outcomes for migrant workers.

In 2016, the ILO adopted the General Principles and Operational Guidelines for FR. The principles guide the ILO, other organizations, national legislatures, and social partners in issues relating to the national or international recruitment of any worker, be they nationals or migrants. While the General Principles provide guidance for all actors, the Operational Guidelines provide specific recommendations and outlines the responsibilities of governments, enterprises, recruiters, and social partners in the recruitment process. They are derived from international labour standards, best practices, related ILO instruments, and other sources.

Other international frameworks in the United Nations (UN) system apply to labour migration and related issues, such as forced labour, discrimination, and working conditions.[15]

1.2   Project Objectives

The European Commission funds this EUR 8 million project. REFRAME's main goals are to "reduce abusive practices and violation of human and labour rights during the recruitment process and maximize the protection of migrant workers and their contribution to development."

The project uses the General Principles and Operational Guidelines for fair recruitment as a tool and guidance to support governments, partners, and other stakeholders in the establishment of FR initiatives and the improvement of recruitment laws and regulations from a human- and labour rights perspective.

The REFRAME objectives are as follows:

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[12] ILO. (2010) The Text of the Declaration and its Follow-Up.
https://www.ilo.org/declaration/thedeclaration/textdeclaration/lang--en/index.htm (accessed 4 November 2018).

[13] ILO. (1975) C143 – Migrant Workers (Supplementary Provisions) Convention, 1975.
https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312288:NO (accessed 4 November 1975).

[14] Ibid.

[15] Other relevant mechanisms are presented on ILO's website at https://www.ilo.org/global/topics/labour-migration/standards/lang--en/index.htm.

- **Specific Objective 1**: Key stakeholders take integrated and articulated action towards implementing FR approaches in the two countries of the selected corridors.

- **Specific Objective 2**: Social partners, business, and the media implement FR actions and initiatives.

- **Specific Objective 3:** Global/regional discussion on fair recruitment influenced by ILO generated knowledge on fair recruitment and on FR Principles and Guidelines

To support these objectives, REFRAME directly supports selected countries along migration corridors in sharing global knowledge, building capacities, and raising awareness. As depicted in the project's theory of change (ToC) in Appendix II, at the country level, REFRAME improves labour recruitment governance through assessing recruitment legislation and needs, improving institutional capacities, and assisting tripartite partners in countries of migrant worker origin and destination to eliminate recruitment malpractice via holistic strategies.[16] At the global level, REFRAME supports the development of a business case and a web-based system for evaluating labour recruiters, raises awareness, and disseminates knowledge to businesses, media, and tripartite constituents. REFRAME also provides reliable information and services to migrant workers[17] and influences global and regional discussions related to FR.[18]

REFRAME covers four different migration corridors:

1) Guatemala–Mexico

2) Sri Lanka–Arab states (with a possible focus on Kuwait, to be further explored by ILO based on further assessment of opportunities and with limited action)

3) Madagascar–Lebanon

4) Pakistan–Arab states (with a possible focus on Kuwait, to be further explored by ILO, based on further assessment of opportunities and with limited action)

The project also has limited action in Kenya, Kuwait, and Lebanon, and in the Malaysia – Nepal corridor.

ILO's Labour Migration (MIGRANT) branch manages REFRAME in cooperation with ILO's Fundamental Principles and Rights at Work (FUNDAMENTALS) branch. ILO technical and country offices implement the project at the country level in collaboration with partners that include ministries in selected countries, WOs, EOs, private and public labour recruiters, and civil society organizations. Main global partners are the International Federation of Journalists (IFJ), the International Trade Union Confederation (ITUC), the International Organization for Employers (IOE), the World Employment Conference (WEC), and other UN agencies and international organizations such as the World Bank and the International Organization for Migration. The direct beneficiaries are the project's country-level partners. The ultimate beneficiaries are migrant workers from the selected corridors.

The implementation period of the project is three years, starting in January 2017 and ending in January 2020 project. The project staff and the European Commission conducted an inception phase during the first months of the project, during which the project's ToC and logframe were revised, and countries of implementation were selected. The work in the selected corridors started at different period (more details in section 4 of the evaluation report).

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[16] ILO. (2018) REFRAME Theory of Change.

[17] ILO. (2018) REFRAME Theory of Change.

[18] ILO. (2018) REFRAME Theory of Change.

1.2.1 Other ILO Fair Recruitment Initiatives

Recent ILO FR initiatives have informed the REFRAME project design, and certain current REFRAME staff members and REFRAME partners have been involved with these initiatives. These initiatives are described below.

Integrated Program on Fair Recruitment

ILO implemented the Integrated Program on Fair Recruitment (FAIR) between 2015 and 2018. Its global aim was to reduce deceptive and coercive practices in the migrant worker recruitment process and violations of human rights and international labour standards. The Swiss Agency for Development and Cooperation (SDC) funded the USD 2.8 million project, which had three main objectives:

1) Establishing FR corridors to prevent exploitation

2) Providing migrant workers with access to reliable information and services

3) Disseminating global and national recruitment and engagement information to the media

FAIR's main corridors were North Africa, the Middle East, and South Asia, and the pilot countries were Tunisia, Jordan, Nepal, the Philippines, and Hong Kong.[19]

The Bridge Project

The United States Department of Labour funds this USD 14.4 million Bridge Project (BRIDGE) in Mauritania, Niger, Peru, Nepal, and Malaysia, planned to operate from 2015 to 2019.[20] The project's overall objective is to eradicate forced labour through increased awareness and data, enhanced national regulation, and strengthened collaboration between EOs and WOs. Its main achievements are having contributed to the ratification of the ILO protocol to end modern slavery in 50 states, creating tools to implement country-level forced labour action plans, supporting research in order to generate data, and advocating for victim rehabilitation programmes.

Regional Fair Migration Project in the Middle East

The Abu Dhabi Dialogue endorsed the Regional Fair Migration Project in the Middle East (the FAIRWAY project) in November 2014. The FAIRWAY Project supports implementation of the ILO Fair Migration Agenda in the region and other ILO projects designed to address decent work deficits for migrant workers. In particular, the project promotes fair migration, which includes FR practices, and combats forced labour and trafficking for labour exploitation.[21]

South-South Cooperation Migrant Worker Project

By Guatemalan government request, the goal of this ILO-implemented project that ran from March 2015 to December 2015 was to protect the rights of Guatemalan migrant workers in Mexico through promoting fair and safe recruitment practices. This project was part of a South-South cooperation framework that

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[19] ILO. (2015) Integrated Programme on Fair Recruitment (FAIR). https://www.ilo.org/global/topics/labour-migration/projects/WCMS_405819/lang--en/index.htm (accessed on 20 November 2018).

[20] ILO. (s.d.) From Protocol to Practice: A Bridge to Global Action on Forced Labour (Bridge Project). https://www.ilo.org/global/topics/forced-labour/projects/WCMS_445527/lang--en/index.htm (accessed 5 December 2018).

[21] See https://www.ilo.org/beirut/projects/fairway/lang--en/index.htm.

included the exchange of labour migration knowledge and experience between key stakeholders in Mexico and Guatemala.[22]

Promoting the Effective Governance of Labour Migration from South Asia Through Actions on Labour Market Information, Protection During Recruitment and Employment, Skills and Development Impact

Promoting the Effective Governance of Labour Migration from South Asia Through Actions on Labour Market Information, Protection During Recruitment and Employment, Skills and Development Impact (SALM), active from 2013–2016, was designed to improve labour migration management across the migration corridor from India, Nepal, and Pakistan to Qatar, Kuwait, and the United Arab Emirates. Funded by the European Commission, SALM promoted the rights of migrant workers, supported the development impact of labour migration, and targeted the reduction of unregulated migration. The Ministry of Overseas Indian Affairs, the Federation of Indian Chambers of Commerce and Industry, the EOs and WOs, the Trade Union Coordination Committee, and the Center for Indian Migrant Studies worked with the ILO to increase migrant worker protection, improve training for outgoing and returning migrants, and enhance knowledge about employability abroad.[23]

Safe Labour Migration Programme in Sri Lanka

Since its implementation in 2013, the Safe Labour Migration Programme in Sri Lanka has worked to improve the safety of Sri Lankan migrants through enhanced regulation and services. One of the objectives of this SDC-funded programme is to feed global-level migration and development policy dialogue. The programme facilitated the adoption of a policy on the return and reintegration of migrant workers in Sri Lanka. Another major achievement is having improved the safe migration capacities of 1,000 local government officers. The Safe Labour Migration Programme in Sri Lanka will run until February 2020.[24]

EQUIP: Equipping Sri Lanka to Counter Trafficking in Persons

EQUIP: Equipping Sri Lanka to Counter Trafficking in Persons (EQUIP) aims to address human trafficking issues in Sri Lanka through a 3P approach: Prevention, Protection, and Prosecution. This project's goals are to strengthen forced labour and trafficking regulation, promote FR practices, improve migrant protection services, and strengthen legal procedures against offenders. The United States Department of State is funding this project to operate from 2017 to 2020.[25]

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[22] ILO. (2015) Fair Recruitment of Guatemalan Migrant Workers in Mexico through South-South Cooperation. https://www.ilo.org/global/topics/labour-migration/projects/WCMS_355061/lang--en/index.htm.

[23] ILO. (s.d.) Promoting the Effective Governance of Labour Migration from South Asia through Actions on Labour Market Information, Protection during Recruitment and Employment, Skill and Development Impact. https://www.ilo.org/newdelhi/whatwedo/projects/WCMS_426164/lang--en/index.htm
(accessed 5 December 2018).

[24] ILO. (s.d.) Safe Labour Migration Programme in Sri Lanka.
https://www.ilo.org/colombo/whatwedo/projects/WCMS_567275/lang--en/index.htm
(accessed 5 December 2018).

[25] ILO. (s.d.) EQUIP: Equipping Sri Lanka to Counter Trafficking in Persons.
https://www.ilo.org/colombo/whatwedo/projects/WCMS_616093/lang--en/index.htm   (accessed   5   December 2018).

Work in Freedom: Preventing Trafficking of Women and Girls in South Asia and the Middle East

The Work in Freedom: Preventing Trafficking of Women and Girls in South Asia and the Middle East project (WiF) project promoted education, FR, safe migration, and decent work through integrated and targeted approach to prevent trafficking of women and girls in South Asian countries of origin (i.e., Bangladesh, India, and Nepal) and in selected destination countries (i.e., India, Jordan, Lebanon, and the United Arab Emirates). It reached at least 100,000 women and girls as direct beneficiaries between 2013 and 2018.[26]

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[26] See https://www.ilo.org/global/topics/forced-labour/projects/WCMS_217626/lang--en/index.htm.

2 Evaluation Background

2.1   Purpose

As stated in the Terms of Reference (ToR) included under Appendix I, the overall objective of the mid-term evaluation is to assess the level of achievement of the outputs and the extent to which the project has met and/or is likely to meet its intended outcomes. Further, it identifies challenges faced, highlights lessons learned and good practices, and proposes recommendations for the improved design and delivery of future projects.

2.2   Objectives

The evaluation is expected to guide ILO management of the project performance, including areas of success and/or challenges; provide recommendations for the continuation of the project; and provide lessons learned for future projects of a similar nature. This would be realized by:

- Establishing the validity and relevance of the project design and implementation strategy in relation to the ILO FRI and SDGs;

- Providing an assessment of the extent to which it appears the project will achieve desired outcomes and deliver the planned outputs, as well as unexpected results;

- Assessing the extent to which the project outcomes will be sustainable;

- Assessing if the chosen strategies, implementation modalities, and partnership arrangements were appropriate in light of constraints and opportunities in the project operating environment;

- Providing recommendations for how to adapt project implementation in the project's second half of operation in order to address identified challenges and seize opportunities;

- Assessing the usage of the project's Comprehensive Monitoring and Evaluation Strategy (CMES) in regard to supporting management, accountability, and learning; and

- Identifying emergent good practices and lessons learned.

2.3   Scope

As per the ToR, the mid-term evaluation covers the period from the start of the project in January 2017 until December 2018.

In regard to the programmatic scope of the mid-term evaluation, the study covers the project's three Specific Objectives. As this is a mid-term evaluation, particular attention is paid to output level results at both the global and country/corridor levels. In regard to the geographical scope, the mid-term evaluation covers all countries in which the project has planned activities.

2.4   Evaluation Users

The principal users of the mid-term evaluation are the ILO project management team, responsible ILO country offices, the donor (i.e., European Commission), relevant project partners, external clients (e.g., civil society actors, media outlets), internal clients (e.g., field technical specialists, the ILO technical unit at Headquarters [HQ]), the tripartite constituents, and other parties involved in the project execution.

2.5   Evaluation Criteria and Questions

The evaluation was conducted in accordance with ILO's policy and guidelines for evaluation with adherence to the Organization for Economic Co-operation and Development–Development Assistance Committee (OECD-DAC) Evaluation Quality Standards[27] and UN System Evaluation Norms and Standards.[28] The evaluation is also in compliance with United Nations Evaluation Group (UNEG) ethical guidelines for evaluations, and EVAL's code of conduct. The evaluation covered the following evaluation criteria:

- Relevance and strategic fit
- Validity of design
- Project progress and effectiveness
- Efficiency of resource use
- Effectiveness of the management arrangements
- Impact orientation and sustainability

The specific evaluation questions presented in the ToR are included in Appendix I. However, the evaluation team developed a separate evaluation matrix based on the ToR. The team slightly reorganized the evaluation questions shown in the ToR based on its understanding of the questions and insights provided by the REFRAME core team. To make apparent the changes, ToR questions are also listed in the evaluation matrix included in Appendix III. The evaluation questions were also translated into interview questions that are part of the interview protocols included in Appendix IV.

The evaluation included specific questions about ILO's crosscutting themes, namely social dialogue and International Labour Standards (ILS), and gender and non-discrimination. Gender was considered by including specific questions on gender mainstreaming and by ensuring both men and women were given the opportunity to participate in the evaluation process. Further, the evaluation team was gender-balanced.

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[27] See http://www.oecd.org/dac/evaluation/qualitystandards.pdf.

[28] See http://www.uneval.org/document/detail/1914.

3 Evaluation Approach and Methodology

3.1   Overall Approach

In line with the ILO's results-based approach to the REFRAME project, the evaluation focused on identifying and analysing results by addressing key questions related to the evaluation criteria and project achievement. The evaluation used the mix of evaluation approaches described below.

3.1.1   Utilization-Focused Approach

A utilization-focused approach was implemented to make this evaluation report useful to its intended users in terms of providing learning, informing decisions, and improving performance. To realize this, the evaluation team provided the REFRAME team several opportunities to offer feedback on preliminary findings, emerging good practices, lessons learned, and recommendations. The evaluation team conducted a two-day workshop with ILO stakeholders in HQ to ensure that the results of the evaluation would be responsive to the client's needs. Additionally, a draft version of this report was submitted to the client for their feedback.

3.1.2   Participatory Approach

Given ILO's tripartite nature and the global nature of the project, the evaluation was conducted in a participatory and inclusive manner. The evaluation team reached out to the widest possible representation of project stakeholders, most notably so to ILO' tripartite constituents. This was done not only for ethics' sake but also to facilitate data triangulation and the appropriation and buy-in of findings, conclusions, and stakeholder recommendations.

3.1.3   Gender Equality

Gender equality was mainstreamed in the evaluation by:

- Applying gender analysis involving both men and women in consultation and evaluation analysis;
- Including data disaggregated by sex and gender in the analysis and justification of project documents; and
- Forming a gender-balanced evaluation team.
- This consideration of gender-related concerns is based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects and UNEG Ethical Guidelines.

3.1.4   Mixed-Methods Approach

The purpose of the mixed-methods approach is to triangulate information sources and perspectives, including documentary review; interviews with ILO, tripartite constituents, and strategic partners; and

validation with project stakeholders. Utilizing various data collection methods ensures a comprehensive, robust, and evidence-based understanding of the programme under evaluation. This, in turn, allows for the development of insightful findings, reliable conclusions, relevant lessons learned, and targeted recommendations. To this end, the evaluation team utilized a range of methods (see below) in order to assess each evaluation criterion through its associated key evaluation questions. All key findings were derived from at least two data sources.

Data triangulation is essential when evaluating interventions that involve complex political and social change in dynamic country contexts, where there is little scope for a thorough statistical analysis. The evaluation team thus used an approach to triangulation that crosschecked information and analysis across three research areas—perception, validation, and documentation—to identify evaluation findings. The evaluator's approach to triangulation is presented in Figure 3.1 below.

Figure 3.1   Approach to Triangulation
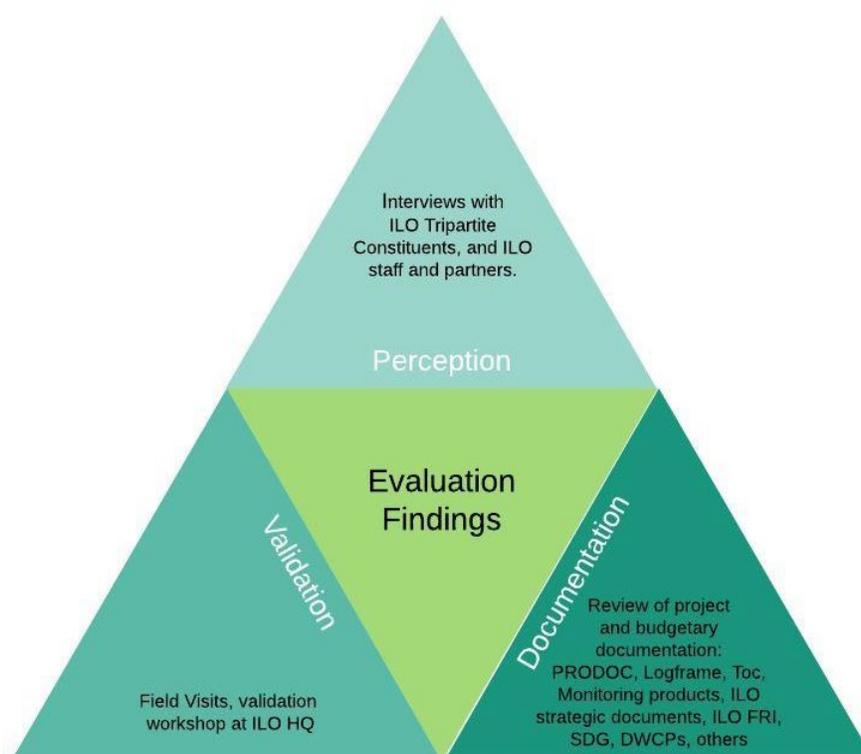
3.2   Methodology

The conceptual framework used for the evaluation is the *ILO policy guidelines for evaluation: principles, rationale, planning and managing for evaluations*.[29]

The evaluation methodology is described in the following paragraphs. The evaluation's overall approach consists of the following steps: (a) inception, (b) data collection, and (c) reporting and learning.

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[29] See https://www.ilo.org/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm.

Figure 3.2   **Phases and Methods**
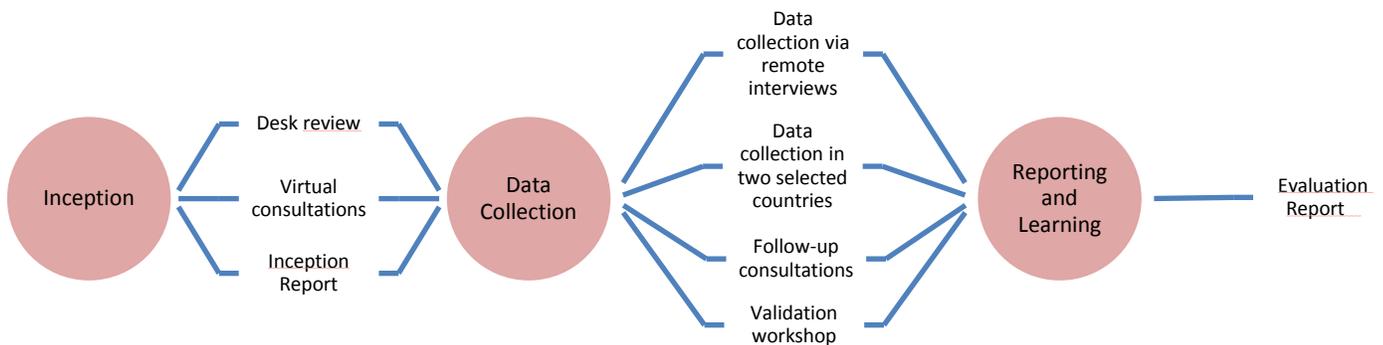
3.2.1 Sources of Data and Data Collection Methods

Document Review

The evaluation team conducted a two-step document review to inform the development of this evaluation report. The team started with a preliminary review during the inception phase to formulate the inception report and data collection tools. Once this was approved, they conducted a more in-depth review to triangulate the collected information. A comprehensive list of consulted documents is presented in Appendix V.

Semi-structured Interviews

The evaluation team and the REFRAME team identified key stakeholders that should be consulted at the global and country levels. It was agreed that the evaluation team would conduct semi-structured interviews with key stakeholders in countries selected for country-visit, as well as semi-structured remote interviews stakeholders from non-visited countries and with ILO staff to ensure a representation of different views in the mid-term evaluation report. Hence, the evaluation team conducted a series of virtual and in-person interviews between January and March 2019. In total, the team consulted 67 respondents, 38 of whom were women (57%) and 29 were men (44%). A list of consulted stakeholders is presented in Appendix VI.

Country Visits

The evaluation team conducted country visits to Mexico City and Tijuana, Mexico, between January 28–February 1 and Guatemala City, Guatemala, between February 4–8, 2019. During these visits, the evaluation team met with key stakeholders in Guatemala at the national level and in Mexico at the national and sub-national levels. The country visits gave the team the opportunity to observe two events. In Guatemala, the team consulted with 18 stakeholders and in Mexico, with 11. These countries were selected by applying a purposeful sampling strategy. For more information about this strategy, see Appendix VII.

Validation Workshop

The evaluation team conducted a two-day validation workshop with relevant stakeholders in Geneva on February 21–22, 2019. The REFRAME team in Geneva organized the meetings. Participants included project staff from MIGRANT and FUNDAMENTALS, National Project Coordinators (NPCs) from all

participating countries, ILO specialists including the Bureau for Workers' Activities (ACTRAV) and the Bureau for Employers' Activities (ACTEMP) in Geneva, and the European Commission. The high level of participation in the workshop allowed the evaluation team to better understand the different stakeholder views, validate preliminary findings and recommendations, and identify potential good practices and lessons learned.

A transcript of the workshop discussion was analysed and used to triangulate findings and further refine the conclusions and recommendations presented in the current report.

3.2.2 Data Analysis

The data analysis was aligned to the overall methodological approach and in compliance with the UNEG and OECD-DAC international evaluation standards. Data validity was ensured through cross-referencing and triangulation from multiple data sources. To purposefully influence the analytical process through triangulation and to enhance the credibility of the evaluation findings, the evaluation team used the following methods of analysis:

- **Descriptive Analysis:** Used as a first step before moving on to more interpretative approaches, descriptive analysis enabled understanding of the contexts in which REFRAME project was implemented at the global and country levels.

- **Content Analysis:** To flag diverging views and opposite trends, content analysis was applied to documents and notes from stakeholder consultations to identify common trends, themes, and patterns for each of the key units. Emerging issues and trends constituted the raw material for crafting findings, lessons learned, and recommendations.

- **Quantitative Analysis:** The quantitative analysis was applied to the quantitative data regarding the use of resources during project design and implementation phase and the achievement of quantitative targets.

- **Comparative Analysis:** To examine findings across different emergent themes and to identify best practices, innovative approaches, and lessons learned, comparative analysis was utilized. Development of the narrative followed the emergent theoretical framework and information was organised according to hypotheses generated. Data for each theme was linked in two ways: within each hypothesis and across hypotheses.

3.3   Methodological Limitations and Mitigation Strategies

The evaluation team did not encounter any significant limitations during the implementation of the evaluation. Some minor situations, however, required the team to realign certain interventions.

Initially, the ToR indicated a preference for conducting country visits to origin countries rather than to destination countries. However, political uncertainties in Sri Lanka and Madagascar during the final months of 2018 forced the evaluation team not to visit those countries. Pakistan was also deemed not to be a suitable country for a visit, given that the NPC had been recently hired and little had been done at that stage.

Thus, the evaluation team adopted a different evaluation angle and conducted visits at the corridor level, to Mexico and in Guatemala. The former country is a destination country and the latter is an origin country. Despite a change of government at the federal level in Mexico and at the sub-national level in Chiapas, the evaluation team mitigated the risk of limited access to federal Mexican authorities by

conducting additional visits in Tijuana, Baja California, where the project is operating. In Guatemala, the possibility of visiting the border with Mexico in San Marcos was discarded, given that the project had not yet implemented a significant amount of activities in the region.

4 Findings

4.1   Relevance and Strategic Fit

According to the OECD-DAC, relevance refers to "the extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies."[30]

Finding 1:   REFRAME is strongly aligned to international commitments made on labour migration, ILO's strategic priorities, and the EU's development agenda.

In light of the need to contribute to the 2030 Agenda and the SDGs, the evaluation team found the REFRAME project to be fully aligned to SDG 8 on Decent Work and Economic Growth and to some of its specific targets and indicators. More specifically, the evaluation team confirmed the project's full alignment to SDG 8.7, 8.8 and 10.7, as described in Table 4.1 below.

Table 4.1   Alignment of Relevant SDGs to REFRAME's Specific Objectives

RELEVANT SDG	SPECIFIC OBJECTIVE	EXPLANATION
8.7 – Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking, and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.	Specific Objective 1 Specific Objective 2.	Under Specific Objective 1, REFRAME is working with countries in selected corridors to implement concrete actions. These actions aim to improve the protection of migrant workers in destination countries, thus contributing to the eradication of modern slavery. Under Specific Objective 2, REFRAME performed a mapping and situation analysis of forced labour and human trafficking initiatives in global supply chains that contributed to Alliance 8.7.
8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular female migrants, and those in precarious employment.	Specific Objective 1 Specific Objective 2 Specific Objective 3	Actions undertaken under Specific Objective 1 and Specific Objective 2 to eradicate modern slavery support the creation of a migratory framework across countries in corridors and within countries. This could ensure safe and secure working place for migrant workers. Specific Objective 3 is further contributing to raising awareness and generating evidence on migration dynamics at the global and local levels. This could promote the adoption of evidence-based policies.

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[30] Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000), p. 32.

RELEVANT SDG	SPECIFIC OBJECTIVE	EXPLANATION
10.7 – Facilitate orderly, safe, regular, and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.	Specific Objective 3	As co-custodian for SDG Indicator 10.7.1, REFRAME worked on a statistical methodology on recruitment cost that will be tested in certain countries.

Despite REFRAME having been designed before the United Nations General Assembly (UNGA) endorsed the Global Compact for Safe, Orderly and Regular Migration (Global Compact), the evaluation team noted that the REFRAME project is contributing to at least three of the Global Compact's 23 objectives:

- **Objective 5** – Enhance availability and flexibility of pathways for regular migration

- **Objective 6** – Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work

- **Objective 14** – Enhance consular protection, assistance, and cooperation throughout the migration cycle

Objective 5 is in full alignment with the REFRAME corridor approach, given that it promotes the need to "develop human rights-based and gender-responsive bilateral, regional and multilateral labour mobility agreements with sector-specific standard terms of employment in cooperation with relevant stakeholders, drawing on relevant ILO standards, guidelines and principles."[31] Objective 6 is of particular interest in that it highlights the need to develop and improve national policies and programmes related to labour mobility. This objective takes into consideration the ILO General Principle and Operational Guidelines for Fair Recruitment, a tool also put forward by the REFRAME project. Lastly, Objective 14 corresponds to the strategy supported by REFRAME in Guatemala, where it is aiming to strengthen consular protection for Guatemalan workers in Mexico.

At the same time, the REFRAME project remained aligned to ILO's strategic priorities. Specifically, for biennia 2016–17 and 2018–19, it was aligned to two of the ILO's Programme & Budget (P&B) Outcomes:

- **Outcome 9** – Promoting fair and effective labour migration policies

- **Outcome 6** – Formalization of informal economy[32]

Alignment to Outcome 9 is self-explanatory. Alignment to Outcome 6 was evidenced by the fact that strategies to improve migrant worker protection often called upon, but were not limited to, the development of FR mechanisms, rules, or regulations and secured pathways or corridors for regular or formal migration.

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[31] Global Compact for Migration. July 2018. Global Compact for Safe, Orderly and Regular Migration, p. 11.

[32] ILO. (2017) Programme and Budget for the Biennium 2018-19; ILO. (2015) Programme and Budget for the Biennium 2016-17.

More broadly, REFRAME is also fully aligned with the Fair Migration Agenda proposed by the ILO Director-General to the International Labour Conference in 2014. The Fair Migration Agenda includes FR as one of its main pillars.[33] The Agenda later translated into the FRI.

The REFRAME project also took into account ILO's crosscutting themes, including ILS, Social Dialogue and Gender equality and non-discrimination. REFRAME is, for example, fully aligned to at least five of the eight fundamental rights conventions[34] and to certain other conventions, such as the Migration for Employment Convention (Revised), 1949 (No. 97) and the Private Employment Agencies Convention, 1997 (No. 181). With regard to social dialogue, REFRAME consulted with and invited the involvement of its tripartite constituents at the global level and in countries in the prioritized corridors.

Gender equality and non-discrimination was mostly addressed from the non-discrimination angle. However, the Description of the Action, in the project document, highlighted the fact that migratory women and men face different challenges and experiences at all stages. This calls for gender-sensitive policy solutions and improvements to policy dialogue regarding the migration of women in specific sectors of the economy, the most notable of which is domestic workers. Within the REFRAME project, Madagascar was more proactive in supporting the organization of migrant domestic workers both locally and in Lebanon.

REFRAME is clearly aligned to the EU's priorities. Most notably, it is aligned to the European Agenda on Migration from May 2015, in which the EU committed to "to promote ethical recruitment in sectors suffering from a lack of qualified workers in countries of origin by supporting international initiatives in this field."[35] In addition, the New European Consensus on Development adopted by the EU in 2017 reaffirmed that mobility and migration will remain key crosscutting issues to be tackled within their Framework for Action.[36] The Consensus reaffirmed EU's commitment to multilateralism, the UN, and the implementation of the Paris Agreement, thus indicating that FR projects like REFRAME should remain a priority for European countries.

> **Finding 2:**   **Although governments from origin countries participating in the REFRAME project do not always perceive migrant worker FR as a top priority, its relevance is confirmed by increased governmental attention. On the other hand, government buy-in in some destination countries remains a significant challenge to the implementation of FR approaches.**

Decent Work Country Programmes (DWCPs) are the ILO's country-level programming instrument developed for 5-years cycles. DWCPs identify ILO constituents' priorities in a particular country and specify

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[33] ILO. 2014. Report of the ILO Director-General to the International Labour Conference, Fair migration: Setting an ILO agenda (Geneva).

[34] Forced Labour Convention, 1930 (No. 29); Abolition of Forced Labour Convention, 1957 (No. 105); Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87); Right to Organize and Collective Bargaining Convention, 1949 (No. 98); Equal Remuneration Convention, 1951 (No. 100); Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

[35] European Union. (2015) Global Public Goods and Challenges: Migration and Asylum Programme (PRODOC).

[36] EC. 2017. The New European Consensus on Development "Our World, our Dignity, Our Future."

the planned country office support to achieve results under those priorities.[37] Thus, the review of DWCPs provided strong evidence of the degree to which national governments valued and prioritized FR at the moment DWCPs were developed. As such, the evaluation team observed that Sri Lankan and Pakistani DWCPs included the issue of labour mitigation FR at the outcome level.[38] However, the Madagascar DWCP only partially touched on the issue via an output aiming to reintegrate returning migrant workers into the labour market.[39] Likewise, Lebanon included an output on improving the regulatory framework, mechanisms and capacity to protect migrant workers.[40] Other participating countries don't have DWCP or have officially approved them.

Origin Countries

In Sri Lanka and Pakistan, there is additional evidence that the governments are increasingly prioritizing FR. Both countries are taking part in the Colombo Process, a regional consultative process for the "management of overseas employment and contractual labour for countries of origin in Asia."[41] Both are also involved in the Abu Dhabi Dialogue, a voluntary, non-binding intergovernmental consultative process. The Abu Dhabi Dialogue engages seven countries of destination, including Gulf countries and Malaysia, and 11 countries of origin. In Sri Lanka, it was notably agreed that REFRAME would support the country in these discussions with regard to technical advice on FR and recruitment costs and fees. Furthermore, both countries have ministries dedicated to FR and labour migration (i.e., the Ministry of Overseas Pakistanis and Human Resource Development, the Ministry of Foreign Employment in Sri Lanka). These ministries are mandated to protect immigrants and emigrants in origin and destination countries. They have also put in place governmental recruitment agencies and have provided regulatory frameworks for the operation of private recruitment agencies. REFRAME was able to align to the Pakistani government's needs by supporting efforts to implement a labour migration strategy for the Middle East, notably with Qatar.

Regarding Madagascar, it was estimated that in 2013, one percent of the total population was comprised of migrant workers and that Madagascar is an important origin country from the African continent with migration towards Lebanon, Kuwait, Saudi Arabia, and Jordan.[42] According to the REFRAME corridor analysis, its overall labour migration regulatory framework is insufficient and the implementation and enforcement of existing legislation remains limited. The government having banned since 2013 the migration of Malagasy nationals to high-risk countries evidences this. On the other hand, Madagascar was one of the first countries to fully embrace Alliance 8.7 on forced labour, modern slavery, human trafficking, and child labour. Madagascar was also present in Morocco to sign the Global Compact in 2018 and recently committed to the ratification of Conventions 181 (1997), 89198 (2011), and 143 (1975). Despite a challenging political context made more tense by national elections during the last quarter of 2018, REFRAME is aligned to national priorities in Madagascar by supporting the government in drafting a model bilateral agreement for migrant domestic workers to support negotiations with destination countries in the Middle Eastern Gulf.

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[37] See ILO' website at https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/results-based-management/country/lang--en/index.htm.

[38] DWCP in Sri Lanka (Outcome 3.2: Labour market outcomes for migrants are improved and their vulnerability to exploitation reduced) and in Pakistan (outcome 3.4. safe and fair labour migration promoted).

[39] République du Madagascar & OIT. 2015. Programme Pays pour le Travail Décent 2015-2019 Madagascar, p. 42.

[40] ILO. 2017. Decent Work Country Programme for Lebanon 2017-2020, p. 12.

[41] See https://www.colomboprocess.org/about-the-colombo-process.

[42] OIM. 2015. État des lieux sur la traite des personnes à Madagascar.

In Guatemala and Mexico, migration was already a priority, given that both countries are origin, destination, and transit countries and that internal seasonal agricultural worker migration is common. As Mexico and Guatemala share a land border, a significant part of migration flows are made by land, allowing higher volumes of informal migration than in other targeted countries. Given that the migration flows in the region are less unidirectional than in other targeted countries, and the fact both countries send a great number of workers to other countries, government representatives from both countries perceived a strict focus on the Guatemala-Mexico corridor to be non-representative of complex realities. In Mexico, interviews indicate that Mexican authorities prioritize the needs of Mexican migrants returning or expelled from the United States, and the government is concerned regarding the northern border with migration to the United States. Guatemalan migrants working in Mexico live and work near the Guatemala-Mexico border are not generally perceived as a priority group.

Recently, the governments of Guatemala and Mexico signed a bilateral agreement on labour migration, agreeing to share information on temporal migrants in Mexico and to creating a mechanism to allow safe, orderly, and regular migration. Although the agreement's specific mention of ILO and the recent change of government at the federal level in Mexico indicate an opportunity for REFRAME to support the agreement's implementation, the highly political nature of the issue may hinder REFRAME's involvement in higher-level policy discussions.

Through its NPCs, REFRAME found entry points with Ministries of Labour in both countries to push forward the FR agenda, an issue that both governments perceived as highly relevant but was not their top priority. In Guatemala, the NPC developed a joint workplan focused primarily on technical work with key government counterparts, including with the Ministry of Labour, the Ministry of Foreign Affairs, the Guatemalan Presidential Secretariat for Women, the Coordinator of the Executive's Policy on Human Rights, and the Human Rights Ombudsperson (PDH). All counterparts consulted confirmed that REFRAME interventions were highly relevant. In general, they appreciated how the project tried to build on existing processes to gain momentum and ensure process ownership.

Since Mexico has a federal structure in which the states have significant autonomy, REFRAME has engaged with both federal and state governments. This has most notably occurred in Chiapas, where most Guatemalan temporary workers are located, and in Baja California Norte, where the government collaborates with municipal authorities in Tijuana. The project found an entry point in the trainings offered for all units within the federal-level Ministry of Labour, as those trainings should include the General Principles and Operational Guidelines for FR. REFRAME also agreed to assist the National Migration Institute and municipal offices in the provision of information and services to migrant workers.

Destination Countries

Early in its implementation, REFRAME's corridor analysis found that engaging with destination countries was particularly challenging. This explains why there was an NPC presence only one destination country, Mexico.

Gulf countries are the destination countries for many Asian and African migrants, yet ILO has little traction and presence there. In these countries, political constraints seem to have limited the project's ability to fully engage with national authorities. Only recently has REFRAME found a potential opening in Qatar, a country that is opening visa centres in Pakistan and Sri Lanka, and in Kuwait, a country that is developing with national authorities a DWCP that might refer to FR. In Lebanon, despite the country not having an NPC, REFRAME is collaborating with the ILO project office, most notably with the Work in Freedom project.

Finding 3: **While highly relevant for EOs and WOs at the global level, FR and labour migration was a new topic for some ILO counterparts at the national level.**

Global Level

Although the WEC and the IOE are not directly involved with implementing the REFRAME project, they contributed to defining ILO's FR agenda during the Tripartite Meeting of Experts on Fair Recruitment Principles and Operational Guidelines and the Tripartite Meeting of Experts on Defining Recruitment Fees and Related Costs.

The WEC is firmly committed, as stated in its mission statement, to the promotion of "quality standards within the employment industry and fighting against rogue providers."[43] The WEC has made FR and labour migration one of its policy areas and has highlighted its commitment to the FRI. It also participated in the debate that led to the adoption of ILO Convention on Private Employment Agencies, 1997 (No. 181) and its accompanying Recommendation No. 188, before the formation of REFRAME. Interviews conducted for the evaluation also stress the relevance of FR.

IOE has also made labour migration its own policy priority, and they are also strongly committed to the FRI. It is also pushing for revision of ILO Conventions 97 and 143 to address current migration challenges.[44]

Additionally, the ITUC also perceives REFRAME as highly relevant, as evidenced by the fact that one of its current priorities is global governance on migration. The ITUC was involved during the REFRAME project design phase and it leads the development of the Migrant Recruitment Advisor (MRA) website. ITUC has also demonstrated its commitment to FR by partnering in the FAIR project, participating in the Tripartite Meeting of Experts on Fair Recruitment Principles and Operational Guidelines.

National Level

Evidence collected from EO and WO stakeholders at the national level indicates FR is an important and relevant country-level topic. As unregulated recruitment exposes workers to risks and abuses, both EOs and WOs considered their participation in the project's implementation in targeted countries as highly relevant. The evaluation team observed that at the country level, with respect to WOs, challenges related to FR implementation are generally not an issue of relevance but rather of priorities, capacities, and, to a lesser extent, misperceptions.

Testimonies from various countries indicate that trade unions are more accustomed to providing services to local and formal workers that are members of their union. They have little to no experience of working with nationals working abroad or foreigners working in their countries. Furthermore, although the labour union movement advocates for decent working conditions for all workers, not all unions are open to provide services to informal workers, particularly given competing priorities and limited resources. Interviews in the Guatemala–Mexico corridor indicated that WOs were more inclined to prioritize FR with internal migrants than transnational ones. In Asia, an interviewed trade union specified that as a union, they do not have a major role to play in FR.

The often-limited resources and capacities of national labour unions are well documented. Guatemala is a particular example of this. Although consulted trade unions were able to develop workplans to advocate in favour of FR, the unions' limited capacities is a major risk to the successful implementation of the workplans.

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[43] See https://www.wecglobal.org/index.php?id=35.

[44] See https://www.ioe-emp.org/en/policy-priorities/labour-migration/.

In terms of perceptions, the evaluation team observed that in certain cases, national workers perceive migrant workers as contributing to the distortion of the labour market. Migrant workers, particularly those who are informal, may work for lower wages in poorer conditions. Theses perceptions may be deterring certain unions from further committing limited resources to FR. Hence, REFRAME's work with WOs in even more relevant because the project can shed light on these kind of misperceptions and further advocate for migrant workers' rights.

Interestingly, ITUC's involvement might be helping place FR on the agendas of the national trade unions. ITUC is negotiating with its three affiliates in Sri Lanka the implementation of the MRA at the national level. Recent consultations resulted in a preliminary work plan of activities and roles distribution among the unions. A national coordinator has also just been identified as well as an additional external collaborator who will provide capacity building on fair recruitment standards to the affiliates.

Although capacity might be a lesser problem for national EOs, prioritization and misperceptions remain barriers to their full promotion of FR. In Mexico, interviews indicate that EOs that often partner with the ILO were not proactive in participating in REFRAME, as the EOs did not traditionally prioritise labour migration. In Guatemala, the question of internal migration was of greater interest for EOs, yet many indicated that FR—particularity in the case of Guatemalans working in Mexico—was not a theme with which they were familiar. Moreover, it seemed that EOs had not a clear understanding of what their role in the implementation FR. This further confirms the existing needs as well as the relevance of REFRAME's advocacy efforts at country level with EOs.

While private recruitment agencies could have been the most logical partners for the project in all corridors, these organisations weren't systematically members of the national EOs with which ILO traditionally works.

REFRAME was, however, flexible enough to mobilize new partners. For example, the Alianza Hortofrutícola Internacional para el Fomento de la Responsabilidad Social (AHIFORES), an association of agricultural producers in Mexico with the mission of promoting corporate social responsibility in this specific subsector, and the Camará del Agro, an umbrella organization for employers in the agricultural sector in Guatemala, became partners. REFRAME also partnered with a non-profit recruitment agency, CIERTO, to identify participants in the supermarket supply chain in order to generate a good practice FR model.

More structured EO and WO advocacy efforts might be necessary before assuming they could play a catalytic role in the implementation of FR interventions under a corridor approach. Specific WO and EO roles might also need to be identified. REFRAME is already providing insight on these issues through its work with EOs and WOs. For example, the project is supporting the organization of domestic workers in Madagascar.

Additional questions arise from this finding:

- How should can informal workers be organized?
- How might WOs and EOs be incentivized to prioritize FR?

> **Finding 4:** **The REFRAME project complements other projects on themes closely related to FR and migration. At global level, FAIR and REFRAME have been sharing knowledge, expertise, and lessons learned.**

The REFRAME project has relied on the development of formal and informal partnerships with other projects in relation to migration and FR. The ILO is implementing some of these. The evaluation team identified global/regional projects with which REFRAME notably collaborated, as shown in Table 4.2.

Table 4.2   Global and Regional ILO Projects Related to FR and Labour Migration

PROJECTS	OBJECTIVES
FAIR	This global project seeks to promote FR practices globally and across specific migration corridors in North Africa, the Middle East, and South Asia. Target countries for pilot projects include Tunisia, Jordan, Nepal, and the Philippines.
BRIDGE	This project aims to support global and national efforts to combat forced labour under the 2014 ILO Protocol and Recommendation on Forced Labour.
The FAIRWAY Project	This project supports implementation of the ILO Fair Migration Agenda in the region as endorsed by the Abu Dhabi Dialogue in November 2014 and other ILO projects in addressing the decent work deficits of migrant workers.
WiF Phase I and II	This project's aim is to reduce vulnerability to forced labour within the labour migration context of South Asia and Middle East, with a particular focus on women in the garment sector and domestic work.

REFRAME was designed right after FAIR's mid-term evaluation with the idea of scaling up what had worked during the first half of FAIR's implementation. The most significant FAIR aspect that REFRAME is now implementing is the corridor approach. REFRAME brought to scale the corridor approach in various countries. For example, previous ILO projects had not yet explored the Mexico-Guatemala corridor, and the work underway on the Nepal-Malaysia corridor replicates the sector-specific approach to FR implemented in the Nepal-Jordan FAIR corridor. Other examples of program replication are the MRA the contribution to global discussions on FR, and the engagement of media stakeholders on FR.

REFRAME also continues FAIR's engagement with journalists, using training materials on forced labour that target media professionals, developed jointly by FAIR, BRIDGE, and IFJ. REFRAME signed an implementation agreement with IFJ to coordinate and work with IFJ to roll out the media training tools.

The FAIRWAY and WiF projects are both being implemented in Lebanon, where the WiF NPC has been acting as a liaison for REFRAME. This NPC is supporting the implementation of specific actions, such as the workshop in Lebanon and Madagascar on good practices in bilateral agreements. WiF's willingness to merge resources dedicated to FR initiatives at country level supports this partnership, particularly as Lebanon's political context has not always facilitated ILO's migration and FR work. Moreover, interviews indicate there was a risk of saturating national counterparts if different coordinators were to be implemented.

The evaluation team saw collaboration among ILO projects in many countries. This is particularly important given the need for different projects operating in a same country to have a common voice and coordinate their actions, particularly when they have common partners. In Sri Lanka, an informal labour migration unit was created to collaboratively implement actions and improve coordination among different projects (e.g., trafficking and forced labour, safe labour migration). In Guatemala, REFRAME has utilised the professional relationships built by the NPC of a previous ILO project.[45] In Gulf countries, REFRAME is taking advantage of ILO's presence in the destination countries of Qatar and Kuwait. In all of these cases, there is evidence of ongoing informational exchange and good practices.

The team also observed ILO collaboration with non-ILO projects. The most notable of these is with the Global Knowledge Partnership on Migration and Development (KNOMAD), a "multidisciplinary knowledge

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[45] Fair recruitment of Guatemalan migrant workers in Mexico through South-South Cooperation

partnership that draws on experts to create and synthesize knowledge for use by policy makers in sending, receiving and transit countries."[46] REFRAME is working in the Thematic Working Group on Low-Skilled Migration, which is co-chaired by the ILO and the World Bank, to measure worker-paid costs. It is through this platform that ILO and the World Bank are aiming to pilot a methodology to measure recruitment costs paid by migrant workers and, in turn, to collect data for SDG indicator 10.7.1.

At country level, REFRAME's NPC in Guatemala is now participating in the UN interagency group on migration. REFRAME also agreed on a workplan with the International Organization for Migration (IOM), an organization that is currently implementing a regional programme on migration, the Western Hemisphere Programme. In the context of REFRAME, both parties agreed to collaborate on a study of migrant Guatemalan youth in Mexico.

In Pakistan, which has a new NPC, REFRAME has been working with UNODC and IOM. It is also creating partnerships with civil society organizations.

Different ILO projects on labour migration and FR have been interacting organically under the FRI. These projects use the General Principles and Operational Guidelines for fair recruitment as main guiding document in their design and implementation. In addition, the ILO has two overarching guiding documents for its work on FR, an interdepartmental working group on Fair Recruitment in which progress are shared and synergies between projects identified, and an action plan with specific targets on FR recruitment.

4.2   Validity of Design

This section analyses the extent to which the design of the project is logical, realistic and coherent.

Finding 5:	The corridor approach is a solid framework that allows REFRAME to focus its interventions on specific country and corridor-level challenges. However, while this approach is well adapted to strengthening capacities and creating an enabling environment to FR in origin countries, the political context is not as favorable to the implementation of such activities in all destination countries.

As mentioned in Section 1.2, the REFRAME project centres its interventions on migration corridors, identifying both origin and destination countries for each corridor. The corridor approach allows interventions at both ends of the corridor to be specific and focused on the needs of migrant workers and the context of the corridor. As such, interventions can be tailored to the needs and challenges faced by migrant workers moving between two specific countries. Examples of this are coordinated pre-departure training materials for migrant workers and constituent capacity building for better migrant worker protection. Table 4.3 below details the evaluation team's assessment of the corridor approach's adequacy with respect to each corridor.

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[46] See https://www.knomad.org/about-us.

Table 4.3   *Analysis of the Validity of the Corridor Approach*

CORRIDORS	VALIDITY OF THE CORRIDOR APPROACH
Asia/Africa–Arab Countries	**Contextual factors that provide an institutional setting around which REFRAME could build its interventions at the corridor level:** • REFRAME seeks to organize a roundtable with Qatari authorities to discuss their newly opened visa centres in Pakistan and Sri Lanka, streamline procedures, and strengthen the institutional setting for the protection of migrant workers applying though the centres. • Pakistan has a number of bilateral agreements with Gulf countries. **Contextual factors that illustrate the relevance of the corridor approach:** • Significant numbers of workers from Pakistan, Sri Lanka, and Madagascar migrate to Arab states for employment. For example, 96 percent of Pakistani migrant workers are in Gulf countries.[47] • There are poor migrant worker conditions in Arab countries. For example, in Lebanon migrant workers do not have the same rights as Lebanese workers and are more vulnerable to exploitation. **Challenges to the implementation of the corridor approach:** • Lack of political will in some Arab states to address the issue, and limited freedom of association in some cases. • Unfavorable environment for ILO and/or REFRAME to operate a project office with an NPC in Arab states (most notably in Gulf countries).
Nepal–Malaysia	**Contextual factors that provide an institutional setting around which REFRAME could build its interventions at the corridor level:** • Important work has been done in Nepal to promote fair recruitment principles, identify and enhance the capacity of labour recruiters expressing a commitment to fair recruitment principles. For example, the Government of Nepal aim to strengthen legal protections for migrant workers, and of the Nepali unions aim to strengthen migrant workers voice and representation. • The Nepalese and Malaysian governments signed a memorandum of agreement (MOU) in October 2018 regarding the recruitment, employment, and repatriation of workers • The Responsible Business Alliance (RBA), representing the biggest brands outsourcing to factories in Malaysia, has engaged in a program with the Fair Hiring Initiative to train managers among their suppliers on fair recruitment practices, opening ground for REFRAME to complement these efforts down the supply chains by focusing the business case on RBA members' suppliers. **Contextual factors that illustrate the relevance of the corridor approach:** • The government of Nepal has banned the migration of Nepalese citizens to Malaysia. This ban is an indication that the conditions of workers from Nepal in Malaysia are poor, hence REFRAME's work is relevant in this corridor. **Challenges to the implementation of the corridor approach:** • Hiring an NPC in Malaysia took longer than expected and caused delays in the implementation of the project.

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[47] ILO. (2017) EC Global Action to Improve the Recruitment Framework of Labour Migration: RE-FRAME. Corridor Analysis carried out during REFRAME inception phase.

CORRIDORS	VALIDITY OF THE CORRIDOR APPROACH
	• The studies conducted on the establishment of priority focus for this corridor were started late and have yet to be completed. REFRAME mandated a study on a sectorial approach for Nepalese workers. The selected sector to which to channel migrants was electronics. The study suggested working in a different sector (i.e., the palm oil industry) in addition to the electronic sector to broaden the project's scope.[48]
Guatemala–Mexico	**Contextual factors that provide an institutional setting around which REFRAME could build its interventions at the corridor level:** • In 2018, Mexico and Guatemala signed a bilateral agreement on labour issues. The third article of the agreement specifically mentions that both parties can seek the support from ILO in the implementation of the agreement. The ILO office in Guatemala has identified internally how they could support the implementation of the bilateral agreement, particularly through REFRAME.[49] • Consulted constituents in Guatemala consider the new administration in Mexico will be open to discussing labour migration issues with the government of Guatemala. • Guatemala holds the presidency of the Regional Conference on Migration in 2019, providing an opportunity for REFRAME to work at a regional level with the government of Guatemala. Consulted constituents from the government of Guatemala have expressed their openness to REFRAME in this regard. REFRAME will support the government of Guatemala in its role as president of the regional conference this year. **Challenges to the implementation of the corridor approach:** • To different degrees, both Mexico and Guatemala are destination, origin, and transit countries. Consulted constituents in both countries mentioned that their priorities and needs were not centered around workers from Guatemala working in Mexico but rather on internal migration or migrant workers in other countries of destination, such as Canada and the United States. In relation constituent's priorities, REFRAME supports the preparation of tools meant to improve the FR of both national and international migrants in Mexico.

As seen in Table 4.3 above, a number of factors provide institutional setting around which REFRAME build its interventions. For example, the corridor approach is particularly relevant when destination and origin countries are already institutionally engaged, either though bilateral agreements or other means. REFRAME also builds its interventions around stakeholders that are already engaged in programmes related to FR. In addition, other contextual factors point out to the relevance of the corridor approach. For example, the poor conditions of Nepalese and Malagasy workers in Malaysia and Lebanon respectively, have been noted by the Governments of Nepal and Madagascar, hence the bans the issued on their workers.

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[48] ILO. (2018) REFRAME Project. Mapping and Assessing the Impact of Recruitment Practices in the Electronics Sector along the Nepal-Malaysia Corridor.

[49] Potential support includes: studies and diagnoses on labour migration between Guatemala and Mexico, design of coordination mechanisms between both governments, training workers, information campaigns, strengthening mechanisms for the protection of migrant workers, and strengthening collaboration between Guatemalan consulates and Mexican authorities. The evaluation team did not find evidence the ILO in Mexico had carried out a similar exercise with the Mexican government. The change in administration in Mexico most likely limited the ILO office in Mexico to identify areas of cooperation between ILO and Mexico for the implementation of the bilateral agreement.

Table 4.3 also illustrates a number of challenges to the implementation of the corridor approach. First, a lack of political will and actor commitment in certain countries of destination limits REFRAME's traction in those countries. REFRAME has shown flexibility in this regard. For example, in acknowledgement of the challenges of working on FR and labour migration issues in Arab states, the project focuses its interventions in countries of origin. As a result, while REFRAME is staffed in all origin countries targeted, it is only staffed in one destination country.[50] It nonetheless remains attentive to any opportunity that might arise in destination countries, such as in Kuwait (where ILO is involved with the government in the preparation of a first DWCP) or Qatar (as the country is opening visa centres in Pakistan and Sri Lanka). Overall, very few interventions are planned or implemented in a bilateral, integrated way between destination and origin countries except for a few exceptions in the Guatemala–Mexico corridor.[51] Project interventions are instead focused on building the capacities of national constituents in origin countries to implement FR initiatives for workers migrating to specific destination countries.[52]

Second, multilateral, regional, and national migration trends are not captured in interventions designed mostly for the origin and destination countries. Again, REFRAME has adapted to this reality, by considering regional, contextual factors beyond the initial scope of the project in order to remain aligned to the emerging needs of stakeholders. For example, certain tools developed in Mexico[53] are meant to help employers recruit both international and national workers and REFRAME plans to support Guatemala in its role as president of the Regional Conference on Migration.

In sum, while the corridor approach provides a solid framework for REFRAME to focus its activities on the challenges of specific corridors, so far, interventions in countries of destination have been limited to Mexico, and bilateral activities between countries of destination and origin have been limited to the Guatemala-Mexico corridor.

> **Finding 6:** **REFRAME project outputs and outcomes are generally well identified in the logframe. However, the causal linkages between outputs, outcomes, and the overall objective could be better identified in the logframe.**

ILO documents describe REFRAME's overall objective to be "to reduce abusive practices and violations of human and labour rights and enhance the protection of migrant workers during the recruitment process, maximising their contribution to development."[54] The project also has three Specific Objectives, noted in section 1.2.

According to these Specific Objectives, REFRAME focuses on three components to achieve FR process of migrant workers. Specific Objectives 2 and 3 are implemented globally while Specific Objective 1 focuses on interventions in selected countries. On the surface, these results appear to be correctly identified, but they do not necessarily reflect the full theory upon which REFRAME was built.

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[50] Mexico.

[51] For example, the organization of bilateral consultations with constituents of both Guatemala and Mexico is planned for 2019.

[52] For example, the project is working with the government of Madagascar to strengthen its capacity to negotiate and draft bilateral agreements on labour migration with Arab states.

[53] For example, the project supports CROC and CABC in the drafting of a manual on fair recruitment for employers in the agricultural sector in the state of Baja California Norte in Mexico.

[54] REFRAME PRODOC.

The REFRAME PRODOC describes the theory of the project as follows: "[…] increased labour rights protection, improved regulatory and policy frameworks on recruitment and migration governance systems that are in compliance with international human rights and labour standards, evidenced-based and gender sensitive, as well as the availability of more and better knowledge and information to relevant actors, will lead to the protection of migrant workers while enhancing the contribution of labour migration to equitable, inclusive socio-economic development of countries of origin and destination alike."[55] Comparing this theory with the ToC developed, the ToC and logframe do not directly address certain areas. For instance, the work on "improved regulatory and policy frameworks" is addressed in one of the eight indicators that can "optionally" be pursued under SO1, depending on the needs and priorities of constituents.[56] While the logframe is designed to be adapted and flexible to each country, "improved frameworks" appear essential to implementing institutionalized and thus sustainable FR processes according to theory of the project in the PRODOC.

Furthermore, REFRAME's current objectives strongly focus on developing knowledge, information, and capacities. The logfram should make more explicit how does this lead to improved policy frameworks or increased labour rights protections, particular in countries in which improving policy frameworks is not directly identified as a priority by constituents.

Another component that could be further refined is the area of uptake. REFRAME works on several toolkits, information packages, or data. Neither the current ToC nor results identify how information uptake should happen or how this information would reach and be used by relevant stakeholders. This should be included in future ToCs, either as assumptions or as specific results. The evaluation team recognizes that tracking uptake and influence is a complex enterprise requiring long-term commitment and often necessitates media monitoring, user surveys, and other mechanisms. Again, the evaluation team does not suggest making drastic changes to the ToC or logframe, but this should be considered for future interventions.

The REFRAME team has endeavoured to draw those linkages in a ToC document. However, the depiction in the document is a repetition of the logframe results. In its current state, the ToC probably adds little value to the REFRAME team's work, as interviews indicate it was not being used very often yet.[57] On paper, it is unclear how the three REFRAME components work toward the same overall objective. Although the evaluation team does not recommend redrawing a ToC at this stage, any ToC for future work in this area should more explicitly identify the different levels of changes, and how different components contribute to the same overall objective. A project like REFRAME can benefit from a ToC. It is helpful in terms of measurability of outcomes, and it is a good planning exercise that can lead to better understanding of an intervention or connections across different results. A ToC is generally not an exact replica of a logframe in that it goes one step further in explaining the linkages across results, assumptions, and risks. It is highly important to develop a ToC in a participatory manner and to get as much stakeholder buy-in as possible.

Outcomes and outputs are well identified in the REFRAME logframe. REFRAME team has revised the current version of the logframe, as initially, there were challenges related to having outcomes written up as outputs. The current lograme identifies well the different levels of results, such as changes in knowledge, capacities, and/or behaviours. However, output Result 3.1 remains confusing. It states: "Policy and action oriented tools based on FAIR Recruitment are developed and used in global and interregional

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[55] REFRAME PRODOC.

[56] "Optionally", as the Lograme indicates that stakeholders must implement action to comply to at least 3 out of 7 indicators for S.O.1.

[57] The fact that that ToC is not used very often by some project staff may be due to the fact that some staff were hired at a later stage in the project implementation.

policy debates. While some components of this result could actually be output-level results, such as the development of tools, while other components, the use of tools, are in fact behavioural changes that would be more accurately described as outcomes.

At this stage, it is not possible to modify the REFRAME logframe. The donor must approve modifications and they could even require a new contract. There is some flexibility to review indicators, but output and outcome statements once they are set, cannot easily be changed.

Finding 7:	Project indicators are generally adequate but often lack specificity. For that reason, it is unclear how measurable they are, especially at the level of the Specific Objectives (or outcomes).

The evaluation team reviewed the indicators in the REFRAME logframe to determine how SMART they are (i.e., specific, measurable, attainable, realistic, time bound). In regard to the Specific Objectives, the review of indicators revealed that the indicators for Specific Objective 1 lack specificity. Hence, their measurement will likely be complicated. Indicators for the remaining two Specific Objectives are more specific and measurable. The results of the SMART analysis of the Specific Objectives are shown in Table 4.4 below.

Table 4.4   Indicators for Specific Objectives (Outcomes)

SPECIFIC OBJECTIVES	INDICATORS	OBSERVATIONS
Specific Objective 1	Key stakeholders implement actions in at least three of the eight following areas: 1. Legislative and regulatory reform 2. FR policies and institutional framework 3. Complaints and grievance mechanisms 4. Enforcement institutions and procedures 5. Self-regulatory, industry led FR processes/initiatives by Labour recruiters and employers 6. Services provision to migrant workers on FR 7. Bilateral cooperation agreements addressing recruitment challenges 8. Skills matching mechanisms in line with labour market needs of both, countries of destination and countries of origin.	This objective focuses on the two countries that are part of a corridor. For this specific objective to be achieved, three out of eight indicators must be met. This raises questions about the value of each indicator. Should they be considered to be of equal value? Also do they apply to both countries in the corridor or one of the two? While the CMES defines the indicators and their units of measurement, some indicators lack specificity it remains unclear how they are to be measured. For example, The indicators on "services provision to migrant workers", defined as "service giving to migrant workers access to free, comprehensive and accurate information" remains vague. Regarding the attainability of targets, this is hard to judge since indicators do not specify a number or something more specific to be achieved. In the end, one corridor may perform much better than others, but these indicators will not capture it. Also, since REFRAME started from zero in certain countries, achieving targets on these indicators may be over ambitious.

SPECIFIC OBJECTIVES	INDICATORS	OBSERVATIONS
Specific Objective 2	1. EOs and/or companies take new specific actions to operationalize fair recruitment practices, aligned with the ILO General Principles and Operational Guidelines for Fair Recruitment. 2. Media stories related to the fair recruitment of migrant workers published by trained journalists' media, after the project training has been completed. 3. Entries submitted by migrant workers to the MRA national platform (disaggregated by country origin of workers and worker' sex). 4. MRA national platforms developed by ITUC replicating the one developed with the project support.	Overall, these indicators are well identified. However, the measurability of indicator 1 is unclear. How is ILO expected to know about all the actions taken by companies on FR practices? Is this limited to a certain group of countries or companies that have linkages with ILO?
Specific Objective 3	1. Number of regional/interregional and global processes on migration with Policy documents that specifically refer ILO FR inputs developed by the project. 2. Global relevant institutions and National Statistics Offices that apply the project developed statistical methodology to measure recruitment cost. 3. Training events and/or high-level meetings, not implemented by the project, where project developed tools are used.	Overall, these indicators are adequate.

These indicators were intentionally planned to be simple so all stakeholders could interpret them. If different stakeholders were to interpret their meaning differently, there would be serious implications for the overall measurability of the indicators. The CMES provides some clarity by defining outcome and output level indicators as well as indicating their unit of measurement. The indicators are designed to be captured in different context, considering the geographical scope of REFRAME. The trade-off to this design is that some indicators remain vague, as shown in table 4.4 above.

At this stage, it is still somewhat early to gauge the indicators' full relevance or usefulness, particularly in the case of outcome-level results. However, the evaluation team noted that as of December 2018, there was no reporting on Output Results 1.3, 2, or 2.4, and other results lack data to support a few of their indicators.

4.3   Project Effectiveness

The OECD-DAC defines effectiveness as "the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance."[58]

Finding 8:   **While significant progress has been made toward the achievement of targets at the output level for Specific Objectives 2 and 3, a significant proportion of the work is expected to be done in 2019 for Specific Objective 1.**

The objective and results tracking table (ORTT) from December 2018 indicates that the project is, overall, on track towards achieving the targets of output level indicators under Specific Objectives 2 and 3. Less progress has been made towards achieving the targets under Specific Objective 1. The section below details the progress towards the achievement of output level targets for each Specific Objective.

Specific Objective 1: Key stakeholders take integrated/articulated action towards implementing fair recruitment approaches in the two countries of the selected corridors

Three output level results are identified under Specific Objective 1, all of which are expected to be achieved in five countries: the origin countries of Guatemala, Sri Lanka, Madagascar, and Pakistan, and destination country, Mexico. Under Result 1.1, the project has conducted, or is in the process of conducting, comprehensive assessments of recruitment laws and practices. These assessments take the form of country profiles, evaluations of institutional frameworks, case studies, law and policy reports and baselines, and other mechanisms. Under Result 1.2, REFRAME drafted integrated strategies and workplans jointly with constituents in order to address unfair recruitment in the five countries. In sum, the first two output-level results have been achieved, or will be achieved, by the end of the project implementation period.

> **Box 4.1: Bilateral workplan with the Ministry of Labour and Social Welfare of Guatemala**
>
> With the objective of improving the Ministry's institutional capacity related to FR, a bilateral workplan between REFRAME and the Ministry has been drafted, identifying five areas in which the project will provide technical assistance:
>
> 1. Strengthening institutional capacities related to migration and FR
> 2. Promoting and protecting migrant workers' rights based on the FR General Principles and Operational Guidelines
> 3. Generating knowledge on labour migration in the Guatemala–Mexico corridor
> 4. Providing technical assistance in the implementation of the Mexico–Guatemala bilateral agreement on labour issues
> 5. Dialoguing about labour mobility and FR
>
> Activities planned under these areas include the provision of FR training to the ministry's personnel, technical assistance in drafting regulations,[59] and informational and awareness-raising campaigns.

The project's NPCs in all five countries have drafted country workplans and constituents have validated them. In certain cases, REFRAME has established bilateral workplans (agreements) with specific constituents, identifying the collaboration objectives and specific results to be achieved (see Box 4.1).

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[58] Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). Page 22.

[59] Specifically, the Regulation for the registration, authorization, and operation of recruiters, recruitment agencies placing workers and people inside and outside of the Republic of Guatemala.

Consultation with constituents revealed that some bilateral workplans were already approved while others where pending revision and approval.

Table 4.5 illustrates the progress towards the implementation of the bilateral workplans with constituents in countries of implementation.

Table 4.5   Progress Assessment of the Implementation of workplans (for Strategic Objective 1)[60]

SUB-INDICATORS FOR RESULT 1.3	MEXICO	GUATEMALA	MADAGASCAR	SRI LANKA	PAKISTAN
1. Draft new and amended laws, regulations, and policies.	Revision of the regulation on recruitment agencies.	Technical assistance to the Ministry of Labour	Support to the ratification process of the Conventions 143, 181, and 189, and support in the implementation of the ratified conventions		REFRAME has supported the Government through technical review of National Emigration and Welfare Policy.
2. Tools and guidelines for service provision for migrant workers are developed	TA provided to multiple constituents in this regard.	Integration of FR principles in the Camara del Agro's human rights policy			Capacity building of PWF[61] planned to cascade service provision at grass root level. Integration of training material planned in PWF's regular training programmes. Capacity strengthening of Briefing Officers at Protector of Emigrants Offices planned to enhance service provision for migrant workers. Tools are being developed to provide information and required services at community level through CSO. Review and execution of Code of Conduct for OEPs in partnership with PEOPA's.[62]

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[60] Sources: ILO. (December 2018) ORTT, workplans for each country of implementation, and interview data.

[61] Pakistan Workers' Federation.

[62] Pakistan Overseas Employment Promoters Association.

SUB-INDICATORS FOR RESULT 1.3	MEXICO	GUATEMALA	MADAGASCAR	SRI LANKA	PAKISTAN
3. Draft bilateral cooperation mechanisms jointly developed/strengthened with government and unions	Bilateral meetings are planned with constituents in Mexico and Guatemala		Draft bilateral agreement model is being finalized	Discussion is ongoing regarding possible activities with Arab states	
4. Grievances/complaint mechanism and/or enforcement procedures for FR developed and/or strengthened					Awareness raising activities planned to improve the access of prospective/migrants on grievance mechanisms.
5. Training provided on FR to constituents	REFRAME participated in multiple training and awareness raising activities with constituents	REFRAME participated in multiple training and awareness raising activities with government institutions	Development of a social partners engagement strategy	Training planned with WO on FR.	Training planned with WO on FR.
6. Mechanisms for skill development improved to meet both national and overseas labour market needs.					

Legend:

Activities are being implemented as part of the bilateral workplans with constituents, on track to be delivered by the end of 2019	Activities are planned within workplans with constituents but implementation has not started yet	Activities are still being negotiated with constituents	No activities have been planned or implemented

As mentioned in the project logframe, result 1.3 is considered to be complete when at least three of six sub-indicators are met in each country**.** As seen in Table 4.5 above, while the project is on track to achieve Result 1.3 in Mexico, Guatemala, and possibly in Madagascar, very little progress has been made in Sri Lanka and Pakistan. Moreover, none of the five countries have planned work on the skills development mechanisms necessary to meet market needs.

The evaluation team identified following factors in relation to the observed results achievement:

- In Guatemala, government counterparts, particularly those from the Ministry of Foreign Affairs and the Ministry of Labour and Social Welfare, are receptive and have the political support necessary to receive ILO's assistance with their FR work.

- Consulted stakeholders were unanimous in stating that the lengthy inception phase of the project, during which the countries and corridors of implementation were selected, was a major cause of delay. The activities under Specific Objective 1 started six months late. Six months is a sixth of the project's total implementation period.

- The hiring of NPCs in Pakistan, Sri Lanka, and Madagascar was significantly delayed. A resource from Geneva was allocated to the ILO office in Colombo, Sri Lanka to facilitate liaison with Pakistani and Sri Lankan constituents, partly compensating for the late hiring of field resources.

- Political contexts in Sri Lanka, Pakistan, Madagascar, and Mexico delayed the elaboration of workplans with government counterparts. In Pakistan, Madagascar, and Mexico, election results caused important staff turnover within relevant ministries and decision-making paralysis in government counterparts. Once the newly elected administration was in place, project staff dedicated a significant amount of time to obtaining government buy-in, which required a socialization of the project objectives. In Sri Lanka, a political crisis started in the fall of 2018 and ended in the winter of 2019, impacting the project's relationship with government counterparts.

In sum, the project has generated the necessary knowledge and buy-in from governments to support them in implementing FR. However, more work needs to be done to ensure that some EO and WO fully commit the implementation of FR approaches. More information about constituent buy-in may be seen in Finding 9. However, little progress has been made towards the achievement of Result 1.3, supporting stakeholders in improving their institutional capacities in relation to FR. In other words, the implementation of most of the workplan activities is expected to be carried out in 2019.

Specific Objective 2: Social partners, business and the media start implementing actions/initiatives on fair recruitment

Four output level results are identified under Specific Objective 2. As seen in Figure 4.1, the project has made progress towards the achievement of five of ten output level targets. Overall, with the exception of Result 2.1, the project is on track for achieving its targets for Specific Objective 2.

Figure 4.1   Progress Toward Output Level Targets Under Specific Objective 2[63]
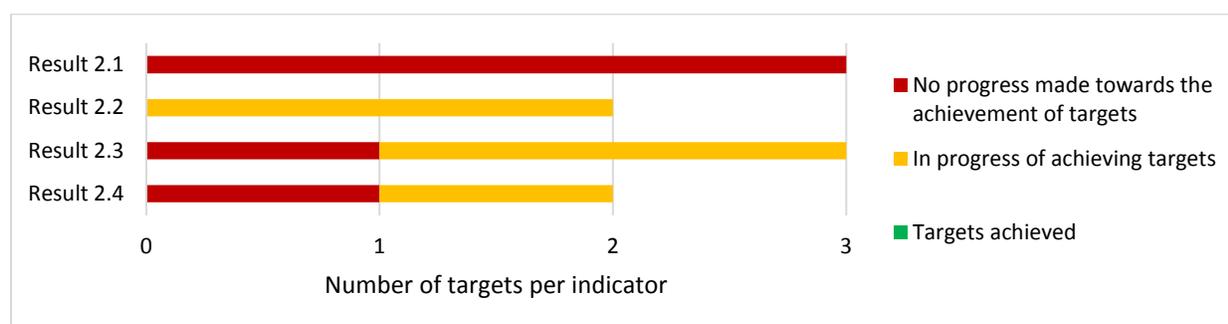
With regard to the business case in the Nepal–Malaysia corridor in the electronic sector (Result 2.1), the project conducted a study mapping and assessing recruitment practices in the electronics sector in the corridor.[64] However, the project has not yet succeeded in obtaining the buy-in from Malaysian companies (suppliers). On the Nepalese side the project has already identified potential partners, integrating lessons learned from FAIR project experience in the Nepal–Jordan corridor, but has not yet implemented the activities.

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[63] Sources: ILO. (December 2018) ORTT and interview data.

[64] ILO. (2018) REFRAME Project. Mapping and Assessing the Impact of Recruitment Practices in the Electronics Sector along the Nepal-Malaysia Corridor.

The evaluation team identified three factors explaining the delays in the implementation of the Nepal–Malaysia business case.

1) The government of Nepal banned Nepalese workers from migrating to Malaysia. This rendered REFRAME unable to implement activities with either the Nepalese recruitment agents or the Nepalese government. Consulted stakeholders reported the ban should be lifted this year.[65] Thus, the achievement of Result 2.1 is in great part determined by factors of which the project has no control.

2) The lack of project staff in Malaysia (until very recently) and the lack of ILO knowledge of the country's electronics sector encumbered the project's ability to liaise with companies. ILO office in Malaysia did not have the capacity to provide staff support to REFRAME, since the ILO office works on a project basis. The project has just recently of recruited a resource in Malaysia to facilitate the liaison with companies.

3) Companies from the electronics sector in Malaysia outsource the management of their human resources to manpower agencies in Malaysia. These agencies serve as a point of contact between recruitment agents in Nepal and companies in Malaysia as well as in many cases between companies and employees, particularly for managing lodging and transportation of workers. As a result, companies perceived that they are not responsible for fulfilling the obligations set forth in the FR General Principles and Operational Guidelines, making more difficult for the project to obtain their buy-in.

4) Overall, conditions in the Nepal–Malaysia corridor are very different from those faced by the FAIR project in building a business case in the Nepal–Jordan corridor. In the case of FAIR, ILO had previous experience in working with companies from the garment industries in Jordan through Better Work Jordan. FAIR built on a long and successful ILO presence and trust building experience in the Jordanian garment sector. REFRME did not benefit from the same level of prior experience and key relationships were not present in the electronic sector in Malaysia, resulting in implementation delays.

With regard to the development of a web-based evaluation system of labour recruiters (Result 2.2) and its implementation in two countries, the project supported the ITUC in upgrading the platform. Additionally, the website is being translated for implementation in Sri Lanka and Kenya. ITUC's affiliates have also conducted outreach activities to educate migrant workers about the platform and collect reviews from over a thousand workers so far.[66]

REFRAME worked collaboratively with IFJ and the BRIDGE project in the development of a toolkit and a glossary for journalists to report on forced labour and FR issues (Result 2.3). Consulted stakeholders perceived the toolkit, which containing five training modules, as comprehensive and demonstrated interest in using it. The tools are being translated into French, Arabic, and Spanish. REFRAME plans to pilot them with universities and schools of journalism in Mexico, Guatemala, Madagascar, and Sri Lanka. While IFJ initially faced challenges in getting the buy-in to implement the toolkit from its affiliates, IFJ has signed an agreement with Free Media Movement in Sri Lanka, and has conducted training in Lebanon. The rollout of the tools is still being negotiated with counterparts in Kuwait. It is still too early to determine whether

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[65] In October 2018, both governments signed a bilateral memorandum of understanding on recruitment, employment and repatriation of workers, indicating Nepal's government willingness to lift the ban.

[66] These reviews will be uploaded to the web-based system once it is operational in Kenya and Sri Lanka.

schools of journalism, universities, and IFJ affiliates will include FR as part of their training curricula as a result of the trainings.[67]

Finally, under Result 2.4, the project participated in several meetings with businesses in order to raise FR awareness, presenting the FR General Principles and Operational Guidelines. The evaluation team did not have data on the number of meetings, or the number of people reached through this initiative. This information is not to be found available documentation. The evaluation team did not interview the participants.

Specific Objective 3: Global/regional discussion on fair recruitment influenced by ILO generated knowledge on fair recruitment and on FR Principles and Guidelines

Three output level results are identified under Specific Objective 3. As seen in Figure 4.2 below, the project has made progress towards the achievement of four of six output level targets. Overall, the project has already achieved the targets for one result and is on track to achieve the targets set under the two other output level results for Specific Objective 3.

Figure 4.2   Progress Towards Output Level Targets Under Specific Objective 3[68]
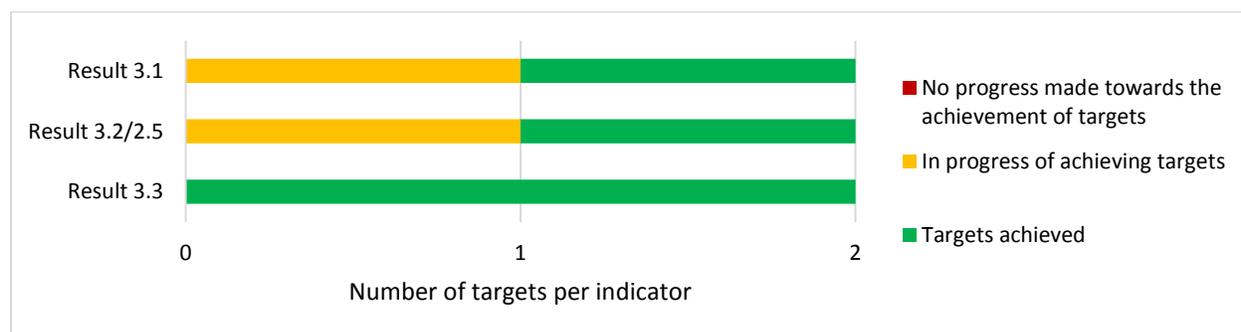
Under Result 3.1, REFRAME contributed to three high-level global discussions on FR. In their role, the project provided background documentation, supported constituent participation by providing travel allowances, and raised awareness of the issue of FR. Following is a summary of REFRAME's participation in the three meetings:

1) REFRAME contributed to the Tripartite Meeting of Experts on Defining Recruitment Fees and Related Costs, held in November 2018. For this meeting, the project provided five regional studies and other background materials to inform the discussion. Consulted stakeholders noted that REFRAME's contribution to the meeting expanded the thematic coverage, helped reach a critical mass of participants to the meeting, and provided a field-level point of view.

2) REFRAME contributed to the Interregional Consultation on Labour Migration and Mobility from Asia and Africa to the Middle East, held in Beirut in October 2017. During this meeting, tripartite constituents and social partners from countries of destination in Asia and Africa, as well as countries of destination in the Middle East, discussed challenges and solutions to fair migration. REFRAME's contribution brought an FR perspective to the issue of fair migration.

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[67] The evaluation team did not interview IFJ's affiliates in Jordan, Kuwait, and Sri Lanka.

[68] Sources: ILO. (December 2018) ORTT and interview data.

3) REFRAME participated in the annual meeting of the African Trade Unions' Migration Network (ATUMNET), held in Lagos in April 2018. In this annual meeting, REFRAME held a session in which they presented the FR general principles and operational guidelines.

With the objective of sharing FR knowledge with constituents (Result 2.5/3.2), the project held two training events in 2017 and 2018 at ILO's ITC in Turin. Constituents from REFRAME's implementation countries and others participated in these events. The results from the satisfaction survey distributed at the trainings and interviews with participants report a high degree of satisfaction with the events.[69] Consulted participants also mentioned that their participation at the training allowed them to exchange FR experience and knowledge with actors from different regions. The project has planned a third and last training on FR to be held in Latin America in 2019. Stakeholders from Mexico, Guatemala, and other countries in the region are expected to attend the event. Additionally, in collaboration with the ITC, the project uploaded the FR training onto a web-based platform for general use and developed FR educational videos.

Under Result 3.3 and jointly with the World Bank, REFRAME contributed to the development of a methodology for countries to measure the SDG indicator 10.7.1, "recruitment cost borne by employee as a proportion of yearly income earned in country of destination." The methodology is a survey module to be integrated into pre-existing national labour migration surveys. The methodology was developed based on the ILO and the World Bank's previous experience with the KNOMAD project (see Finding 4). As a result of the Inter-agency and Expert Group on SDG indicators' approbation of the methodology, the indicator 10.7.1 was moved from Tier 3 to Tier 2 within the classification of SDG indicators.[70]

Finding 9:	**While it is still too early to assess the extent to which the achievement of outputs contributes to progress towards outcomes, and in some cases difficult to track progress towards results (see Finding 7), the evaluation team found supporting evidence that the production of outputs could contribute to progress towards outcome.**

As mentioned earlier, the project has three outcome-level objectives. It is not possible to provide a complete assessment of the progress towards the achievement of these outcomes because some outcome level targets lack specificity.[71] Also, it is early for assessing outcome level changes as the project is still producing outputs. However, the following presents the contribution of the outputs produced so far to progress towards outcomes.

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[69] Survey results indicate that 97 percent of participants were satisfied and found the training useful.

[70] The classification definitions is as follows: An indicator classified as Tier 1 means the indicator is conceptually clear, has an internationally established methodology, standards are available, and data are regularly produced by at least 50 percent of countries and of the population in every region where the indicator is relevant. An indicator classified as Tier 2 means the indicator is conceptually clear, has an internationally established methodology, and standards are available, but countries do not regularly produce data. An indicator classified as Tier 3 has no internationally established methodology or standards yet available, but methodology/standards are being or will be developed or tested. Source: https://unstats.un.org/sdgs/iaeg-sdgs/tier-classification/

[71] Also, documented evidence on the progress toward the achievement of outcome level targets is scarce. This is considering that the ORTT of December 2018 does not report on the achievement of outcome level targets, except for one under Specific Objective Three.

Specific Objective 1: Key stakeholders take integrated/articulated action towards implementing fair recruitment approaches in the two countries of the selected corridors

As mentioned in Finding 9, the project is conducting studies on recruitment laws and practices and is working with constituents to develop tools. Further, it has established country and bilateral workplans with constituents. The evaluation team noted that the drafting of studies, tools, and workplans resulted in some constituents giving a higher priority to FR and others taking collaborative actions towards FR. The following examples are provided to illustrate this result:[72]

- REFRAME jointly drafted bilateral workplans with the Guatemalan Ministry of Labour and Social Welfare (MINTRAB) and the Guatemalan Ministry of Foreign Affairs (MINREX) in Guatemala. The project also drafted a trilateral workplan with both ministries. From the dialogue, both ministries defined their respective roles and responsibilities in protecting the right of Guatemalan migrant workers and are already taking collaborative action on FR. Moreover, MINTRAB now participates in and provides inputs to information campaigns organized by MINREX. Consulted MINTRAB stakeholders noted that their work with REFRAME was the key factor in strengthening their collaborative work and relationship with MINREX. While it was previously assumed that the protection of migrant workers was solely the responsibility of MINREX, working with REFRAME has also helped MINTRAB in having its role in protecting Guatemalan migrant workers acknowledged and recognized by the government. While the issue of migrant workers was not a MINTRAB priority during the previous administration, the current administration has clearly adopted it[73] and has expressed a desire to lay a foundation for this the next administration to continue prioritizing FR.

- Similarly, consulted WOs in Mexico noted that their collaboration with REFRAME played a role in creating working relationships with government institutions and EOs relevant to their FR work. For example, the ILO is supporting the Revolutionary Confederation of Workers and Peasants (CROC) in Mexico in drafting a manual for EOs on the recruitment of international and national migrant workers, by creating the liaison between the WO and EOs and government institutions[74] to inform the manual.

- Both the COPREDEH and the PDH of Guatemala mentioned that through their collaboration with REFRAME they have established the basis for a working relationship with MINTRAB and MINREX on the issue of FR.

- Numerous consulted stakeholders in both Guatemala and Mexico mentioned that REFRAME efforts to establish workplans with constituents and social partners have been fundamental to generating interest in the issue of FR. They also mentioned that the tripartite sessions held in both

> **Box 4.2: REFRAME contribution to raising the importance of FR in Guatemala**
>
> *"REFRAME has played a fundamental role coordinating institutions and awakening their interest on FR."*
>
> Stakeholder from an international organization

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[72] Only examples from only Mexico and Guatemala are provided. The evaluation team consulted more stakeholders in these two countries compared with stakeholders in Sri Lanka, Pakistan, and Madagascar.

[73] This is reflected in the fact the budget dedicated to migrant worker protection has been increased within MINTRAB. Source: interview data.

[74] For example, the National Migration Institute (Ministry of Interior), Ministry of Social Welfare, and the Office for the Treasury and Public Credit.

countries, during which the country workplans were presented to constituents, were key in fostering this interest.

Overall, REFRAME is seen as having played an essential role in collaboratively convening FR constituents and increasing the issue's importance in their respective agendas. Although stakeholders have not started implementation of the integrated and articulated actions specified in the logframe, with the support of REFRAME they have started to work in an integrated and articulated way.

Specific Objective 2: Social partners, business and the media start implementing actions/initiatives on fair recruitment

Four indicators measure the achievement of this outcome level result, though the ORTT of December 2018 does not provide data on the achievement of these indicators. Regarding the first indicator,[75] it is unclear whether companies have taken action to operationalize FR, since the evaluation team does not have data on the number of companies or people reached (as mentioned in Finding 9). Regarding the second indicator,[76] journalists have not yet published media stories on FR, since the tools are being rolled out. Regarding the last two indicators,[77] progress has been made in terms of collecting responses from returnees and developing MRA national platforms in Sri Lanka and Kenya. The achievement of the targets set under the outcome-level Result 2 will depend largely on the use of the media tools and the MRA developed within the project activities. The predicted use of these tools is described under Finding 14. In sum, while it is not possible to fully report on the achievement of Specific Objective 2, available evidence suggests there has been progress made towards achieving the outcome.

Specific Objective 3: Global/regional discussion on fair recruitment influenced by ILO generated knowledge on fair recruitment and on FR Principles and Guidelines

Three indicators with respective targets measure the achievement of this outcome-level result. Interview data and the ORTT of December 2018 show that the first target for supporting global discussions was achieved (see Finding 8).

As previously mentioned, the project developed a methodology for measuring SDG indicator 10.7.1. The project is progressing towards its target of having this methodology used by at least one National Statistics Office (NSO). With the help of NPCs, REFRAME is currently negotiating bilateral agreements with NSOs in Mexico, Sri Lanka, and Pakistan for piloting the methodology. REFRAME is also negotiating pilot programs for the methodology in countries not covered by the project, such as Laos. Successful piloting depends in great part on the NSOs' timing for implementing their pre-existing national surveys on labour migration. It remains however important to pilot the methodology at the country level to make sure it can be tailored to regional and country specific migration trends.

While the ORTT of December 2018 does not provide data on progress regarding the last outcome level indicator for Specific Objective 3, "training events and/or high-level meetings, not implemented by the project, where project developed tools are used," consulted stakeholders provided examples of tools developed by the project being used by other actors in other contexts. For example, the ILO project office

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[75] "Number of EOs and/or companies take new specific actions to operationalize fair recruitment practices, aligned with the ILO General Principles and Operational Guidelines for Fair Recruitment."

[76] "Number of media stories related to the fair recruitment of migrant workers published by trained journalists' media, after the project training has been completed."

[77] 3. "Entries submitted by migrant workers to the MRA national platform (disaggregated by country origin of workers and worker' sex)", and 4. "MRA national platforms developed by ITUC replicating the one developed with the project support".

in Qatar showed interest in translating the media toolkit for its use in the country. Also, the tools and guidelines developed by REFRAME will continue is used by the ITC in Turin beyond the scope of the project.

> **Finding 10:** **Designed as a global project, REFRAME's interventions at both the global and country level allow for sharing of experiences and knowledge, increasing the quality and relevance of products, tools, and methodologies.**

As mentioned in the project document, REFRAME has the objective of exchanging knowledge and experience across regions and between the country and global levels. To this end, REFRAME combines direct support to specific countries along migration corridors under Specific Objective 1 with global initiatives of knowledge generation and sharing, capacity building, and awareness raising under Specific Objectives 2 and 3. The evaluation team found evidence that supports the conclusion that there was sharing of experience between REFRAME's national and global components and across regions. The evidence is presented in Table 4.6.

Table 4.6   Evidence of the Sharing of Knowledge and Experience

RESULTS	AREAS OF KNOWLEDGE AND EXPERIENCE SHARING
Result 2.3: Media is sensitized on labour recruitment issues, to investigate recruitment abuses on promoting migrant workers' rights	As part of Result 2.3, REFRAME works collaboratively with IFJ to pilot a toolkit and a glossary to help journalists report on forced labour and FR issues. The drafting of the toolkit was informed by BRIDGE's country-level experience. The toolkit will be piloted in REFRAME's countries of implementation (i.e., Mexico, Guatemala, Madagascar, Sri Lanka, Kuwait, and Lebanon) with support of the NPCs responsible for implementing SO1. It is expected that the piloting of the toolkit will inform a revised version that will then be updated based on implementation in the above-mentioned countries.
Result 3.1: Policy and action-oriented tools based on the Fair Recruitment Guidelines are developed and used in global and interregional policy debates	Seeking to influence global discussions on FR, REFRAME provided regional studies and other background materials to inform the discussion at the Tripartite Meeting of Experts on Defining Recruitment Fees and Related Costs in November 2018. More importantly, REFRAME's field experience in implementation countries informed the drafting of background material and allowed REFRAME to provide a field-level point of view.
	The ILO's governing body approved the definitions of recruitment fees and related costs in March. REFRAME is disseminating the definitions and establishing a workplan to operationalize them into REFRAME's work at the country level under Specific Objective 1.[78]
Result 3.2/2.5: Employers, workers and Governments have access to knowledge and improved capacities to	REFRAME organized two[79] trainings held at the International Training Centre of the ILO in Turin, Italy for constituents from countries in which REFRAME implemented its activities under the Specific Objective one. Participants from Mexico consulted during the country visits and as ILO staff reported that training participants shared experience and knowledge regarding their work on FR and labour migration.

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[78] For example, the definitions of recruitment fees and related costs are clearly aligned with the support the project is providing Guatemala's Ministry of Labour in drafting the Regulation for the registration, authorization and operation of recruiters, recruitment agencies placing workers and people inside and outside of the Republic of Guatemala.

[79] A third training is planned to be held in Latin America 2019 with participants from Mexico, Guatemala, and other Central American countries.

RESULTS	AREAS OF KNOWLEDGE AND EXPERIENCE SHARING
participate and take action on fair recruitment	
Result 3.3: Methodologies for data collection and statistical evidence on fair recruitment are generated and validated	As part of Result 3.3, REFRAME worked with the World Bank to develop of a methodology intended for countries that wish to measure the SDG indicator 10.7.1, "recruitment cost borne by employee as a proportion of yearly income earned in country of destination." As with the development of the toolkit for journalists, the development of the methodology was informed by country experience from the KNOMAD Migration and Recruitment Costs surveys that were implemented along 12 migration corridors.[80] Additionally, the methodology for measuring the SDG indicator 10.7.1 will be piloted in REFRAME's countries of implementation, such as Mexico, Sri Lanka, Pakistan, and in other countries in which REFRAME does not have planned activities. The piloting of the methodology will inform the design of the methodology, which will be amended based on these first tests.

In sum, an iterative process between country experiences and the drafting of products at the global level informed the development of tools, such as the toolkit for journalists and the methodology for measuring the SDG indicator 10.7.1. Additionally, the project's contribution to global discussions on FR is informed by the project's country-level work. Finally, REFRAME has been a platform upon which constituents of different countries may exchange and share their respective FR experience.

> **Finding 11:**   Some of the project interventions addresses FR by specifically targeting or taking into account the specific needs of women.

The evaluation team noted that REFRAME considered gender in the project design and in a number of REFRAME's interventions. Multiple indicators are disaggregated by gender in the logframe. while consulted stakeholders reported that they track sex disaggregated data on participations in trainings and country level events, the latest available reporting of outputs, namely the ORTT dated December 2018, does not provide disaggregated data for its indicators. Regarding the project implementation, many of the consulted stakeholders mentioned that gender had been considered by sector and occupation. For example, in Sri Lanka and Madagascar, the migrant domestic workers that head to Arab countries are female. In Sri Lanka, REFRAME is conducting a study of care workers and hospitality, a sector predominantly composed of women. In Madagascar, REFRAME aims to support migrant domestic worker organizations by improving the protection of worker rights. In Pakistan, where less than 1 percent of migrant workers are women, REFRAME analyzed women's migration and employment abroad to identify the reasons for the gender imbalance. In Guatemala, REFRAME has been in communication with the Presidential Secretariat for Women (SEPREM) to advocate for FR and to agree on a bilateral workplan to advance the rights of migrant workers. Finally, in Mexico, REFRAME conducted a gender-sensitive and non-discrimination study. It is unclear, however, how the results of this study would inform future REFRAME interventions in Mexico.

Additionally, gender was also considered in the development of tools. For example, the journalist toolkit addresses gender and discrimination issues. IFJ is already committed to fair gender portrayal in news and to fighting discrimination. Furthermore, the methodology for SDG indicator 10.7.1 includes gender disaggregation of data.

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[80] See: https://www.knomad.org/data/recruitment-costs

4.4   Efficiency of Resource Use

The OECD-DAC defines efficiency as "a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results."[81]

Finding 12:   The evaluation team noted delays in the implementation of some activities, mainly due to country selection, project staffing, and political circumstances.

As noted in Finding 8 above, the implementation of some activities, mostly at country level, has been delayed. As a result, the project management team is considering asking the European Commission for a no-cost extension to allow them to be completed. The evaluation team identified three main factors explaining the delays. The paragraphs below detail these factors and the evaluation team's assessment of project areas likely to require a no-cost extension.

First, the project's three-year implementation period does not account for the fact that the countries and corridors had not yet been identified at the time the PRODOC was prepared. Not separating the inception phase from the implementation period made the project timeline unrealistic from the start and delayed the implementation of Specific Objective 1 by six months. Having a separate inception phase with a dedicated budget would have ensured that the three-year implementation period would have been used to actually implement the project. However, the European Commission requirements do not allow for this type of modality in planning projects.

Second, turnover within the project staff and the late hiring of NPCs delayed the project implementation in some countries. For example, the NPCs in Pakistan and Madagascar were hired more than one year after the project launch and the NPC in Sri Lanka resigned early in the project. Moreover, various ILO staff members that were consulted, as well as external partners and constituents, noted that significant staff turnover slowed project implementation. Consulted ILO staff members noted that staff turnover created confusion in terms of understanding staff roles and responsibilities and that insufficient human resources were being dedicated to some activities. For example, Monitoring and Evaluation (M&E) is identified as a budget line item[82] but the project does not have a full-time M&E position. As a result, project management staff had to dedicate significant efforts to keeping track of project achievements by means of constant communication with project staff.

Finally, as mentioned in Finding 8, the project was delayed by political circumstances in Mexico, Sri Lanka, and Madagascar. In Nepal Malaysia, the introduction of a migration ban also impacted on delivery.

As a result of the implementation delays, some project components will not be achieved without a no-cost extension. For example, Specific Objective 1 is unlikely to be achieved within the current implementation period in Sri Lanka and Pakistan, and the development of a business case in electronics sector the Nepal–Malaysia corridor will be impossible within the current time frame. As mentioned in Finding 8, Malaysian companies have not yet been identified and activities have not yet started in Nepal. While other components may be implemented within the current implementation period, a no-cost extension would support project staff in ensuring and enhancing the sustainability of results. For example, in the cases of Result 2.2, (implementation of MRA at the national level in Sri Lanka and Kenya), Result 2.3 (the media component), and Result 3.3 (the methodology for the SDG indicator 10.7.1), the project developed tools that will likely be used by multiple stakeholders—including ILO staff and constituents—

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[81] Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) p. 21.

[82] For three months work over three years.

for many years to come. However, the tools have only recently been developed and are just now being piloted. A no-cost extension would allow the project to pilot, disseminate, and improve the tools based on feedback to ensure their sustainability and future usage.

In sum, a no-cost extension would not only allow the project to ensure the achievement of results, but also enhance their sustainability of results. For example, project management staff are contemplating organizing a global event on fair recruitment in partnership with other organization and entities working in this area. The event would facilitate the dissemination of REFRAME's results, the sharing emerging practices, experience, and acquired knowledge. A no cost extension would also allow REFRAME to document and systematize lessons learned, operationalize the recently agreed definitions of recruitment fees and related costs in its implementation countries, and allow more countries to pilot the methodology for measuring SDG indicator 10.7.1.

4.5   Effectiveness of Management Arrangements

The OECD-DAC defined effectiveness as "the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance."[83] In this section, effectiveness is presented in relation to the management arrangements made for the implementation of the REFRAME Project.

Finding 13:	While collaboration between projects and ILO branches increases efficiency as human and financial resources are shared and staff works towards common goals, opportunities exist to improve staff collaboration.

As mentioned in Section 1.2 and Finding 4, MIGRANT manages REFRAME and FUNDAMENTALS jointly implements it. Consulted ILO stakeholders were unanimous in stating that the collaboration between MIGRANT and FUNDAMENTALS contributed to the project's implementation. FUNDAMENTALS' involvement strengthens the rights-based approach to labour migration issues and fosters the topical expertise of staff members from both departments. For example, the same staff members are responsible for the FAIR and REFRAME media components, with each project being managed by FUNDAMENTALS and REFRAME, respectively. Additionally, the collaborative work between departments supports the integration of lessons learned from one project to another. Sharing resources creates synergies between projects and departments. The sharing of knowledge and expertise is a significant factor in the achievement of long-term strategic objectives set by the ILO, since both departments co-lead the FRI.

The collaboration with other projects and between ILO departments was, however, time-consuming and required extra project management to ensure results delivery. For instance, while FUNDAMENTALS is responsible for the delivery of certain project components, FUNDAMENTALS staff members are not reporting to the REFRAME project management staff located in MIGRANT. Also, resources management and budgetary responsibilities are split between the two departments, which makes cumbersome the reallocation of resources between project components. While the implementation of activities led by FUNDAMENTALS are agreed upon with MIGRANT's CTA, FUNDAMENTALS enjoys the flexibility and internal accountability to deliver against the agreed plan.

In order to mitigate the potential risks associated with this accountability structure, MIGRANT's project management team invested significant effort into cross-department communication, thereby ensuring

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[83] Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000). p. 22.

FUNDAMENTALS' commitment to, ownership of, and buy-in on the project. The project management team used, for example, the two steering committee meetings as opportunities to allow staff members from all departments to assess the progress made towards implementation of the activities.[84] However, while consulted stakeholders from both departments unanimously stated that the inter-department relationship was excellent, it seems to be based on good personal relationships between individuals rather than on a clear and accepted set of rules regulating cross-department collaborative work. For instance, the project document states that MIGRANT has the overall responsibility for project implementation. It also mentions that FUNDAMENTALS and MIGRANT will agree on the division of responsibilities and labour and to jointly identify communication channels. However, the accountability structure and allocation of resources between the two departments are not specified in the project document.

In sum, consulted staff members from ILO, FUNDAMENTALS, and MIGRANT unanimously stated that the benefits of cooperation between departments outweigh the costs. FUNDAMENTALS and MIGRANT have an excellent working relationship that is yielding results in terms of implementing the FRI effectively. However, there is some room for improvement in terms of establishing clear and agreed management lines, an accountability structure, and resource-sharing mechanisms. Interviews indicate that internal communication across corridors and NPCs could be improved, given that information sharing relies heavily on the CTA, while more direct interactions could be more beneficial to identify and reflect around common challenges.

4.6   Impact Orientation and Sustainability

The OECD-DAC defines impact as the "the positive and negative primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended." It defines sustainability as "the continuation of benefits from a development intervention after major development assistance has been completed," "the probability of continued long-term benefits," and "the resilience to risk of the net benefit flows over time."[85] While the evaluation team did not fund any evidence of unintended results, the section below details the evaluation's finding in regard to the impact and sustainability of the action.

> **Finding 14:**   **While the sustainability of results is partially ensured by the development of operational guidelines, tools, and mechanisms, limited policy-level changes and uneven local ownership on the part of some constituents may limit the sustainability of results.**

The project document identifies three main ways by which the project seeks to ensure the sustainability of its results:

1) The project seeks to bring national policies and legislative frameworks in line with international human and labour rights.

2) The project creates tools, operation guidelines, platforms, and training materials in the hope that constituents will use them beyond the project's implementation period.

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[84] ILO staff members and the donor reported that steering committees were useful for communicating the project's achievements and challenges to relevant staff members and partners.

[85] Glossary of Evaluation and Results Based Management (RBM) Terms, OECD (2000) p. 36.

3) The project relies on the commitment and buy-in of its implementation partners, namely ITUC and IFJ, as well as constituents, to sustain the project's results. Their buy-in is particularly important to ensuring that developed tools will be used beyond 2019.

The following paragraphs present the evidence gathered by the evaluation team relating to these three sustainability factors.

With regard to changing national policies and legislative frameworks, the evaluation team noted three instances in which the project is contributing to achieving this result. In Guatemala, the project is providing technical assistance to MINTRAB in drafting the regulation for the registration, authorization, and operation of recruiters and recruitment agencies placing workers inside and outside of the Republic of Guatemala. Consulted MINTRAB stakeholders specifically mentioned that they seek to lay a foundation for future administrations to continue work on FR via this regulation. In Madagascar, the project is supporting the ratification of Conventions 181 (1997), 198 (2011), and 143 (1975) and the drafting of a model for bilateral agreement on labour migration. In Pakistan, REFRAME contributed to refining the draft National Emigration and Welfare Policy through technical review. In Mexico, governmental constituents expressed that the country's electoral context prevented collaborating with the project to enact policy changes.

To ensure future use of the developed tools and outputs, the project involves key stakeholders in their production, thereby creating output ownership. Four notable examples illustrate this strategy. First, at the country level, the project made an explicit effort to have constituents' draft tools and guidelines, such as the case of CROC in Mexico in collaboration in CABC (see Finding 9). Second, through its collaboration with the IFJ, the project seeks to ensure the sustainability of the tools developed in the media component. Additionally, the media tools are being translated into French, Arabic, and Spanish, and ILO staff members from other projects have already started rolling out the tools in countries in which ILO is not implementing activities. Third, ILO management staff, as well as ILO staff from other projects, mentioned that the methodology for measuring indicator 10.7.1 will be piloted in countries in which REFRAME is not working, beyond the implementation period of the project. The development of this methodology is expected to have a lasting impact on the measurement of the SDG—until 2030. Finally, consulted ITUC stakeholders mentioned that some of their affiliates showed great interest in implementing the MRA in countries not targeted by REFRAME and beyond the intended uses of the platform. This would take the form of MRA-generated data being used to inform social dialogue with employers and governments.

Finally, on generating commitment and buy-in from constituents and partners, REFRAME contributed to raising the importance of FR in constituents' agendas,[86] thus increasing the likelihood that they will continue working on the issue once the project implementation period ends (see finding 9).

However, the project has not managed to generate the necessary buy-in for some of its activities. For example, the ITUC and IFJ still face challenges in obtaining cooperation from some of their affiliates in order to implement national MRAs and roll out the media toolkit. For example, while the ITUC and ILO staff in Sri Lanka have translated the MRA website for in-country use. This is significant, since they are expected to use the MRA beyond 2019 and ensure the platform's sustainability. Finally, as mentioned in Finding 3, although EOs and WOs perceive ILO's work on FR as relevant, there have been challenges to obtaining their commitment to invest resources in FR. This issue is reinforced by EO and WO priorities, capacities, and, to a lesser extent, misperceptions.

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[86] For example, an EO in Guatemala included a reference to the Fair Recruitment General Guidelines and Operating Principles in their human rights policy.

5 Conclusions

Overall REFRAME is an innovative project that was well designed although it appears to have been over-ambitious given the time and resources it had at hand. Over the course of the first two years of implementation, it put together a team of competent staff and collaborated with multiple partners and projects. However, the project implementation faced many challenges, mostly related to the complex political settings in which it operated at country-level, and has thus experienced some delays. As a result, the project currently faces one key challenge: implementing an important proportion of its activities during the last year of the implementation period, particularly at the country level.

This report confirms the relevance of the REFRAME project to ILO's international commitment at the global level, and to most DWCPs. While the project is relevant to ILO's constituents, many of them do not naturally prioritize FR on their agenda, and some constituents are unaware of the role they can play in taking action towards implementing FR approaches. The FR General Principles and Operational Guidelines define the responsibilities of EOs, but WOs role on FR at country-level needs to be thought through more strategically. At this stage, the project is already contributing to raising awareness on the importance of FR among its constituents at all levels. Yet, sustained and structured efforts are still required to ensure full commitment and ownership of FR issues by all constituents.

The corridor approach used by REFRAME, to select and work at the country level, is an adequate and useful framework to implement the FR Principles and Guidelines. While the project faced several constrains in working in countries of destination of the selected corridor, the project was flexible enough to adapt to emerging constraints and opportunities during its implementation. For instance, REFRAME focused its activities in countries of origin, and built its interventions around favourable institutional settings. The report also highlights the relevance of the corridor approach in working in corridors where conditions for migrant workers are poor, for example in corridors where migration bans have been issued. Similarly, REFRAME also adapted to the migration trends in the Guatemala-Mexico corridor, by implementing activities not exclusively targeted on migrants from Guatemala. REFRAME also focused on Mexican internal migrants, and the project is planning to support Guatemala in its presidency of the Regional Conference on Migration.

The evaluation team believes that REFRAME was right first, in focussing its activities in countries of origin with favourable conditions, and second, in considering migration trends specific to the Guatemala-Mexico corridors. Ultimately, the REFRAME interventions responds to the needs of migrant workers. It however observed that the needs of specific sub-groups of labour migrants affected unfair recruitment practices were not clearly defined by the project from the beginning, including in the PRODOC. The evaluation team was for example unable to distinguish a distinct set of strategies adapted to the different types of migrants concerned by FR, including, formal workers versus informal workers or potential migrants in origin countries versus migrants in destination country.

While REFRAME integrates lessons learned from previous ILO projects on FR, this report also highlights how the project design could benefit from slight improvements by establishing clear causal linkages between the different levels of results and that both the logframe and theory of change. This evaluation also noted the time required to carefully design a new project such as REFRAME. More time should have been devoted to the development of specific intervention strategies, to consult constituents and other partners, hiring and training staff, and developing instruments to manage, monitor and evaluate the project.

As is the case in many development projects, there was no dedicated time for an inception phase and in the end, this will likely leave insufficient time to implement all activities or reach planned results. At mid-

point, REFRAME still has more than half of its budget to implement. The REFRAME project team must therefore think strategically for the remainder of the project, and select activities and interventions that will be the most probable drivers of success to achieve outcomes.

Despite the challenges mentioned above, this evaluation report also highlights the successes of REFRAME. In little time, the project achieves sustainable results, such as the development of the methodology for measuring the SDG indicator 10.7.1 and the toolkit for journalists, that will have a lasting impact beyond the implementation period of the project. At the country level, the project raised the importance of FR in governments' agenda and produced assessments and studies that are likely to have an impact beyond 2019. The involvement of constituents in the implementation of activities, as well as the sharing of knowledge and experience between global and country level interventions are factors contributing to these achievements that should be leveraged further.

In addition, different ILO projects on FR and labour migration have interacted quite organically with each other under the Fair Recruitment Initiative. These interactions created synergies, increased the quality of outputs produced and allowed for the development of ILO staff expertise. However, this collaboration is often ad hoc and seems to depend on good relationships between individuals within ILO. The evaluation noted that the lack of clear lines of accountability between MIGRANT and FUNDAMENTALS came with the need to adopt a more consultative approach that came with its advantages and disadvantages. The work across branches is a good thing in practice, as the considerable experience of different ILO departments is used in one single project. However, it is also linked to increased transaction costs since additional time is required to agree on the components and to consult colleagues.

6 Lessons Learned

This section highlights the key lessons extracted from the analysis of the interviews and documents related to REFRAME. The templates are presented in Appendix VIII.

- **Defining and communicating constituents' role and responsibilities on FR at country level:** While national EOs and WOs are expected to play a role in taking articulated action towards implementing FR approaches, they are generally unsure about what their roles and responsibilities are. It is still unclear to WOs and EOs what their responsibilities are in terms of FR. While the FR General Principles and Operational Guidelines specify the responsibilities of EOs, the responsibilities and roles of WOs are not defined. The evaluation team observed that FR was a relatively new topic for a number of constituents at national level. As such, further advocacy and knowledge generation activities would be needed to ensure buy-in and increase the likelihood of ownership of the FR topic by constituents.

- **A process cannot be more effective than its weakest link:** The project relies heavily on the participation of its constituents at the global and national levels to implement its activities. It is however important to recognize that in project management, a process will always be as effective as the weakest link in a process chain. As such, timely identification of the capacities of constituents and other partners at the beginning of the project or during its design, is an essential planning tool that can allow predicting the effectiveness of a process/project. As noted in the evaluation report, the implementation of some activities relies heavily on factors outside the control of the ILO, such as the NSO's own timing in implementing surveys and the lifting of migration bans. Adequate country and stakeholder analysis is an essential step that allows identifying if key success factors are in place and are conducive for successful implementation or replication of a good practice.

7 Emerging Good Practices

This section highlights the key emerging good practices from the analysis of the interviews and documents related to REFRAME. The templates are presented in Appendix IX.

- **Collaboration between MIGRANT and FUNDAMENTALS:** Given that MIGRANT and FUNDAMENTALS branches have the overall responsibility to implement the Fair Recruitment Initiative, REFRAME was designed around their needs and priorities for both branches to collaborate in the implementation of this project. This implementation structure facilitated knowledge-sharing across units and reduced duplications of efforts at global and country level. At the moment, this structure comes at a price as interviews indicated higher transactions costs related to interdepartmental coordination.

- **Collaboration between REFRAME and other ILO projects**: REFRAME has taken advantage of the existence of other ILO FR and labour migration projects to identify and build upon their good practices and lessons learned. REFRAME strategically utilized opportunities to share the costs of some common activities with other ILO projects to strengthen the potential impact of its interventions while avoiding overlaps and minimizing costs.

8 Recommendations

The evaluation team identified the following recommendations. These recommendations are informed by the findings, conclusions, and lessons learned identified in the evaluation report. These issues were also discussed during the debriefing workshop held in Geneva.

Table 8.1   Table of Recommendations

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
Recommendation 1: REFRAME CTA should request a no-cost extension of 6 to 12 months to DEVCO to finalize work initiated at country level, and to operationalize tools developed at global level. Given country level interventions were delayed in most of the origin countries and that it is unlikely NPCs will be able to implement their workplans, additional time should be granted to NPCs to deliver planned actions. Considering the efforts that were required to position the FR within country-level constituents' agenda, closing the project before implementing the key aspects of the workplans could have a reputational cost for ILO and the Fair Recruitment Initiative, and would represent a missed opportunity. Some global level initiatives (such as piloting the methodology for SDG 10.7.1, the MRA at country level, and the piloting and diffusion of the toolkit for journalists) would also benefit from additional time to maximize the likelihood of achieving higher-level results and ensure their sustainability. REFRAME should estimate and compare what are the results that can be reached without a no-cost extension, what can be reached, and what results can be maximized with a no-cost extension. This recommendation would have limited implications on resources, given that funds destined to the salaries of NPCs were not used during the first year of project implementation.	Findings 1, 8, 9, 10, 11, 12.	**Priority**: High **Responsible Parties**: REFRAME CTA; MIGRANT; FUNDAMENTALS **Timeline**: within 4 months **Resource Implications:** Low (CTA time)
Recommendation 2: REFRAME should reduce the scope of its interventions in countries and corridors where little progress has been made and focus on	Finding 2, 3, 5, 8, 9, 10.	**Priority**: High **Responsible Parties**: REFRAME CTA; MIGRANT; FUNDAMENTALS **Timeline**: within 3 months

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
less ambitious objectives such as creating partnerships and raising awareness on FR among constituents and other stakeholders (CSO, recruitment agencies, suppliers, etc.). Given interventions in some of the countries targeted under SO1 have been significantly delayed, most notably in Pakistan and Sri Lanka, REFRAME should consider focusing its actions on more specific and attainable objectives. The evaluation team noted that additional efforts should be devoted to raising awareness on FR among national constituents and other key stakeholders. The team also noted that proper identification of the priorities, interests, capacities and needs of these actors would facilitate the identification of the levers of change and courses of actions to be taken with each of them to push FR higher in their agenda. In addition, pursuing more sustainable partnerships with other actors (such as CSO, recruitment agencies, suppliers, etc.) could ensure ownership of FR beyond ILO's constituents.		**Resource Implications:** Low (CTA time)
Recommendation 3: **REFRAME should open the Nepal-Malaysia corridor to other sectors or reduce the number of specific suppliers/factories to be reached given the ban lifting is beyond ILO's control.** Activities to be implemented in the Nepal-Malaysia corridor are significantly delayed and working around the assumption that the ban between Nepal and Malaysia will be lifted represents a significant risk to the success of this activity. As it is important that FUNDAMENTALS pursue its efforts initiated in that corridor, it should rapidly consider changing the focus of its interventions by setting itself new objectives that can be reached within the next year despite the extension of the ban. As such, REFRAME should seek opportunities beyond the electronics sector and, if needs be, reduce the number of suppliers/factories to be reached. Awareness-raising activities targeting providers and suppliers could be a core component of its actions.	Finding 2, 3, 5, 8, 9.	**Priority**: High **Responsible Parties**: REFRAME CTA; FUNDAMENTALS **Timeline**: within 3 months **Resource Implications:** Low (Reallocation of unused resources of for Result 2.1)
Recommendation 4: **REFRAME CTA should consider hiring a communication & knowledge management specialist in Geneva to support the preparation of different internal and external communication outputs including,**	Findings 9, 13, 14.	**Priority**: Medium **Responsible Parties**: REFRAME CTA; MIGRANT, FUNDAMENTALS **Timeline**: immediate action required

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
synthesis/research on good practices and lessons learned that would feed into a final global conference. Given that the FRI is relatively new within the ILO, it is essential to gather more evidence of what works, what doesn't work, and why. The CTA also expressed its interest in organizing a final global conference to disseminate tools, good practices and lessons learned during the implementation of REFRAME. The implementation of such activities would however require hiring an additional specialist to allow REFRAME reaching that emerging objective.		**Resource Implications:** Medium (CTA time)
Recommendation 5: REFRAME team should conduct more frequent meetings involving the CTA, NPCs and other interested constituents to improve knowledge sharing across corridors and across global and country level initiatives. The evaluation team noted that, on the one hand, NPCs and constituents at country level faced common challenges. However, they had no effective tool to share their experiences and seeks solutions in a more structured manner. As such, REFRAME team should consider planning half a day or one day workshops to discuss topics of common interest. Representatives from other ILO and non-ILO FR projects could also be included. Short surveys could be disseminated to identify topics of common interest in order to plan these workshops. The evaluation team for example noted there was a strong interest in brainstorming about strategies to further involve workers' and employers' organizations at national level. If a communication & knowledge management specialist was to be hired, that person could take the lead on these workshops that could, in turn, contribute to its mandate to identify lessons learned and good practices. Alternatively, REFRAME should identify an alternative internal communication tool that can facilitate sharing of challenges, lessons and good practices.	Findings 9, 13, 14.	**Priority**: Medium **Responsible Parties**: REFRAME CTA; MIGRANT, FUNDAMENTALS, NPCs, constituents, other interested stakeholders. **Timeline**: immediate action required **Resource Implications:** Low (project staff, coordinated by the CTA)
Recommendation 6: REFRAME should consider revising some of the indicators in its logical framework, further defining the Specific Objectives statements and, if possible, reformulate the overall ToC of the project or of a future project.	Finding 6 and 7.	**Priority**: Low **Responsible Parties**: REFRAME CTA, MIGRANT, FUNDAMENTALS, NPCs, tripartite constituents, ACTRAV, ACTEMP.

RECOMMENDATIONS	RELATED FINDINGS	PRIORITY, RESPONSIBLE PARTY, TIMELINE, RESOURCE IMPLICATIONS
REFRAME could revise some of its indicators, notably those that are not SMART and that don't allow measuring what progress towards its outputs and outcomes. Furthermore, while it is not possible to modify the project's Specific Objectives, REFRAME could provide a more nuanced definition of what each Specific Objectives entail, thus clarifying the objectives the project aspires to reach in light of the time remaining to its implementation. Finally, developing a ToC is a highly participatory process and a planning tool that can lead to better understanding of an intervention or connections across different results. A ToC can be helpful to improve the measurability of a complex project, most particularly if it the project deviated from what was planned when designing the initial logframe. Finally, a well illustrated ToC is a useful communication tool to present the project to external and to internal stakeholders (including new staff getting onboard when the project is already ongoing).		**Timeline**: n/a **Resource Implications:** Low (staff time, M&E specialist)

Appendix I Terms of Reference

ANNEX 2 - Full **Terms of Reference**

Independent Mid term Evaluation

**Global Action to Improve the Recruitment Framework
of Labour Migration
June 2018**

Project code	DCI-MIGR/2015/364-227 – GLO/15/41/EUR – REFRAME
IRIS	
Award no	
Project duration	15 January 2017 – 14 January 2020
Geographical coverage	Pakistan, Sri Lanka, Guatemala, Mexico and Madagascar, with limited action in Lebanon and Kuwait, the corridor Nepal-Malaysia and Kenya
Donor	European Commission
Budget	€ 8,000,000

1. Introduction & rationale for the Final Evaluation

In 2014 the ILO Director-General proposed to the International Labour Conference the Fair Migration Agenda which includes fair recruitment as one of its main pillars. The purpose of this initiative was to, among other things protect the rights of workers, including migrant workers, from abusive and fraudulent practices during the recruitment process (including pre-selection, selection, transportation, placement and possibility to return) that were increasingly being recognized by the international community as an important element of reducing labour migration costs and thus improving development outcomes for migrant workers and their families.

The Fair Migration Agenda was translated into the Fair Recruitment Initiative aiming to improve labour recruitment practices worldwide that is implemented through various activities and projects. This project seeks to support the dissemination and operationalization of the ILO general principles and operational guidelines for fair recruitment, at global, regional and national level, and is implemented under the framework of the ILO Fair Recruitment Initiative funded by the EU through the Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME). This is a global, multi-stakeholder project aimed at reducing abusive practices and violations of human and labour rights during the recruitment process and maximizing the protection of migrant workers and their contribution to development.

As per ILO's evaluation policy and the REFRAME Comprehensive Monitoring and Evaluation Strategy Guidelines, the project is subject to both a mid-term and final independent evaluations. The mid-term evaluation will cover the period from January 2017 to the time of the evaluation (July 2018). A technical progress report was submitted in July, 2018; the mid-term evaluation report will be submitted by the ILO to the European Commission by early December 2018.

2. Project background and context

. The project has been designed as a response to poor governance of labour migration and insufficient or weakly enforced recruitment regulations that can lead to high cost of migration, unscrupulous recruitment practices, workers' abuse, deception and exploitation, discrimination and inequalities at the workplace as well as to skills underutilization and job mismatches. Fair and effective labour recruitment policies and innovative solutions are required to address these challenges, protect men and women migrant workers, and ensure labour market efficiency. Its overall objective is to reduce abusive practices and violations of human and labour rights during the recruitment process and maximize the protection of migrant workers in the recruitment process and their contribution to development.

The development objective of the project is to reduce abusive practices and violations of human and labour rights during the recruitment process and maximize the protection of migrant workers in the recruitment process and their contribution to development.

The project has the following three immediate objectives/outcomes:

1) **Undertake integrated action on fair recruitment across migration corridors** to demonstrate the benefits and feasibility of fairer recruitment models

2) **Enhance capacities** of social partners, business, civil society organizations and the media to deliver better information and services to migrant workers throughout the recruitment process to demonstrate the benefits and feasibility of fairer recruitment models.

3) **Produce and disseminate global knowledge and tools** to inform policies and build capacities of relevant actors at different national, regional and international levels

The REFRAME project adopts a comprehensive, rights-based and gender-sensitive approach based on International Labour Standards, guided by the Decent Work Agenda, and in support of disseminating and operationalizing the ILO General Principles and Operational Guidelines for Fair Recruitment. The ultimate targeted beneficiaries are women and men migrant workers who will be directly impacted through the interventions at the national and global level.

The envisaged end-of-project outcome is an integrated action on fair recruitment across migration corridors; enhanced capacities of social partners, business, civil society organizations and the media to deliver better information and services to migrant workers throughout the recruitment process and produce and disseminate global knowledge and tools to inform policies and policy decisions, and build capacities of relevant actors at different national, regional and international levels to demonstrate the benefits and feasibility of fairer recruitment models and practices.

As of June 2018, the project has reported, among others, the following main results:

At country/corridor level:

- National consultations were held in all 5 countries and work plans agreed with constituents identifying key priorities for action. This has opened a space of dialogue interaction for the design and follow-up of a joint strategy on labour migration and recruitment framework.

- Law and policy/country profiles and institutional mapping available for Mexico, Guatemala and Madagascar, integrated by studies with different thematic focuses, and used as basis for national policy consultations and identification of priorities for action.

- Consultations on opportunities to expand recruitment option for female migrant workers organized with national stakeholders in Pakistan based on results of a study on barriers to female migration from Pakistan.

- Rapid assessment and organization strategy on (migrant) domestic workers along the Madagascar-Lebanon corridor initiated through participatory process conducted by the International federation of Domestic Workers.

- Government of Lebanon and Madagascar negotiating a Bilateral agreement with the support of the project, including training workshop in Lebanon and support to participation to ITC-ILO course on BLA

- ILO principles and guidelines for Fair recruitment disseminated widely through national events, bilateral discussions with constituents in 5 countries, at national, local and in regional levels.

- In Mexico a dialogue has been open with Ministry of Agriculture and its certifying agency to include fair recruitment criteria in the requirements for certification of employers/enterprises in the agricultural sector.

Global/regional

- MOU signed with ITUC for the expansion of MRA in Kenya and Sri Lanka enabling migrant workers to rate recruiters and report abuses. Set up of team in both countries started in consultation with national trade unions. Global platform launched and a stakeholder meeting organized at global level to reflect on progresses and develop promotional materials

- Media training materials developed and pre-tested

- Global media competition 2017 with specific recruitment award completed.

- A mapping and situational analyses of forced labor and human trafficking initiatives in global supply chains, with special attention to recruitment completed and recognized as an official contribution towards 'Alliance 8.7'.

- ILO organized an event at the Singapore Global Forum on responsible recruitment and Employment to present the fair recruitment principles where the business network on forced labour and trafficking has started to accept membership.

- Development and implementation of the first ITC-ILO course on "Establishing Fair Recruitment Processes"

- Support the convening of 22 tripartite delegations from Africa-Asia-Arab States for the first tri-regional dialogue on labour migration and fair recruitment.

- Developed visibility and advocacy materials, such as animated videos, visual work on fair recruitment principles and leaflets, distributed at several events and channels in different languages, including at meetings related to the global compact on migration discussions.

- Guidelines for data collection on labour migration have been developed and submitted to the International Conference of Labour statisticians, Working Group meeting on Labour migration

- Developed a draft methodology to assist Member States' commitments on measuring recruitment fees and related costs, as custodian, with the World Bank of SDG 10.7.1.

Link to ILO Outcome 9 strategy and Global Sustainable Goals

The project objectives are aligned with outcome 9 of the ILO 2018-19 Programme and Budget on 'fair and effective international labour migration and mobility: Member States adopt fair and effective international labour migration and mobility policies and establish measures for their implementation at the national, regional or sub regional levels to better protect the rights of persons working abroad and meet labour market needs.'

With a view to achieve this objective, the ILO will focus, among others, country-specific integrated policy advice and technical assistance on matters relating to international labour standards; labour market functioning; integration of migrants and new arrivals; **and fair recruitment and protection** of working conditions in migrant-intensive sectors (for example, the care economy, construction, fishing and agriculture).

Among the most significant outputs under outcome 9, the Office will implement ILO guidance on Fair Recruitment on a pilot basis to protect migrant workers at risk in at least three migration corridors, and incorporate this into facilitated interregional dialogue between two regions. Similarly, the Office is expected to develop a methodology for measuring the SDG 10.7 indicator on recruitment costs piloted with the World Bank in two regions, supporting policy-making and SDG implementation.

Outcome 9 has three success indicators:

Indicator 9.1: Number of member States that have formulated or adopted fair labour migration policies, legislation, bilateral or multilateral agreements improving the protection of migrant workers and others working abroad, and the functioning of labour markets

Indicator 9.2: Number of regional and sub-regional institutions that adopt or revise (sub) regional governance frameworks or arrangements on labour migration or mobility

Indicator 9.3: Number of member States that have established or strengthened institutional mechanisms to implement and monitor governance frameworks on labour migration

At the global level, REFRAME is also aligned, linked and intended to contribute to the 2030 Agenda which includes Goal 8 on Decent Work and economic growth. This is a subject that has become a generally accepted part of the discussions on the international development agenda in recent years. In recognition of this changing awareness, the 2030 Agenda includes targets that are intimately linked to fair recruitment as an indispensable means of creating decent work and promoting sustainable development:

■ 8.5 – By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.
■ 8.6 – By 2020, substantially reduce the proportion of youth not in employment, education or training.
■ 8.7 – Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.
■ 8.8 – Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

In addition, REFRAME will contribute to Goal 10 of the 2030 Agenda, to "Reduce inequality in and among countries", with a target also focusing on migration for work, namely:

■ 10.7 – Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. [1]

Addressing abusive and fraudulent recruitment practices is increasingly being recognized by the international community as an important element of reducing labour migration costs and thus improving development outcomes for migrant workers and their families, as indeed recognized in the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, which is an integral part of the 2030 Agenda. In the Addis Ababa Action Agenda, UN Member States committed to increase cooperation on reducing labour migration costs, including lowering the costs of recruitment. [2]

At national level, the project fits into identified priorities on labour migration and decent work, as described in relevant CPOs.

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[1] One of the proposed indicators to measure this target relates to recruitment, i.e. "Recruitment cost borne by employee as a percentage of yearly income earned in country of destination". See UN Economic and Social Council, Statistical Commission, 47th Session, Report of the Inter-agency and Expert Group on Sustainable Development Indicators (E/CN.3/2016/2/Rev.1), 19 Feb. 2016, p. 54. The ILO and the World Bank have been designated lead Agencies to develop a methodology to measure progress against this proposed indicator.
[2] UN, Third International Conference on Financing for Development, Addis Ababa, 13–16 July 2015, Outcome document of the Third International Conference on Financing for Development: Addis Ababa Action Agenda, A/CONF.227/L.1 (15 July), para. 111.

Management arrangement of the Project

The project staff team currently comprises of global team made of a Project manager, technical and other support officers based in ILO Headquarters (both in MIGRANT and FUNDAMENTALS) and national staff. At the national level, based on the identified needs in each of the pilot countries, full or part time National Project Coordinators (NPCs) and Finance and Administrative Assistants have been hired.

Purpose, scope and clients of the mid-term evaluation

Purpose

The overall objective of the mid-term evaluation is to assess the level of achievement of the outputs and the extent to which the project has met and/or is likely to meet its intended outcomes. Further, it will identify challenges faced, highlight lessons learnt and good practice as well as propose recommendations for improved design and delivery of future projects.

More specifically, the evaluation will:

i.   Establish the validity and the relevance of the project design and implementation strategy in relation to the ILO (i.e. the Fair Recruitment Initiative), UN and national and international development frameworks, i.e. UNDAF and SDGs

ii.   provide an assessment of the extent to which the project is on track towards the achievement of the desired outcomes to-date, delivered the planned outputs as well as relevant unexpected results ;

iii.   Assess the extent to which the project outcomes will be sustainable

iv.   Assess if the strategies and implementation modalities chosen and partnership arrangements were appropriate in view of constraints and opportunities in the project operating environment;

v.   Provide recommendations how to adapt project implementation in the second half of its duration to address identified challenges and seize opportunities.

vi.   Assess the usage of the Comprehensive M&E Strategy (CMES) of the project on supporting management, accountability and learning

vii.   To identify emergent good practices and lessons learned.

Scope

The mid-term evaluation is undertaken in accordance with the ILO Evaluation Policy Guidelines (3rd edition) adopted in 2017 , which provide for systematic evaluation of projects in order to improve quality, accountability, transparency of the ILO's work, strengthening of decision making processes and support to constituents in forwarding decent work and social justice.

The mid-term evaluation covers the period from the start of the project in January 2017 up to September 2018; all components (global, regional and country level) and all partners of the project. The stakeholders to be covered, both at national and global level, include representatives of Ministries of labour and foreign

employment as relevant in pilot countries, workers and employers' organizations, civil society organization and migrant workers organizations, media organization and representatives, international organizations such as the World Bank and IOM, migrant workers associations. Internally to the ILO, the project main collaborating units include: FUNDAMENTALS, ACTRAV, ACTEMP, STAT and DCOMM.

The evaluation will follow UNEG guidelines on gender responsive evaluations, thus ensuring that adequate gender representation is maintained during data collection and that a gender equality lens is used during analysis and presentation of findings. Important references in this regard are provided at the end of this ToR.

The evaluation will comply with UNEG ethical guidelines for evaluations and EVAL's code of conduct.[3]

Clients

The primary clients of the evaluation are the national constituents; project partners; the European Union/Commission; labour recruiters (both private employment agencies and public employment services); other business enterprises; civil society actors and media outlets (external clients) and the project management team; responsible ILO field office; field technical specialist(s) and the ILO technical unit at headquarters, which backstop the project (internal clients).

The ILO office, the tripartite constituents and other parties involved in the execution of the project will use, as appropriate, the evaluation findings and lessons learnt for decision making with regard to this project and also for further interventions in this area.

4. Evaluation criteria and questions

The mid-term evaluation will follow the DAC evaluation criteria, namely addressing

    i.   Relevance and strategic fit
    ii.   Validity of design
    iii.   Project progress and effectiveness
    iv.   Efficiency of resource use
    v.   Effectiveness of management arrangements and
    vi.   Impact orientation and sustainability as defined in the Office guidelines[4].

Gender concerns will be based on the ILO Guidelines on Considering Gender in Monitoring and Evaluation of Projects (September, 2007);the manual for gender audit facilitators and the ILO participatory gender audit methodology, 2nd Edition. The evaluation will be conducted following UN evaluation standards and norms[5] and the *Glossary of key terms in evaluation and results-based management* developed by the OECD's Development Assistance Committee (DAC). In line with the results-based approach applied by the ILO, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the outcomes/immediate objectives of the initiative using the logical framework indicators.

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[3] http://www.ilo.org/legacy/english/edmas/eval/template-code-of-conduct.doc

[4] *ILO policy guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations / International Labour Office, Evaluation Unit (EVAL) - Second edition - Geneva: ILO, 2013*
[5] ST/SGB/2000 Regulation and Rules Governing Programme Planning, the Programme Aspects of the Budget, the Monitoring of Implementation and the Methods of Evaluation

Key Evaluation Questions

The evaluator shall examine the following key issues:

1) Relevance and strategic fit
    i.   Project relevance to national policies and programmes on fair recruitment; ILO's P&B 2016-2017 and P&B 2018-2019 Outcome 9 and relevant SDG target and indicators?
    ii.   How well it complements other ILO and non-ILO programmes in the same technical area[6]?
    iii.   To what extent is the project design aligned to Decent Work Country Programmes, UNDAFs and relevant SDG targets and indicators (as applicable)?
    iv.   How well does the project address the strategic needs of stakeholders including women and men?

2) Validity of design
    i.   Adequacy of the design process
    ii.   Do outputs causally link to the intended outcomes that in turn link to the broader development objective?
    iii.   Was the project design realistic according to the stakeholders and partners capacity and needs?
    iv.   To what extent are project indicators useful to measure progress? To what extent they allow for measuring its contributions to relevant SDG targets and indicators?
    v.   To what extent has mainstreaming of gender equality been addressed in the implementation of interventions thus far?
    vi.   To what extent does the project's result framework allow for measuring its differential impact on women and men?
    vii.   How responsive is the project design and strategy to the evolving/emerging needs of stakeholders and beneficiaries?

3) Project effectiveness
    i.   Were outputs produced and delivered as per the work plan? Has the quantity and quality of these outputs been satisfactory?
    ii.   Do the benefits accrue equally to men and women?
    iii.   Are there any unintended results/outcomes of the project?
    iv.   What internal and external (contextual) factors have influenced the ability of the ILO to meet projected targets or other unexpected results?
    v.   Are there clear trends with regards to the project's progress vis a vis its locations? If so, what are the key factors driving such variations?
    vi.   Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the project outputs broader project objectives?

4) Efficiency of resource use
    i.   To what extent are the project's resources (technical and financial) being used efficiently? Have activities supporting the strategy been cost-effective?
    ii.   Assess how the project has leveraged other funds at the regional and country levels.
    iii.   To what extent does the project factors-in costs that might advance gender equality and inclusiveness?

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[6] Such as One-UN projects (IOM, UNDP)

5) Effectiveness of management arrangements
   i.   Was the management and governance arrangement of the project satisfactory? Was there a clear understanding of roles and responsibilities by all parties involved?
   ii. Did the project collaborate with other ILO programmes and with other donors in the country/region to increase its sustainability and impact?
   iii. Were all relevant stakeholders involved in the appropriate degree?
   iv. To what extent is the CMES being used to support management, accountability and learning functions?

6) Impact orientation and sustainability
   i.   Did the programme strategy and programme management adequately consider impact and sustainability?
   ii. Did the project set the foundation to build the capacity of people and national institutions or strengthened an enabling environment (laws, policies, attitudes etc.) that would potentially enhance the likelihood of sustaining the results?

(The questions above are indicative and should be further refined by the evaluator during the inception phase)

Methodology

The methodology may be adjusted by the consultant if considered necessary in accordance with the scope and purpose of the review. The adjustment shall be done in consultation with the project manager and the evaluation manager. The review shall be carried out in adherence with the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations 2013.

Gender concerns should be addressed in accordance with ILO Guidance note 4: "Considering gender in the monitoring and evaluation of projects"[7] . All data should be sex-disaggregated and different needs of women and men and of marginalized groups (e.g. people with disabilities) targeted by the programme should be considered throughout the mid-term evaluation process.

The methodology and tools should consider proper representation of female and male respondents as well as of especially disadvantaged groups such as people with disabilities.

The following elements are the proposed methodology:

   I.   <u>Document Review, scoping and inception</u>

The consultant will receive a briefing by the project team, review the project document, work plans, operational and financial progress reports, and other documents that were produced through the project. The briefing on the project will also include identifying the stakeholders to be interviewed and possible locations to visit as part of the evaluation mission.

Based on the evaluations purposes and the aspects suggested above; the document review and briefing from the project team, the consultant will develop an inception report. The inception report will present a summary of review of project documents, refine the evaluation questions, outline the interview tools

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[7] http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm

for different stakeholder groups and provide a workplan for the evaluation. A guidance in this regard is available at:
http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

II.   Data collection and Analysis

This phase will start once the inception report is finalized and the data collection plan is agreed upon. Data collection will primarily use qualitative methods including individual and group interviews. It will include conducting interviews/group discussions with selected stakeholders during evaluation mission(s) to select project location(s) as well as interviews through telephone and/or skype. Regarding the evaluation missions, Sri Lanka and Guatemala have been considered by the evaluation manager at the stage of preparing the TOR. The final selection of field visit locations should be based on criteria defined by the evaluation consultant during the inception phase after interacting with the project team and the Evaluation Manager.

The selection of respondents should follow the principles of purposive sampling and adequate representation of stakeholders.

III.   Stakeholders' workshop

The findings from the data collection and analysis will be discussed and validated in a workshop of the project stakeholders, which will be the prime objective of the workshop. It is envisaged that the workshop will make recommendations to improve those areas that may be found during the analysis to be hindering smooth project implementation, affecting the intended results. The workshop is likely to be hosted by the project team in Geneva in the 4th week of November 2018. National level staff and stakeholders may join via Video Conferencing.

IV.   Draft and Final report submission

Based on the document review and primary data collected by the evaluator(s), the draft report will be developed and shared with the Evaluation Manager for and quality review, following which the report will be circulated to stakeholders. The observations and responses will be compiled by the Evaluation Manager and communicated to the evaluator(s) for consideration during finalisation of the report. The report will follow ILO-EVAL's quality assurance mechanism. In particular, the following should be considered:

1. Recommendations are based on findings and conclusions of the report,

2. Recommendations are clear, concise, constructive and of relevance to the intended user(s),

3. Recommendations are realistic and actionable (including who is called upon to act and recommended timeframe).

4. Lessons and emerging Good Practices follow EVAL recommended templates.

In terms of formatting, recommendations should be written in two to three sentences of concise text; should be numbered (no bullet points); no more than 12 and should be presented at the end of the body of the main report, and the concise statement should be copied over into the Executive Summary and the Evaluation Summary (that is, the concise statements of recommendations should be verbatim identical in the recommendation section of the main body of the report, the Executive Summary, and the Evaluation Summary).

V. 6. Main outputs

1) An inception report outlining the approach, methodology, evaluation questions, draft tools by stakeholder group, workplan and list of stakeholders.

2) Draft report (including executive summary, conclusions, recommendations, good practices and lessons learnt)

3) Final report

4) Evaluation Summary (in the prescribed template which will be provided by the Evaluation Manager)

5) Lessons learned and Good practices in the EVAL template (as part of the main report)

The expected output of this evaluation is a concise Evaluation Report no longer than 30-35 pages (excluding the annexes) as per the proposed structure in the ILO evaluation guidelines:

- Cover page with key project and evaluation data
- Executive Summary
- Acronyms
- Description of the project
- Purpose, scope and clients of the evaluation
- Methodology and limitations
- Clearly identified findings for each criterion
- Conclusions
- Recommendations
- Lessons learned
- Annexes

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with Word for Windows. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

7. Management arrangements, work plan & time frame

The evaluation is expected to commence on Monday 29th October 2018 and conclude by the Friday, 15th February 2019. Once agreed, the timelines are expected to be strictly adhered to.
The following is the timetable for the evaluation exercise:

Activity	Days	Responsible
Desk review, project briefing by the project team and development of inception report	6 days	Consultant with project support
Interviews with key stakeholders: Sri Lanka Guatemala	4 days 4 days	Consultant
Stakeholder Workshop in Geneva (including preparation and discussion time)	3 days	Consultant with project support
Prepare draft evaluation report	8 days	Consultant
Circulate draft report to stakeholders & consolidate comments	10 days	Evaluation Manager
Finalize the evaluation report taking into account the consolidated comments	4 days	Consultant
TOTAL	**39 days**	

The consultant will report to the evaluation manager and receive technical and logistical support from the project manager. He/she should discuss any technical and methodological matter with the Evaluation Manager. The Evaluation Manager and project team will ensure that any relevant documents, weblinks and any other sources of information relevant and used during the course of the evaluation are attached to the final report.

This mid-term evaluation will be managed by Mr. Anthony Rutabanzibwa, ILO certified evaluation manager based in the ILO Dar-es-Salaam Office as assigned by ILO EVAL.

Evaluator appointment and qualification

The independent evaluation consultant will be selected on the basis of proven evaluation experience and meeting the following independence criteria:

- Have no previous or current involvement – or offers of prospective employment – with the ILO project or programme being evaluated; and

- Have no personal links to the people involved in managing the project/programme (not a family member, friend or close former colleague).

The evaluation consultant will have knowledge and previous experience in the field of labour migration, force labour and trafficking in persons, with proven experience in project evaluations. Previous experience in evaluating EU funded projects is an asset. The evaluation consultant should be fluent in English; working knowledge of Spanish and/or French will be an advantage.

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Relevant Reference documents:

Checklist 5: Preparing the evaluation report,

Guidance Note 4 *Integrating gender equality in monitoring and evaluation of projects, and relevant* **UNEG** documents.

SDG related reference material available at*: http://www.ilo.ch/eval/eval-and-sdgs/lang-- en/index.htm*

The deadline to submit expression of interest for undertaking the evaluation is by **close of business on 26 Sept 2018.** Please send an e-mail with the subject header
"Mid Term Evaluation of Global Action to Improve the Recruitment Framework of Labour Migration Global Action to Improve the Recruitment Framework of Labour Migration Project (DCI-MIGR/2015/364-227 – GLO/15/41/EUR – REFRAME)" to the **Evaluation Manager, Anthony Rutabanzibwa (**rutabanzibwa@ilo.org**) and copied to Ms Rasha Tabbara (**tabbara@ilo.org**).**

Appendix II REFRAME's theory of change

Assumptions
- Changes in the social, economic and political environment do not affect the project results. (SO1,2)
- The global economic and political environment do not influence in global buyers to be supportive of a FR process. (SO1, 2, 3)
- Sustained commitment by government. & social partners in addressing FR, in spite of competing priorities in the countries. (SO1, 2, 3)
- Structural changes within public administrations in the target countries, including turnover of officials during the life of the project do not affect the project performance (SO1, 2)
- Specific stakeholders' vested interests against FR do not arise. (SO1, 2)
- Media professionals are willing to dedicate time and resources to investigating key issues in the recruitment industry. (SO2)
- Active participation of employers and workers organizations and Ministers of labour in global and regional debates on labour migration (SO3)
- Global development institutions and member states acknowledge the ILO leading role and technical expertise in labour migration statistics. (SO3)

Result 1.1: A comprehensive assessment of recruitment law and practices' gaps and analysis of stakeholders' capacity building needs is carried out by country

1.2: Integrated strategies to address unfair recruitment are developed jointly by employers, workers, governments and the ILO in each country of the selected corridors

Specific objective 1 Key stakeholders take integrated/articulated action towards implementing fair recruitment approaches in the two countries of the selected corridor

1.3. Stakeholders in each country of the selected corridors have improved their institutional capacities on FR

Result 2.1: A business case on fair recruitment is built for a corridor in one sector of the economy and assessed through an impact assessment

2.2 A Web- based evaluation system of labour recruiters (MRM) developed and tested by the International Trade Union Confederation

2.3: Media is sensitized on labour recruitment issues, to investigate recruitment abuses and promote migrant workers' rights

2.4 Businesses have access to knowledge on fair recruitment in supply chains, particularly good practices, through an ILO Global business forced labour and human trafficking network

Specific Objective 2 Social partners, businesses, and the media start implementing actions/initiatives on fair recruitment

2.5/3.2 Employers, workers and governments have access to knowledge and improved capacities to participate and take action on fair recruitment (valid for Objectives 2 and 3)

Result 3.1: Policy and action oriented tools based on the Fair Recruitment Guidelines are developed and used in global and interregional policy debates

3.3: Methodologies for data collection and statistical evidence on fair recruitment are generated and validated

Specific Objective 3 Global/regional discussion on fair recruitment influenced by ILO generated knowledge on fair recruitment

Overall objective: To reduce abusive practices and violations of human and labour rights during the recruitment process and maximize the protection of migrant workers in the recruitment process and their contribution to development.on FR

Appendix III Evaluation Matrix

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
RELEVANCE AND STRATEGIC FIT			
1.i) Project relevance to national policies and programmes on fair recruitment; ILO's P&B 2016-2017 and P&B 2018-2019 0utcome 9 and relevant SDG target and indicators?	4. Is the project relevant to national policies and programmes on fair recruitment; ILO's P&B 2016-2017 and P&B 2018-2019 0utcomes (particularly Outcome 9) and relevant SDG target and indicators?	• Stakeholders' perception suggesting that REFRAME is relevant to national policies and programmes in the five pilot countries (Pakistan, Sri Lanka, Guatemala, Mexico, and Madagascar), ILO's 2016-17 and 2018-19 P&B Outcomes, and SDG targets and indicators. • Documented evidence that REFRAME design includes references to national policies and programmes, ILO's 2018-19 P&B Outcomes, and SDG targets. • Perception on the adequacy of criteria guiding the selection of pilot countries. • Stakeholders' perception on the applicability of the global design of the project to countries.	**Documents** • PRODOC • ILO strategy documents (P&B Outcomes). • ILO FRI affiliated documentation. • SDG documentation **Individual interviews during in-country visits** • ILO staff. • Tripartite constituents (Government, WOs, and Eos). **Individual remote interviews** • National Project Coordinators – (NPCs) in non-visited countries • ILO global staff • European Commission • Implementing partners (ITUC, IFJ)

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
			• Beneficiaries (global business network, IOE, WEC)
1.ii) How well it complements other ILO and non-ILO programmes in the same technical area?	5. How well does the project complement other ILO and non-ILO programmes in the same technical area?	• Documented evidence suggesting that there is collaboration and cooperation (sharing of knowledge, practices, resources, tools, etc.) between REFRAME implementing staff and implementing staff from other programmes. • Stakeholders' perception suggesting that REFRAME complements other programmes. • # of tools and instruments used in the REFRAME project used by similar ILO programmes • # of beneficiaries of the REFRAME project also targeted by similar ILO programmes. • # of indicators used by the REFRAME project to track progress towards results also used by similar ILO programmes • # of similar ILO programmes referring to the FRI and its affiliated tools as guiding international instruments. • Evidence and # of effective collaborations with other ILO and non-ILO programmes	**Documents** • PRODOC • Logframe • Workplans • Monitoring products (Objective and results tracking table; Implementation, external factors and other issues tracking table; Narrative reports) **Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • NPCs in non-visited countries • ILO global staff • Other Un agencies staff, and international development organization staff
1.iii) To what extent is the project design aligned to Decent Work Country Programmes, UNDAFs, and relevant SDG targets and indicators (as applicable)?	6. To what extent is the project design aligned to Decent Work Country Programmes, CPOs, and UNDAFs? 7. To what extent is the project design aligned to specific and	• Stakeholders' perception suggesting that REFRAME is aligned with SDGs, DWCPs and UNDAFs. • Documented evidence that the REFRAME design includes references to DWCPs and UNDAFs.	**Documents** • PRODOC • DWCPs • UNDAFs • SDG documentation

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
	relevant SDG targets and indicators	• DWCP document (where it exists or is being drafted) includes priority (e.g labour migration/ recruitment) and strategies related thereto that reflect REPRAME approaches.	**Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • NPCs in non-visited countries • ILO global staff
1.iv) How well does the project address the strategic needs of stakeholders, including women and men? 2.i) Adequacy of the design process 2.iii) Was the project design realistic according to the stakeholders and partners capacity and needs? 5.iv) Were all relevant stakeholders involved in the appropriate degree?	8. How well does the project address the strategic needs of stakeholders?	• Stakeholders' level of involvement during the design and planning stages • Stakeholders' satisfaction with their level of involvement in the design and planning stages • Documented evidence that a needs assessment was carried out at the design or inception of the project. • Stakeholders' perception suggesting that REFRAME is relevant to their needs. • Stakeholders' perception on the extent to which their point of view was considered in establishing the project objectives and strategies. • Stakeholders' perception on the time ratio needed to design the project vs. implementation timeframe. • Stakeholders' perception on the adequacy of the implementation partners selected for the project.	**Documents** • PRODOC • Logframe • Workplans **Individual interviews during in-country visits** • ILO staff • Tripartite constituents • Labour recruiters (public and private) • CSOs **Individual remote interviews** • NPCs in non-visited countries • ILO global staff • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD

1.iv) How well does the project address the strategic needs of stakeholders, including women and men?
 	
2.v) To what extent has mainstreaming of gender equality and non-discrimination been addressed in the implementation of interventions thus far?
 	
2.vi) to what extent does the project result framework allow for measuring its differential impact on women and men?
 	
4.iii) To what extent does the project factors-in costs that might advance gender equality and inclusiveness?
	9. How well does the project address the strategic needs of women and men?	• Stakeholders' perception suggesting that the REFRAME design is gender sensitive in the following ways:
		  a) Women/men ratio in the project implementation staff
		  b) # of interventions or approaches with specific provisions to target the specific needs of women/men.
		• # of sex-disaggregated indicators in the results framework
		• # of sex-disaggregated indicators for which monitoring data are available at output and outcome levels
		• Documented evidence that ILO strategies, results and indicators have been informed by a gender analysis and an understanding of how women and men experience recruitment problems differently.
			Documents
			• PRODOC
			• Logframe
			• Workplans
			• Studies done by other ILO departments, e.g., on female migrants in pilot countries
			Individual interviews during in-country visits
			• ILO staff
			• Tripartite constituents
			• Labour recruiters (public and private)
			• CSOs
			Individual remote interviews
			• NPCs in non-visited countries
			• ILO global staff
			• Implementing partners (ITUC, IFJ)
			• Beneficiaries (global business network, IOE, WEC)

Validity of Design			
2.ii) Do outputs causally link to the intended outcomes that in turn link to the broader development objective?	10. Do project outputs and interventions causally link to the intended outcomes (results) that in turn link to the	• Alignment of the project objectives with ToC • # of outputs that have a clear link with intended outcomes • Stakeholders' perceptions on the extent to which the Theory of Change adopted the right	**Documents** • PRODOC • Logframe • Corridor analysis

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
	broader development objective?	approach to targeting the corridors and stakeholders.	**Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • NPCs in non-visited countries • ILO global staff
2.iv) To what extent are project indicators useful to measure progress? To what extent do they allow for measuring its contributions to relevant SDG targets and indicators?	11. To what extent are project indicators useful to measure progress? To what extent do they allow for measuring its contributions to relevant SDG and P&B outcomes targets and indicators?	• Coherence and logic between project activities, outputs, outcomes, and their respective indicators. • Evidence that an M&E system has been established, and includes mechanisms for reporting • # of SMART indicators in the logframe • # of indicators for which monitoring data are available • # of indicators in the logframe meant to collect data on P&B outcomes' indicators for which data are available. • Existence of a baseline in the project M&E system, and evidence that the baseline was referenced in reporting products.	**Documents** • PRODOC • Logframe • ToC • SDG documentation • ILO strategy documents (P&B Outcomes). **Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • ILO global staff
2.vii) How responsive is the project design and strategy to the evolving/emerging needs of stakeholders and beneficiaries?	12. How responsive is the project design and strategy to the evolving/emerging needs of stakeholders and beneficiaries?	• Evidence of adaptation/changes made to the planning/design documents to meet new/evolving needs • Evidence of changes introduced to the logframe to take into account emerging needs on the strategy and approach of the project	**Documents** • Logframe • Workplans • Monitoring products **Individual interviews during in-country visits** • ILO staff • Tripartite constituents

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
			Individual remote interviews • ILO global staff • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
Project Effectiveness			
3.i) Were outputs produced and delivered as per the workplan? Has the quantity and quality of these outputs been satisfactory? 3.ii) Do the benefits accrue equally to men and women?	13. Were outputs produced and delivered as per the workplan, and are they contributing to progress towards outcomes?	• Level of achievement of outputs, disaggregated by gender, countries of implementation, and strategic objectives • Evidence of progress towards intended outcomes, disaggregated by gender, countries of implementation, and strategic objectives. • % of outputs on track for a timely delivery of project activities. • % of outcomes on track for a timely achievement of project objectives. • Level of satisfaction of stakeholders with the products and services delivered by the project • Evidence of usage of sex-disaggregated data in reporting and decision-making	**Documents** • Workplans • Monitoring products **Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
3.iii) Are there any unintended results of the project?	14. Are there any unintended results of the project?	• # of documented or perceived unintended result, positive or negative	**Documents** • Monitoring products **Individual interviews during in-country visits** • ILO staff **Individual remote interviews**

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
			• ILO global staff • NPCs in non-visited countries
3.iv) What internal and external (contextual) factors have influenced the ability of the ILO to meet projected targets? 3.v) Are there clear trends with regards to the project progress vis a vis its locations? If so, what are the key factors driving such variations?	15. What contextual and country-level factors have enabled or limited the ability of the ILO to meet projected targets?	• Factors influencing the implementation of the project. • Level of implementation of activities and # outputs showing progress disaggregated by countries of implementation. • Stakeholders' perception on the challenges related to implementation.	**Documents** • Workplans • Monitoring products **Individual interviews during in-country visits** • ILO staff • Tripartite constituents • Labour recruiters **Individual remote interviews** • ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
Efficiency of resource use			
4.i) To what extent are the project resources (technical and financial) being used efficiently? Have activities supporting the strategy been cost-effective?	16. To what extent are the project resources (technical and financial) being used efficiently? Have activities supporting the strategy been cost-effective?	• Perceptions of resources being allocated to areas/interventions susceptible of leading to highest level of results • Challenges relating to resource allocation, if any (human resources, time, expertise, funds etc.) • Procedures in place to be cost-effective (i.e. cost-sharing, etc.)	**Documents** • Monitoring products • Documents on project expenditures **Individual interviews during in-country visits** • ILO staff **Individual remote interviews**

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
		• Adequacy of project choices in view of existing context, infrastructure and cost	• ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
3.vi) Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the project outputs broader project objectives?	17. Were resources (human resources, time, expertise, funds etc.) allocated strategically to provide the necessary support and to achieve the project outputs broader project objectives?	• Level of discrepancy between planned and allocated financial expenditures • # of staff working on the project and their grades • Perception that staff is sufficient/competent to implement the project	**Documents** • Monitoring products • Documents on project expenditures **Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
4.ii) Assess how the project has leveraged other funds at the regional and country levels	18. Has the project leveraged other funds at the regional or country levels?	• Amount of funds leveraged by the project at regional level • Amount of funds leveraged by the project at country level	**Documents** • Monitoring products • Documents on project expenditures • Annual Parliamentary Budget speeches

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
		• Evidence that the project leveraged non-financial resources (in kind contributions, time, others) from partners. • Government/parliament budgetary resources allocated internally	**Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
Effectiveness of management arrangements			
5.i) Were the management and governance arrangements of the project satisfactory? Was there a clear understanding of roles and responsibilities by all parties involved?	19. Were the management and governance arrangements of the project satisfactory? Was there a clear understanding of roles and responsibilities by all parties involved?	• Existence of a Policy describing the management and governance arrangements • Document/TOR describing positions/tasks of parties involved in the project • Level of satisfaction of stakeholders on the clarity and usefulness of the management and governance arrangements • Stakeholders' perception on the clarity of roles and responsibilities of the parties involved in the project	**Documents** • PRODOC **Individual interviews during in-country visits** • ILO staff **Individual remote interviews** • ILO global staff • Employers and workers representatives at country level • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
5.iv) To what extent is the Comprehensive M&E Strategy (CMES) used to support management, accountability and learning functions?	20. To what extent is the Comprehensive M&E Strategy (CMES) used to support management, accountability and learning functions?	• Evidence that the project staff report systematically on its programming and activities, in accordance with the CMES. • Evidence of involvement of ILO constituents (and other stakeholders) in whole M&E process as prescribed by ILO policy • References in management documents to CMES. • Evidence that the project management team has adapted the project activities based on monitoring data and reporting. • Evidence of effectiveness of risk mitigation strategy.	**Documents** • Monitoring products **Individual interviews during in-country visits** • ILO staff • Tripartite constituents **Individual remote interviews** • ILO global staff • NPCs in non-visited countries • Implementing partners (ITUC, IFJ) • Beneficiaries (global business network, IOE, WEC)
Impact orientation and sustainability			
6.i) Did the programme strategy and programme management adequately consider impact and sustainability? 6.ii) Did the project set the foundation to build the capacity of people and national institutions or strengthened an enabling environment (laws, policies, attitudes, etc.) that would potentially enhance the likelihood of sustaining the results? 5.ii) Did the project collaborate with other ILO programmes and	21. To what extent did the project strategy and management adequately consider sustainability?	• Existence of exit strategies at country level • Stakeholders' perception on their new capacities and their ability to use them beyond the life of the project • Evidence of changes in enabling environments that could enhance the sustainability of results • Collaboration with other ILO programmes and donors that are likely to be continued beyond the life of the project	**Documents** • PRODOC • Logframe and Toc **Country visits** • ILO staff **Individual remote interviews** • ILO global staff • NPCs in non-visited countries

TOR QUESTIONS	EVALUATION QUESTIONS	INDICATORS	DATA COLLECTION METHOD
other donors in the country/region to increase its sustainability of impact?			

Appendix IV Interview Protocols

General Introduction to the Evaluation

Universalia, a consulting group based in Montreal, Canada, was commissioned by the International Labour Organization to conduct REFRAME's Independent Mid-term Evaluation.

The objective of this evaluation is to review the design, strategies and implementation of REFRAME to assess whether the project is on track to achieve its objectives by 2020.

You have been identified as a key informant for the study, and we appreciate your participation in this interview. The objective of this interview/consultation is to gather your comments and points of view on the overall relevance, effectiveness, efficiency and sustainability of the REFRAME project.

The interview is fully confidential and anonymous. Your specific contribution to the study will be anonymous and we will not associate your name with anything specifically included in the evaluation report.

Important Note on the interview guides

There are many questions/themes, with sub-questions, outlined below, while 13-15 can typically be asked in a semi-structured interview. These questions have been designed to cover the range of issues addressed by the evaluation. Thus, the interviewer will select the pertinent ones to ask respondents, depending on who they are, how early in the process the interview takes place, the type and level of experience of interviewee, the interviewee's level of knowledge on the project, how much time is allotted to the interview, and perhaps others. The actual formulation of questions will depend on these factors and relies largely on the interviewer. This should also be used to guide an experienced interviewer through a more conversational exchange – ideally keeping fairly close to the order of questioning. This interview guide is situated with the tradition and method of semi-structured interviewing.

Interviews with ILO HQ and Local Staff

Background questions

1) Name

2) Position / Organization

3) Please describe the nature of your collaboration/role on the project

Relevance and strategic fit

4) How is REFRAME aligned with ILO's strategic orientations, including the Decent Work Agenda and P&B outcomes, DWCPs or UNDAFs and the SDGs?

5) Could you please describe how REFRAME is relevant/aligned with policies and programmes in pilot countries?

6) Which key International Labour Standard is REFRAME promoting?

7) How adequate/relevant was the selection of pilot countries for this project? (i.e., Pakistan, Sri Lanka, Guatemala, Mexico and Madagascar)

  a. Prompt: what criteria were used to select these countries?

8) Please describe how readily applicable the project was for different country contexts.

9) Are you aware of any other programmes in the same technical area? If so:

  a. What are those programmes and who oversees them?

  b. Do you collaborate with these other programmes? How? (e.g., use of similar tools, instruments, targeting of beneficiaries, indicators, etc.)

  c. Does REFRAME complement/duplicate/supplement other existing programmes? How is REFRAME different/complementary?

10) Were you involved in the design stage of the project?

11) Who are the main beneficiaries and partners of the project and how were they selected?

12) How did you make sure that the project addressed the needs of your main beneficiaries, tripartite constituents, and partners?

13) How did you make sure that the specific needs of women and men were addressed?

Validity of the design

14) Have you seen the theory of change for REFRAME? If so, does it make sense or is there anything that should be changed?

  a. Prompt: adequacy of the approach with corridors and stakeholders

15) Are the right partners involved in the project? Is there anyone missing?

16) Are you tracking the right indicators in the results framework to demonstrate outcomes?

17) What changes/adaptations to the design of the project have been made since its start to respond to evolving needs?

18) How does the design of the project take gender into consideration? Please provide specific examples.

  a. Prompt: have specific interventions of the project, either at the design or implementation stage, included specific provisions to target the needs of women/men?

Effectiveness

19) In your opinion, what would be the key achievements of the project so far? Please provide examples.

20) In what areas is the project lagging behind?

21) What factors could explain the achievement of results or the challenges experienced so far?

Efficiency

22) Did you encounter any challenges relating to availability of resources (Financial, human, etc.)?

23) How do you ensure that the project is implemented efficiently?

      a. Prompt: explore timely disbursement of budget by HQ, financial reporting, procedures to be cost-effective, etc.

24) In its current form, does the project have the means (financial, human) to support its ambition?

25) Has the project leverage resources (financial or otherwise) other than the initial funding provided by the European Commission? If so, where/how?

26) Would you say that the current timeframe for the project is sufficient to reach outcome or impact level results?

Management & governance

27) How satisfied are you with the overall governance and management of the project? Please explain.

      a. Prompt: clarity of roles and responsibilities, strategic direction provided by governance bodies, etc.

28) What are the existing processes to collect data on the project? How systematic is data collection?

29) Do you find that the current reporting system allows you to capture in an adequate way the progress made? Does it provide sufficient data to inform decision making?

Sustainability

30) If the ILO's interventions were to be stopped, what results would continue to occur? And do they have the potential to be sustained without additional financial resources?

31) What are the currently existing factors/strategy to ensure a longer-term impact of achieved results, and what can be done in addition to improve sustainability of results?

32) Is there any exit strategy for XX country? If so, how does it encourage the use of capacities developed as part of the project? Is there anything in the environment of the pilot countries that could enable or impede the sustainability of results?

Recommendations & Final Thoughts

33) Do you have any recommendations for improvements for the remaining implementation period of the project?

34) Is there anything else that you'd like to discuss?

Thank you!

Interviews with Implementation Partners for Global Components

Background questions

1) Name

2) Position / Organization

3) Please describe the nature of your collaboration/role on the project

Relevance and strategic fit

4) How aligned/relevant is REFRAME to the work of your organization?

5) How adequate/relevant was the selection of pilot countries for this project? (i.e., Pakistan, Sri Lanka, Guatemala, Mexico and Madagascar)

    a. Prompt: what criteria were used to select these countries?

6) Are you aware of any other programmes in the same technical area? If so:

    a. What are those programmes and who oversees them?

    b. Does REFRAME complement/duplicate/supplement other existing programmes? How is REFRAME different/complementary?

7) Were you involved in the design stage of the project?

8) Does REFRAME address your needs and those of your affiliates/members? How so?

9) Were you involved in the identification of those needs at the design stage? Are you satisfied with your level of involvement at the design stage?

10) How does the project address the specific needs of women and men?

Validity of the design

11) Do you have any thoughts on the overall approach used by REFRAME (e.g., corridors)? Is it sufficient to achieve its objectives?

12) Are the right partners involved in the project? Is there anyone missing?

13) Does the design of the project sufficiently take gender into consideration? Please provide specific examples.

    a. Prompt: Did your organization take measures to address the specific needs of women/men in regard to the implementation of the project?

Effectiveness

14) In your opinion, what would be the key achievements of the project so far? Please provide examples.

15) Has the project contributed to enhance your knowledge or capacities? If so, how? If not, why? What else is needed?

16) Did you see changes on end beneficiaries following the activities implemented by the project?

17) What factors could explain the achievement of results or the challenges experienced so far?

18) Did you or members of your organization participate in any training provided by ILO in the context of REFRAME? If so:

    a. When?

    b. What training did you attend?

    c. Did the training meet your expectations?

    d. What did you learn during the training? State one major learning/capacity.

    e. Are you able to use/apply these learnings in your own organizations? If so, how?

Efficiency

19) Based on your knowledge of the project, would you say that the project has the means (financial/human resources) to support its ambition?

20) Do the ILO staff and other partners with whom you interact have the right skills/expertise to drive this project forward?

21) Can you think of anything that would make the project more cost-effective?

22) Have you noticed any delay in implementation? Can you explain why there were delays?

23) Would you say that the current timeframe for the project is sufficient to implemented planned activities and achieve the expected results?

Sustainability

24) If the ILO's interventions were to be stopped, what results would continue to occur? And do they have the potential to be sustained without additional financial resources?

25) What are the currently existing factors/strategy to ensure a longer-term impact of achieved results, and what can be done in addition to improve sustainability of results?

26) Are you aware of any exit strategy? Are exit strategies sufficient to ensure sustainability? What else should ILO consider?

Recommendations & Final Thoughts

27) Do you have any recommendations for improvements for the remaining implementation period of the project?

28) Is there anything else that you'd like to discuss?

Interview with country-level stakeholders (tripartite constituents, public and private recruiters, media, CSO, and others) during in-country data collection

Background questions

1) Name

2) Position / Organization

3) Please describe the nature of your collaboration/role on the project

Relevance and strategic fit

4) How aligned/relevant is REFRAME to the priorities of your country/government/organization?

5) How adequate/relevant was the selection of pilot countries for this project? (i.e., Pakistan, Sri Lanka, Guatemala, Mexico and Madagascar)

    a. Prompt: what criteria were used to select these countries?

6) Are you aware of any other programmes in the same technical area? If so:

    a. What are those programmes and who oversees them?

    b. Does REFRAME complement/duplicate/supplement other existing programmes? How is REFRAME different/complementary?

7) Were you involved in the design stage of the project?

8) Does REFRAME address your needs? How so?

9) Were you involved in the identification of those needs at the design stage? Are you satisfied with your level of involvement at the design stage?

10) How does the project address the specific needs of women and men?

Validity of the design

11) Do you have any thoughts on the overall approach used by REFRAME (e.g., corridors)? Is it sufficient to achieve its objectives?

12) Are the right partners involved in the project? Is there anyone missing?

13) Does the design of the project sufficiently take gender into consideration? Please provide specific examples.

    a. Prompt: Did your organization take measures to address the specific needs of women/men in regard to the implementation of the project?

Effectiveness

14) In your opinion, what would be the key achievements of the project so far? Please provide examples.

15) Has the project contributed to enhance your knowledge or capacities? If so, how? If not, why? What else is needed?

16) Did you see changes on end beneficiaries following the activities implemented by the project?

17) What factors could explain the achievement of results or the challenges experienced so far?

18) Did you or members of your organization participate in any training provided by ILO in the context of REFRAME? If so:

    a.   When?

    b.   What training did you attend?

    c.   Did the training meet your expectations?

    d.   What did you learn during the training? State one major learning/capacity.

    e.   Are you able to use/apply these learnings in your own organizations? If so, how?

Efficiency

19) Based on your knowledge of the project, would you say that the project has the means (financial/human resources) to support its ambition?

20) Do the ILO staff and other partners with whom you interact have the right skills/expertise to drive this project forward?

21) Can you think of anything that would make the project more cost-effective?

22) Have you noticed any delay in implementation? Can you explain why there were delays?

Sustainability

23) If the ILO's interventions were to be stopped, what results would continue to occur? And do they have the potential to be sustained without additional financial resources?

24) What are the currently existing factors/strategy to ensure a longer-term impact of achieved results, and what can be done in addition to improve sustainability of results?

25) Are you aware of any exit strategy? Are exit strategies sufficient to ensure sustainability? What else should ILO consider?

Recommendations & Final Thoughts

26) Do you have any recommendations for improvements for the remaining implementation period of the project?

27) Is there anything else that you'd like to discuss?

Other UN Agencies and International Organizations

Background questions

1) Name

2) Position / Organization

3) Please describe the nature of your collaboration/role on the project

Relevance and strategic fit

4) In what areas/how do you collaborate with the REFRAME project?

5) How is REFRAME aligned with the work that your organization does?

6) Are you aware of any other programmes in the same technical area? If so:

   a. What are those programmes and who oversees them?

   b. Does REFRAME complement/duplicate/supplement other existing programmes? How is REFRAME different/complementary?

Validity of the design

7) Do you have any thoughts on the overall approach used by REFRAME (e.g., corridors)? Is it sufficient to achieve its objectives?

8) Are the right partners involved in the project? Is there anyone missing?

Effectiveness

9) In your opinion, what would be the key achievements of the project so far? Please provide examples.

10) What factors could explain the achievement of results or the challenges experienced so far?

Efficiency

11) Based on your knowledge of the project, would you say that the project has the means (financial/human resources) to support its ambition?

12) Do the ILO staff and other partners with whom you interact have the right skills/expertise to drive this project forward?

13) Can you think of anything that would make the project more cost-effective?

14) Have you noticed any delay in implementation? Can you explain why there were delays?

Sustainability

15) If the ILO's interventions were to be stopped, what results would continue to occur? And do they have the potential to be sustained without additional financial resources?

16) Are there any opportunities for funding in the area of REFRAME's work other than the current donor, the European Commission?

Recommendations & Final Thoughts

17) Do you have any recommendations for improvements for the remaining implementation period of the project?

18) Is there anything else that you'd like to discuss?

Thank you!

Appendix V List of consulted documents

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Appendix VI List of stakeholders consulted

NAME	POSITION	ORGANIZATION	LOCATION	M/F
Remote interviews - ILO				
Alix Nasri	ILO Qatar, ex-Fair Recruitment Initiative	ILO	Doha, Qatar	F
Anthony Rutabanzibwa	National Program Officer	ILO	Dar es Salaam, Tanzania	M
Charles Autheman	Consultant media initiative	ILO	Geneva, Switzerland	M
Eliza Marks		ILO	Beirut, Lebanon	F
Francesco Carella	Labour Migration specialist, Latin American Countries	ILO		M
Francesco D'Ovidio	head of Solutions and Innovation unit, FUNDAMENTALS	ILO	Geneva, Switzerland	M
Heike Lautenschlager	FAIR project and fair recruitment initiative	ILO	Geneva, Switzerland	F
Hélène Bohyn	Technical Officer and FAIR Project Manager	ILO	Geneva, Switzerland	F
Jane Colombini	Media initiative on forced labour and trafficking, BRIDGE project	ILO	Geneva, Switzerland	F
Jesse Mertens	Technical Officer	ILO	Colombo, Sri Lanka	M
Liva Sreedharan	Consultant working on the baseline assessment for the business case	ILO	Geneva, Switzerland	F
Lou Tessier	Technical Officer	ILO	Geneva, Switzerland	F
Manuela Tomei	Director, WORKQUALITY	ILO	Geneva, Switzerland	F
Maria Gallotti	REFRAME Project Manager and Specialist in Migration Policies	ILO	Geneva, Switzerland	F
Max Tunon	Labour Migration specialist, South Asia	ILO		M
Michelle Leighton	Chief MIGRANT	ILO	Geneva, Switzerland	F
Miriam Boudraa		ILO	Turin, Italia	F

NAME	POSITION	ORGANIZATION	LOCATION	M/F
Mustafa Hakki Ozel	ILO STATISTICS	ILO	Geneva, Switzerland	M
Noémie Razafimandimby	REFRAME NPC in Madagascar	ILO	Antananarivo, Madagascar	F
Régis Blanc	Consultant (Consultant)	ILO	Geneva, Switzerland	M
Ricardo Furman Wolf	Senior Evaluation Officer	ILO	Geneva, Switzerland	M
Ryszard Cholewinski	Labour Migration specialist, Arab States	ILO		M
Sultana Munawar	REFRAME NPC in Pakistan	ILO	Islamabad, Pakistan	F
Thilini Fernando		ILO	Colombo, Sri Lanka	F
Tite Habiyakare	Regional labour statistician	ILO	Bangkok, Thailand	M
Zeina Mezher		ILO	Beirut, Lebanon	F
Remote Interview – Others				
Bilesha Weeraratne	Research Fellow	Institute of Policy Studies in Sri Lanka	Colombo, Sri Lanka	F
Ira Rachmawati	Project officer, Human & Trade Union Rights Department	ITUC – Workers' organization	Brussels, Belgium	F
Jeroen Beirnaert	Director, Human & Trade Union Rights Department	ITUC – Workers' organization	Brussels, Belgium	M
Jochem de Boer	Global Public Affairs Manager	WEC – Employers' organization	Brussels, Belgium	M
Kashif Noor	Director General	Bureau of Emigration & Overseas Employment (Pakistan) – Government	Islamabad, Pakistan	M
Oliver Money-Kyrle	Assistant General Secretary	IFJ – Workers' organization	Brussels, Belgium	M
Oly Rabenantoandro	Executive Secretary	Bureau National de Lutte contre la Traite des Etres Humain	Antananarivo, Madagascar	F
Ron Hendrix	Program Manager Migration	European Commission	Brussels, Belgium	M
Stephanie Winet	Head of Stakeholder Engagement	IOE – Employers' organization	Geneva, Switzerland	F
William Gois	Coordinator	MFA	Maynila, Philippines	M

NAME	POSITION	ORGANIZATION	LOCATION	M/F
Zahoor Awan	General Secretary	Pakistan Workers Federation – Workers' organization	Islamabad, Pakistan	M
Interviews conducted during country visit in Tijuana and Mexico City - Mexico				
Aimée Nunez	General Director	Ahifores - Employers' organization	Mexico City, Mexico	F
Axel Garcia	Executive Director	Cierto	Mexico City, Mexico	F
César Anibal Palencia Chavez	Director	Dirección de atención a migrantes – Government	Tijuana, Mexico	M
Georgina Vázquez de los Reyes	National Project Coordinator for Mexico	ILO	Mexico City, Mexico	F
Hector Uraga Peralta	Director	CABC – Employers' organization	Tijuana, Mexico	M
Ietza Bojorquez	Investigadora en el departamento de estudios de poblacion	COLEF	Tijuana, Mexico	F
Mara Salazar	Director of Unit of hemespherical affairs	Ministry of Labour of Mexico - Government	Mexico City, Mexico	F
Maura Patricia Hernandez Tapia	Programme Coordinator	CTM	Mexico City, Mexico	F
Nayla. Rangel	Coordinator	SNE – Government	Tijuana, Mexico	F
Sol Merino	Director	CROC – Workers' organization	Tijuana, Mexico	F
Yunuyney Martinez Morales	Manager	Ahifores – Employers' organization	Mexico City, Mexico	F
Interviews conducted during country visit in Guatemala City - Guatemala				
Alfonso Estrada	Consultant	COPREDEH	Guatemala City, Guatemala	M
Alejandro Martinez	Coordinador de proyectos regionales	IOM	Guatemala City, Guatemala	M
Alicia Valenzuela	Labour specialist	Vestex – Employers' organization	Guatemala City, Guatemala	F
Álvaro Caballeros		USAC	Guatemala City, Guatemala	M
Ana María Méndez Chicas	National Project Coordinator for Guatemala	ILO	Guatemala City, Guatemala	F

NAME	POSITION	ORGANIZATION	LOCATION	M/F
Carlos Mancilla	Secretary	CUSG – Workers' organizations	Guatemala City, Guatemala	M
Carolina Lopez	Coordinator of the Comprehensive Program against Trafficking in Persons	IOM	Guatemala City, Guatemala	F
Claudia Galan	Director of economic unit	CACIF - Employers' organization	Guatemala City, Guatemala	F
Gabriel Aguilera Bolanos	Minister	Ministry of Labour of Guatemala - Government	Guatemala City, Guatemala	M
Gabriela Mundo	Director of International affairs	PDH – Government	Guatemala City, Guatemala	F
Guido Ricci	Board member	CACIF - Employers' organization	Guatemala City, Guatemala	M
Jennifer Calderon		Ministry of Labour of Guatemala - Government	Guatemala City, Guatemala	F
Jennifer Echeverria		European Union's Delegation in Guatemala	Guatemala City, Guatemala	F
Julio Coj		Unsitragua – Workers' organizations	Guatemala City, Guatemala	M
Marlene Mazariegos	Manager of legal and labour affairs	Camara del Agro - Employers' organization	Guatemala City, Guatemala	F
Olga Maria Matta Bailojn	General director of employment	Ministry of Labour of Guatemala - Government	Guatemala City, Guatemala	F
Rafael Aguilar	Representative	CUSG – Workers' organizations	Guatemala City, Guatemala	M
Tomas Pallas	Chief of Cooperation	European Union's Delegation in Guatemala	Guatemala City, Guatemala	M

Appendix VII Purposive sampling for country visits in Mexico and Guatemala

The selected countries, Guatemala and Mexico, constituted a purposeful sample to allow the evaluation team to focus on particular criteria relevant to answering the evaluation questions. The main criteria used by REFRAME and the evaluation team to select countries were:

- Implementation progress: has there been sufficient progress in the implementation of activities to allow the evaluation team to collect data on the enabling and limiting factors to implementation? This is particularly relevant considering the fact that there are important delays in the initiation of activities in some pilot countries.

- Scope of planned project activities: is there a significant level of planned activities in the country of implementation? The level of planned activities varies from one country to another, with the project implementing only a small portion of the activities established under strategic objective 1 in some countries.

- Access to stakeholders: are the conditions favourable for the evaluation team to conduct semi-structured interviews with a tripartite constituent?

- Security issues: is the environment safe for the evaluation team to conduct in-country data collection.

- Project staffing in the country: in order to carry out a in-country data collection mission, the selected countries should be staffed with a NPC to provide guidance and support to the evaluation team.

The table below describes the pros and cons of selecting each country for data collection.

Table v.1   Purposeful selection criteria for country visits

COUNTRIES	PROS AND CONS FOR SELECTION
Guatemala Country of origin	• Stable political context: tripartite stakeholders are more likely to be available in Guatemala than anywhere else. • Relevant counterparts for the project have been identified and validated. • A significant level of activity is planned for REFRAME objective 1, and a workplan has already been drafted in consultation with tripartite partners. • Only country of implementation in the Latin America and Caribbean region.
Mexico Country of destination	• Important level of activities planned, both with federal and state governments, as well as with workers' and employers' organizations. • While most government stakeholders at the federal level are unlikely to be available due to the recent administration change, government stakeholders are likely to be available at the state level, more precisely, in the state of Baja California. • Only country of destination in which the project is staffed with a national project coordinator. • Relevant counterparts for the project have been identified and validated.

COUNTRIES	PROS AND CONS FOR SELECTION
Sri Lanka Country of origin	• Government stakeholders are unlikely to be available due to the fact that the government is in the midst of a political crisis and thus not functional. There is no realistically feasible outcome being conducive to conducting an evaluation mission in the next few months. • Other stakeholders (workers and employers' organizations, labour recruiters, civil society organizations – CSOs) are likely available to meet the evaluation team. • The political situation is evolving very quickly and may affect security considerations and the evaluation team mobility in Colombo, and hence its ability to meet stakeholders. • Other initiatives related to labour migration have been implemented in Sri Lanka, for example with the IOM. • A significant level of activities is planned for REFRAME objective 1, and a workplan has already been drafted in consultation with tripartite partners. • Key ILO staff working on the global components of REFRAME are based in Colombo. Unfortunately, there is no ILO officer working on REFRAME at the country level as the officer recently resigned.
Madagascar Country of origin	• Tripartite stakeholders have been identified and reached an agreement regarding the project priorities. • A significant level of activities is planned for REFRAME objective 1, and a workplan has already been drafted in consultation with tripartite partners. • Government stakeholders are unlikely to be available due to the ongoing presidential election. The first round of the presidential election was held on November 7, 2018, and the second round is scheduled for December 17, 2018. The political context in January is uncertain and difficult to foresee. • Difficulty in obtaining a work visa in a timely fashion.
Pakistan Country of origin	• The implementation of initial activities was significantly delayed in Pakistan. Some project activities have just recently started. The project experienced delays in hiring procedures of the national officer in Pakistan. • Government stakeholders are unlikely to be available due to the recent elections last summer. • Difficulty in obtaining a work visa in a timely fashion.
Nepal Country of origin	• Only a limited set of activities has been implemented in Nepal, namely building a business case on the electronic sectors in the Nepal-Malaysia corridor.
Kenya Country of origin	• Only a limited set of activities has been implemented in Kenya, namely the launching of ITUC (International Trade Union Confederation) Migrant Recruitment Advisor.
Kuwait Country of destination	• The project is not staffed with a national project coordinator in Lebanon. • The project is still assessing ways to engage with stakeholders in Kuwait.
Lebanon Country of destination	• The project is not staffed with a national project coordinator in Lebanon.

COUNTRIES	PROS AND CONS FOR SELECTION
	• Some activities are planned in Lebanon, but few have been implemented.[87]

To inform the selection of country, the evaluation team interviewed National Project Coordinators in both Mexico and Guatemala. In both cases, the NPCs confirmed that 1) there has been sufficient progress in the implementation of activities for the evaluation team to collect relevant data, 2) a significant level of project activities is planned in the countries they operate, 3) stakeholders from all three tripartite constituents are available to meet the evaluation team, and 4) they were available to support the evaluation team in identifying and scheduling interviews with stakeholders.

In the case of Guatemala, the evaluation team consulted stakeholders located in Guatemala City, where stakeholders engaged in the project are located. In the case of Mexico, the evaluation team visited both Mexico City and the state of Baja California (Tijuana), reflecting the fact that activities are planned both at the federal and state level in Mexico, and the availability of stakeholders to meet the evaluation team in both locations. Additionally, conducting data collection in both Mexico and Guatemala allowed the evaluation team to assess the relevance, design, and effectiveness of REFRAME's corridor approach.

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[87] According to the Narrative report covering the period from 15 January 2017 to 31 May 2018, and to consulted REFRAME team during inception.

Appendix VIII Lessons Learned

ILO Lesson Learned template

Project Title: Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)   Project TC/SYMBOL: GLO/15/41/EUR

Name of Evaluator: Universalia Management Group Limited
Date: May 2019

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

Brief description of lesson learned (link to specific action or task)	Defining and communicating constituents' role and responsibilities on FR at country level
	The evaluation team observed that the FR of international migrant workers was a relatively new topic for a number of constituents at national level. In particular, EOs and WOs were not always aware of their role and responsibilities on the issue. As such, further advocacy and knowledge generation activities would be needed to ensure buy-in and increase the likelihood of ownership of the FR topic by constituents.
Context and any related preconditions	The evaluation noted that prioritization and misperceptions are barriers to employers' organizations and workers' organizations in taking articulated actions towards implementing Fair Recruitment approaches. In particular, consulted EOs do not naturally prioritize labour migration, and some WOs, while accustomed to providing services to local and formal workers, have little to no experience of working with nationals working abroad or foreigners working in their countries.
	Additionally, while the FR General Principles and Operational Guidelines specify the

	responsibilities of EOs, the responsibilities and roles of WOs are not defined. This observation is particularly relevant considering that projects under the umbrella of ILO's Fair Recruitment Initiative work closely with EOs and WOs.
Targeted users / **Beneficiaries**	The intended users are ILO staff working with EOs and WOs towards the implementation of FR approaches.
Challenges /negative lessons - Causal factors	In cases where WOs and EOs do not perceive the FR of migrant workers as a priority, and where their role on the FR of migrant workers is not clear to them, it is challenging to engage with EOs and WOs in implementing FR approaches. In the case of REFRAME, some EOs that usually partner with the ILO were not proactive in participating in REFRAME. It was also challenging to obtain the buy-in and establish a common work plan between some WOs and REFRAME.
Success / Positive Issues - Causal factors	The barriers to implementing FR approached with EOs and WOs noted above highlight the relevance of REFRAME. Projects engaging with WOs and EOs on FR issues can shed light on misperceptions and advocate for migrant workers' rights with these constituents. As noted in the evaluation report, by convening constituents around FR issues, REFRAME raised the issue's importance in constituents' respective agendas.
ILO Administrative Issues (staff, resources, design, implementation)	N/A

ILO Lesson Learned template

Project Title: Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)   Project TC/SYMBOL: GLO/15/41/EUR

Name of Evaluator: Universalia Management Group Limited
Date: May 2019

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

Brief description of lesson learned (link to specific action or task)	**A process cannot be more effective than its weakest link** Timely identification of the capacities of constituents and other partners at the beginning of the project or during its design is an essential planning tool that can allow predicting the effectiveness of a process/project. Adequate country and stakeholder analysis is an essential step that allows identifying if key success factors are in place and are conducive for successful implementation or replication of a good practice.
Context and any related preconditions	The evaluation noted that the rate of project implementation relied, in some cases, factors outside the control of the project, such as partners priorities and capacity. For example, while the project, in collaboration with the World Bank, was swift in developing a methodology for measuring SDG indicator 10.7.1, the piloting of the methodology depends entirely on National Statistical Offices' own timing in implementing surveys.
Targeted users / Beneficiaries	Staff responsible for conducting consultation with constituents during the design of future projects within the Fair Recruitment Initiatives.

Challenges /negative lessons - Causal factors	Factors outside the control of project staff, such as adverse political contexts and partners capacity and priorities, delayed the timely implementation of some project activities.
Success / Positive Issues - Causal factors	N/A
ILO Administrative Issues (staff, resources, design, implementation)	N/A

Appendix IX Emerging Good Practices

ILO Emerging Good Practices template

Project Title: Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)
Project TC/SYMBOL: GLO/15/41/EUR

Name of Evaluator: Universalia Management Group Limited
Date: May 2019

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

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**Collaboration between MIGRANT and FUNDAMENTALS** The collaboration between ILO branches in the implementation of the project, in the case of REFRAME MIGRANT and FUNDAMENTALS, facilitates knowledge-sharing across units and reduces duplications of efforts at global and country level.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	MIGRANT and FUNDAMENTALS branches have the overall responsibility to implement the Fair Recruitment Initiative. Hence, REFRAME was designed around their needs and priorities for both branches to collaborate in the implementation of this project.
Establish a clear cause-effect relationship	The collaboration between MIGRANT and FUNDAMENTALS in the implementation of REFRAME greatly contributed to project implementation, fostered the topical expertise of staff members of both departments, created synergies between projects and the two departments, and facilitated the integration of lessons learned from another project aimed and implementing FR approaches, namely FAIR.
Indicate measurable impact and targeted beneficiaries	An example of impact is that staff members responsible to implement the media component of REFRAME were also responsible to implement the media component under FAIR. They have developed topical expertise on the engagement of journalists on FR issues.

	The beneficiaries of the collaboration are staff members of both branches, MIGRANT and FUNDAMENTALS, and ultimately, the beneficiaries of the activities implemented under the Fair Recruitment Initiative, namely migrant workers.
Potential for replication and by whom	The good practice is replicable in a context in which at least two ILO branches share the responsibility of implementing an ILO development cooperation projects.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	The collaboration of MIGRANT and FUNDAMENTALS in the implementation of REFRAME a significant factor in the achievement of long-term strategic objectives set by the ILO, notable the Fair Recruitment Initiative.
Other documents or relevant comments	N/A

ILO Emerging Good Practice template

Project Title: Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)
Project TC/SYMBOL: GLO/15/41/EUR

Name of Evaluator: Universalia Management Group Limited
Date: May 2019

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

Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Collaboration between REFRAME and other ILO projects REFRAME has taken advantage of the existence of other ILO FR and labour migration projects to identify and build upon their good practices and lessons learned. REFRAME strategically utilized opportunities to share the costs of some common activities with other ILO projects to strengthen the potential impact of its interventions while avoiding overlaps and minimizing costs.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	Other ILO projects, at both the global and country levels, work on issues related to FR. The REFRAME developed formal and informal partnerships with these projects.
Establish a clear cause-effect relationship	REFRAME's partnerships with other ILO projects related to FR issues resulted in increased efficiency through cost-sharing, as well as increased effectiveness. For example, the NPC from the WiF project in Lebanon supports the implementation of specific actions within REFRAME, such as the workshop in Lebanon and Madagascar on good practices in bilateral agreements.
Indicate measurable impact and targeted beneficiaries	The resulting impact from REFRAME's formal and informal partnerships with other projects are manifold. First, REFRAME integrated lessons learned from other projects and built upon other projects' work, leading to improved project design and results. Second, partnering with other projects at the country level allows ILO country offices to speak as one voice with key constituents. Third,

	costs for delivering TA and producing tools were shared. And finally, products developed in collaboration with other projects have increased reach and scope, rendering their future use more likely. Overall, partnerships between multiple projects have allowed ILO to work on a cohesive and fashion in implementing FR approaches with constituents. The main beneficiaries are ILO project staff, as well as constituents with which ILO projects work.
Potential for replication and by whom	Potentially replicable by staff working on projects guided by a same overarching policy document, such as ILO conventions, or in the case of REFRAME, the Fair Recruitment General Principles and Operational Guidelines.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	N/A
Other documents or relevant comments	N/A