

ILO – EVALUATION

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- **Evaluation Manager:** Craig Russon
- **Key Words:** gender equality, migration, vulnerable groups

This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has been quality controlled by the ILO Evaluation Unit

List of Acronyms

| | |
|--|------------------|
| Association of Southeast Asian Nations | ASEAN |
| Civil Society Organisations | CSOs |
| Convention on the Elimination of all forms of Discrimination Against Women | CEDAW |
| European Commission | EC |
| European Union | EU |
| Ending Violence Against Women | EVAW |
| Evaluation Reference Group | ERG |
| Focus Group Discussions | FGDs |
| Gender Equality | GE |
| Gender Equality and Empowerment of Women | GEEW |
| Governance of Labour Migration in South and South-East Asia Programme | GOALS |
| Headquarters | HQ |
| International Labour Organisation | ILO |
| International Organisation for Migration | IOM |
| Key Informant Interviews | KIIs |
| Knowledge, Attitudes and Practice Index | KAP Index |
| Migrant Women in Domestic Work | MDWs |
| Monitoring and Evaluation | M&E |
| Multi Partner Trust Fund | MPTF |
| Migrant Worker Resource Centre | MRC |
| National Programme Coordinator | NPC |
| National Project Advisory Committee | NPAC |

| | |
|--|-----------------|
| Organisation for Economic Co-operation and Development/Development Assistance Committee | OECD/DAC |
| Project Document | ProDoc |
| Poverty Reduction through Safe Migration Skills Development and Enhanced Job Placement Project | PROMISE |
| Power Point | PPT |
| Regional Project Advisory Committee | RPAC |
| Regional Office for Asia and the Pacific | ROAP |
| Resident Coordinators | RCs |
| Sustainable Development Goals | SDGs |
| Swiss Agency for Development and Cooperation | SDC |
| Theory of Change | ToC |
| Terms of Reference | ToRs |
| Trafficking in Persons | TIP |
| United Nations | UN |
| United Nations Development Programme | UNDP |
| United Nations Development System | UNDS |
| United Nations Office on Drugs and Crime | UNODC |
| United Nations Evaluation Group | UNEG |
| The United Nations Entity for Gender Equality and the Empowerment of Women | UN Women |
| Violence Against Women | VAW |
| World Health Organization | WHO |
| Women Migrant Workers | WMWs |

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Executive Summary

Context and Background

With women representing roughly half of the estimated 10 million migrants in the Association of Southeast Asian Nations (ASEAN) region, labour migration is an important source of empowerment for women. However, it also can present risks of violence, trafficking and abuse throughout the migration journey from intermediaries and employers, as well as from partners and others. In countries of origin, women migrant workers face bans and legislative restrictions that limit their access to regular labour migration routes in particular sectors. They also face challenges when reintegrating into their communities upon return due to negative social perceptions against women who migrate as well as challenges relating to their prolonged absence. In countries of destination, women migrant workers face a number of discriminatory laws and practices, and are often excluded from receiving essential services, including those to support survivors of violence.

Purpose of the Evaluation

The midterm Evaluation of the Safe and Fair Programme seeks to determine ways in which the project can make mid-course corrections in order to fully realize its outcomes, and also attempts to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. Specifically, its objectives are to assess the programme's relevance and coherence; identify effective strategies, barriers, and challenges to progress towards the programme's specific objectives; determine the extent to which the programme is cost-effective and was implemented in the most efficient manner; determine the extent to which it has implemented a human rights and gender responsive approach; and propose lessons learned, best practices and recommendations for the remainder of the programme. The evaluation scope covers all of the programme activities carried out across programming countries from its inception in 2018 to the end of Q4 2020.

About the Safe and Fair Programme

As part of the EU-UN Spotlight Initiative to Eliminate Violence against Women and Girls, the Safe and Fair Programme is designed to address both the root causes and facilitating factors of violence against women and gender discrimination towards women migrant workers by promoting gender-responsive labour migration laws, policies, practices and services; supporting the organization, leadership, and empowerment of women migrant workers; and changing social attitudes towards women migrant workers. It is being implemented by the ILO and UN Women, in collaboration with UNODC, with a total budget of Euro 25.5 million. Spanning from 2018 – 2022, the programme supports programming in countries of origin (Cambodia, Indonesia, Lao PDR, Myanmar, Philippines, Viet Nam) and countries of destination (Brunei Darussalam¹, Malaysia, Singapore, and Thailand). It is guided by a Project Steering Committee, a CSO Reference Group, a Regional Project Advisory Committee (RPAC), and National Project Advisory Committees (PACs) in each programming country.

¹ The Programme has not implemented any activities in Brunei Darussalam beyond the initial consultation in 2019 due to lack of responses by stakeholders. However, Brunei Darussalam has been engaged in regional initiatives.

Evaluation Approach and Methodology

The evaluation drew on mixed quantitative and qualitative methods as well as contribution analysis. It used a utilization-focused design, a theory-based approach, and integrated feminist evaluation principles. It also used a participatory approach to engage relevant stakeholders; integrated a gender equality and equity approach throughout the evaluation process; and used a critical instance case study approach to further explore the programme's support for the provision of services to women migrant workers, particularly those who have experienced violence. Data was collected virtually through an extensive document review; 22 focus group discussions; 60 key informant interviews; and an online survey with the programme's National Programme Coordinators (NPCs). The analysis drew on an Evaluation Matrix where information was triangulated across sources to ensure analytical accuracy. The evaluation was in line with UNEG Ethical Norms and Standards.

Summary of Main Findings

Relevance

The Safe and Fair Programme is aligned with international norms, standards, and priorities regarding EVAW and labour migration, and is addressing a critical need to bring together gender equality, anti-trafficking and labour migration actors to end violence against women migrant workers. It is also well aligned with UN Reform principles as well as the ToRs of the multi-year global EU-UN Spotlight Initiative. In addition, the programme has addressed a wide range of women migrant worker needs (including shifting needs because of Covid-19) across origin and destination countries that include engaging in safe migration practices, staying safe from violence, accessing humanitarian support in light of the Covid-19 pandemic, accessing services, and forming networks to support one another. However, while the regional nature of the programme provides added value, stakeholders are calling for a stronger regional approach to further promote cross-country synergies. Specifically, there remains room to further link information and services across a women migrant worker's migration journey and better connect stakeholders participating in NPACs across programming countries.

Coherence

The programme is effectively drawing on the comparative strengths of both UN Women and ILO and is jointly planning, implementing and reporting on shared results to support holistic programming. This has facilitated the building of inter-linkages across thematic areas and stakeholder groups and has allowed the programme to effectively target violence against women in the realm of labour migration. Even though it was initially designed prior to the formation of the EU-UN Spotlight Initiative, its programme design and results framework were successfully retrofitted to ensure alignment with the initiative. The programme is also well aware of and is closely collaborating with relevant UN programming across the region. Even so, there remain areas where further collaboration could produce additional synergies, including those with other EU-UN Spotlight Initiative programmes.

Effectiveness

The programme has effectively contributed towards strengthening legislation and governance frameworks to protect the rights of women migrant workers by mainstreaming EVAW principles throughout policy work. It has also supported 3,210 women migrant workers to join trade unions or

become networked into migrant workers associations and has supported the formation of new trade unions and women migrant workers' networks. This being said, fewer training sessions took place than planned due to the Covid-19 pandemic, which means that its training target will likely not be achieved by the end of 2022.

The programme has also strengthened the capacity of service providers (including health workers, police and justice officials, consular staff, and MRC staff, among others) to respond to the needs of women migrant workers, including the right to live a life free from violence, and has increased access to essential services across their migration journey. In addition, it has supported the integration of rights-based and survivor-centered approaches into laws, policies and practice on prevention and response to VAW to end impunity and improve women's access to essential services, including justice, with a focus on women migrant workers.

The strengthening of women migrant workers' first line of support (i.e. the family) is an area of work that currently falls outside of the programme's ProDoc or results framework and yet requires further attention, especially the engagement of men at the community level in order to foster more empathy and support among first-responding family members as well as to inform them about what kinds of services exist and where to access them in order to be better positioned to support women migrant workers if they experience challenges or situations of violence while working abroad. Direct engagement with men and boys is also required to address family and community violence against women migrant workers, as well as negative social attitudes towards them in their communities of origin.

The programme's work on social attitudes has been far-reaching but has also been quite scattered and has lacked a strategic and specific focus. This means that the programme has been largely unable to concretely target priority stakeholders such as employers or family/community members whose changes in social attitudes could have the largest immediate impact on the lives of women migrant workers. Communication for Development (C4D) is also largely missing from its communications work.

Efficiency

The programme has delivered most of its activities in a timely fashion. Even though it experienced some delays, it has been generally quite adaptive and has successfully mitigated most of their effects. The establishment of NPACs and the RPAC has been an efficient and effective way of bringing stakeholders together to influence the programme's decision-making to ensure its alignment with their needs and priorities. Even though the programme's joint programming arrangements are mostly aligned with UN Reform principles, they are still quite resource intensive and do not fully promote efficiencies due in large part to some duplication between roles and responsibilities and high expectations regarding the degree of coordination and consultation to be done with the other joint entity. Staff (particularly NPCs and regional staff representing both entities) has reported being overworked, which could lead to consequences such as burnout and poorer quality results. The programme has invested significant resources into its M&E system. While reporting is regular and appreciated by stakeholders, it does not effectively capture the programme's contributions towards

outcome and impact level results due in large part to weak outcome and impact-level indicators in its results framework.

Potential for Impact

The programme is promoting gender transformative change by directly engaging women migrant workers as active change agents; increasing their access to resources through the provision of services; fostering institutional change through influencing national policies and frameworks; and challenging negative social biases and misperceptions against women migrant workers. The programme is already achieving a direct impact in the lives of women migrant workers by supporting increased access to services such as shelters, consular support, health services, legal aid, etc. Changes in policy to better protect the rights of women migrant workers and any improvements in social attitudes towards women migrant workers will also positively affect the lives of women migrant workers. However, it will take some time for impacts generated from these initiatives to become visible.

Potential for Sustainability

Programming elements largely promote sustainability. The programme's research and awareness raising activities on violence against women migrant workers has brought attention to this important issue across key stakeholder groups, fostered a better understanding of the issues, and instilled among stakeholders the need to better protect the rights of women migrant workers to live a life free from violence, thus creating the necessary conditions for stakeholders to better advance the rights of women migrant workers even after the programme comes to an end. Its work on building the capacities of MRCs has strengthened the capacity of these government-run institutions to continue serving women migrant workers in a more gender sensitive way long after the programme has ended. Also, by supporting the integration of gender equality and EVAW principles into national policies and frameworks, the programme has helped to ensure that the rights of women migrant workers will be better protected in the future through the support of gender sensitive legislation. This being said, the overall length of the programme at five years is quite short to achieve long-term sustainable change. It currently does not have a sustainability plan or any exit strategies to further promote the sustainability of its results.

Gender, Equity and Human Rights

The programme has generated significant knowledge on violence against women migrant workers, gender and labour migration, and overall rights of women migrant workers that has helped to raise awareness of the rights of women migrant workers and further target its programming. However, it has faced some major challenges in supporting the collection of national data on violence against women migrant workers, which largely remains patchy, unreliable, and/or non-existent. It responded to these challenges by shifting its focus towards improving data collection capacity among government partners at the country and regional levels. The programme has also successfully encouraged the active engagement of women migrant workers and has provided opportunities for them to use their voices and better connect with each other. These empowering processes have led to the establishment of formal support networks and unions for women migrant workers that will continue to further foster their empowerment.

Conclusions

Six (6) conclusions are presented below that draw on evidence from across findings and evaluation criteria, and provide a high-level analysis of their implications on the Safe and Fair Programme and the future of its work.

Conclusion #1: The Safe and Fair Programme is filling important gaps with respect to protecting the rights of women migrant workers to a life free from violence. At the same time, there are opportunities for increased synergies with other UN labour migration programmes in the region and with other EU-UN Spotlight Initiative programming.

Conclusion #2: The Safe and Fair Programme reflects strong joint programming and UN Reform principles that facilitate achieving results that are greater than the sum of its parts. Even so, there remains room to improve the efficiency of the joint working arrangements as well as the monitoring and reporting of joint results.

Conclusion #3: The regional dimension of the Safe and Fair Programme has helped to support women migrant workers throughout their migration journey across both countries of origin and destination. There remains, however, significant room to increase the added value of its regional work through further cross-country knowledge exchange and stakeholder networking.

Conclusion #4: Husbands and other family members are typically the closest support network for women migrant workers. However, the Safe and Fair Programme's project document and results framework have placed limited emphasis on engaging these key stakeholders in order to support those women migrant workers who may be escaping violence at home or in their communities of origin. Even though this approach was intended to support women migrant workers, the lack of engagement of husbands and family members has been a missed opportunity as they can be well placed to provide direct support to women migrant workers throughout their migration journey, including before and after occurrences of violence.

Conclusion #5: While the Safe and Fair Programme's communications work to improve social attitudes towards women migrant workers has reached over six million people, the work has been scattered and has lacked a strategic focus, which is negatively impacting the ability of the programme to effect meaningful behaviour change in this area.

Conclusion #6: Collecting disaggregated and intersectional data on VAW and labour migration has proven to be a highly complex task that requires political will and significant investments in time and resources. The Safe and Fair Programme has gained important insights around these challenges that can be applied to the remainder of the programme and to future programming on ending violence against women migrant workers.

Recommendations

The following five (5) recommendations stem from the evaluation findings and conclusions and are designed to strengthen the remainder of the Safe and Fair Programme and improve future

programming aimed at promoting the rights of women migrant workers and ending violence against them. They are presented in order of priority, although some can be implemented simultaneously.

Recommendation #1: Strengthen the regional dimensions of the programme.

Recommendation #2: Increase programming efforts to strengthen the immediate support network (i.e. husbands and other family members) of women migrant workers.

Recommendation #3: Further strategically target the programme's communications campaign to more effectively influence changes in social attitudes and integrate C4D elements to influence behaviour change where feasible.

Recommendation #4: Further collaborate with other UN labour migration programmes across the region to promote enhanced synergies around engaging recruiters and employers and providing financial training and business support to returning women migrant workers.

Recommendation #5: Further strengthen the Safe and Fair Programme's alignment with RBM good practices and improve the efficiency of joint programming arrangements.

Section I: Context and Background

1.1 General Contextual Overview

Women represent roughly half of the estimated 10 million migrants in the Association of Southeast Asian Nations (ASEAN) region². While labour migration is an important source of empowerment for women, it also can present risks of violence, trafficking and abuse throughout the migration journey from intermediaries and employers, as well as from partners and others. For women migrant workers, including survivors of violence, there are many barriers to accessing essential services such as health care, legal, justice, police and social services, regardless of whether they have migrated through regular or irregular channels. These risks stem from intersecting vulnerabilities and discriminative factors such as poverty, gender, ethnicity, immigration status, education and limited access to information.

In 2019, the Safe and Fair Programme commissioned a situational analysis study that helped to serve as a programming baseline of policies and legislation across ASEAN states affecting women migrant workers. Although all programming countries have signed and/or ratified the *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children* as well as the *Global Compact for Migration*³, the study found that across the region, there are no countries that have achieved full compliance with normative standards in relation to gender responsive labour migration laws and policies. In relation to violence against women (VAW), most programming countries had established some form of ending violence against women (EVAW) policy but rarely included a specific focus on ending violence against women migrant workers.

The Safe and Fair Programme also commissioned a baseline study with Monash University in 2019 to identify access to and quality of services for women migrant workers experiencing violence within ASEAN countries. The study found that specific violence against women referral mechanisms for women migrant workers at the national level are rarely in place and that many services are not yet be tailored to the needs of women migrant workers. There are also significant challenges related to the collection of data on violence against women migrant works, with many countries lacking the necessary systems to collect this kind of disaggregated data and a lack of firewalls in place to protect women migrant workers in many of the countries where data is collected.

A public study of attitudes towards women migrant workers commissioned by the Safe and Fair Programme and the TRIANGLE Programme in 2019 found that while overall migration had increased over the past decade, positive attitudes towards migrant workers had generally declined.

² United Nations Department of Economic and Social Affairs (UNDESA). 2015. *Trends in international migrant stock: the 2015 revision*.

³ https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII-12-a&chapter=18&clang=en

Additionally, polarization in views had increased, with people who have limited or no interaction with migrant workers less supportive than before. The study found that the frequency and quality of interaction with migrant workers was a strong predictor of support for migrant workers generally, and that the decline in positive attitudes towards migrant workers is largely a result of the global rise in nationalism and xenophobic attitudes, which have also risen across the ASEAN region.

Additional information on the programming context can be found in Annex 4.

1.2 Situating the Safe and Fair Programme within wider global, regional and institutional contexts

The Safe and Fair Programme is part of the EU-UN Spotlight Initiative. The initiative consists of an unprecedented investment of 500 million Euros from the European Commission, is a flagship Programme of the UN Secretary General, a “whole of UN System” initiative, and an SDG Model Fund. It is occurring within the UN development system reform context, where the UN Secretary General called in 2018⁴ for a repositioning of the UN as a more effective partner to countries in their efforts to achieve the 2030 Agenda. The EU-UN Spotlight Initiative is the first Fund implemented that follows the principles of the UN Reform and is considered a “demonstration fund” for the principles presented by the Secretary General. As part of this reform, UN entities are expected to engage in more joint programming that can leverage the comparative strengths of each entity. The Safe and Fair Programme is designed to align to the UN Reform principles and, as a programme designed and implemented early in the Reform process, is expected to contribute knowledge and lessons learned towards UN Reform efforts with the aim of strengthening future joint programming. It was also designed as a major vehicle to contribute towards ending violence against women and girls, and is expected to produce synergies with other EU-UN Spotlight Initiative programmes. However, it is the only EU-UN Spotlight Initiative programme that is taking place in the Asia Pacific region. There are currently a number of other UN projects and initiatives underway across the ASEAN region to promote the rights of women migrant workers.

The programme is also being implemented within the context of the Covid-19 pandemic, which has had a particularly dramatic effect on migrant workers who were already some of the most vulnerable workers across the region. Women migrant workers have experienced unique challenges as a result of the health pandemic and corresponding lock-downs and affected businesses, as outlined in the IOM study *Covid-19 and Women Migrant Workers: Impacts and implications*. These include but are not limited to losing their employment, having to return to their home countries or travelling to other countries looking for work in perilous conditions, being forced to stay in quarantine centres where there is an increased risk of violence, being trapped at their place of employment without the ability to leave or have any time off (particularly in the case of women domestic workers) and losing access to their social support network of family and friends, having reduced access to essential services in destination countries, and working in hazardous conditions without adequate personal protective

⁴The reform of the United Nations development system (UNDS) is mandated by the General Assembly of the United Nations in Resolution A/RES/72/279 of 31 May 2018, which responded to the vision and proposals of Secretary-General António Guterres to reposition the United Nations development system to deliver on the 2030 Agenda.

equipment. Migrant workers have also faced increased stigmas against them, as they are often erroneously perceived as inherent virus carriers in both countries of origin and destination.

Section II: Overview of the Safe and Fair Programme (2018 – 2022)

2.1 General Overview

Safe and Fair: Realizing women migrant workers' rights and opportunities in the ASEAN region (2018-2022) is part of the multi-year EU-UN Spotlight Initiative to Eliminate Violence against Women and Girls. The Safe and Fair Programme is implemented by the ILO and UN Women, in collaboration with UNODC, with a total budget of Euro 25.5 million⁵. The programme was designed to address both the root causes and facilitating factors of violence against women and gender discrimination towards women migrant workers by promoting gender-responsive labour migration laws, policies, practices and services; supporting the organization, leadership, and empowerment of women migrant workers; and changing social attitudes towards women migrant workers. It uses a logical framework and multi-stakeholder Theory of Change (ToC) to guide its work, which is aligned with the ToC of the EU-UN Spotlight Initiative.

The programme uses a holistic multi-stakeholder approach to address the multiple intersecting factors affecting safe labour migration for women by engaging with ASEAN Member States' government authorities; ASEAN institutions; workers' organizations; employers and recruitment agencies; civil society organizations; community-based organizations; families and communities; research institutions and academia, media networks, youth, and the general public. It supports programming in countries of origin (Cambodia, Indonesia, Lao PDR, Myanmar, Philippines, Viet Nam) and countries of destination (Brunei Darussalam⁶, Malaysia, Singapore, and Thailand). The Programme also targets women migrant workers migrating to East Asia (China (Hong Kong and Taiwan) and the Republic of Korea), and the Gulf Cooperation Council States, although no programming was planned to take place in these countries⁷.

In countries of origin, women migrant workers face bans and legislative restrictions that limit their access to regular labour migration routes in particular sectors. An example of this is Myanmar's ban on women migrating for domestic work. This forces women to sometimes migrate through irregular routes where the chances of experiencing violence and exploitation are higher. Women migrant workers also face numerous challenges when reintegrating into their communities upon return due to negative social perceptions against women who migrate as well as challenges relating to their prolonged absence. The Safe and Fair Programme works to eliminate labour migration bans that target women, empower women to practice safe migration, as well as provide support to women

⁵ The total approved budget in USD is \$30,000,000 (rounded up), which includes \$16,648,832.77 allocated to ILO and \$13,351,167.23 allocated to UN Women. ILO and UN Women each contributed \$314,707.

⁶ The Programme has not implemented any activities in Brunei Darussalam beyond the initial consultation in 2019 due to lack of responses by stakeholders. However, Brunei Darussalam has been engaged in regional initiatives.

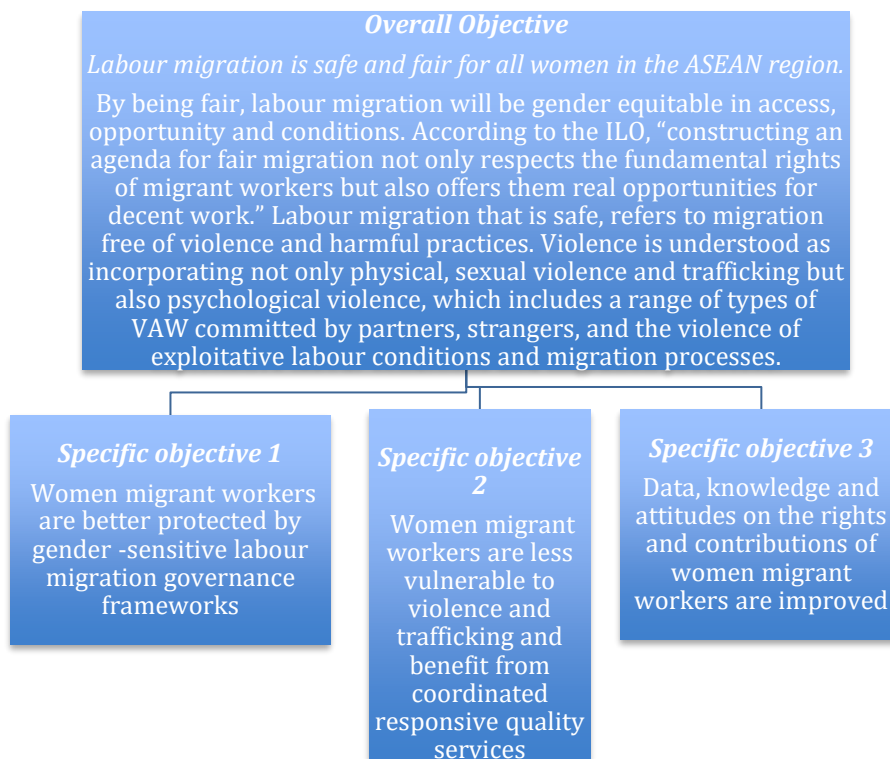
⁷ These countries were engaged in the programme through regional initiatives and communications work.

upon their return to facilitate their reintegration.

In countries of destination, women migrant workers face a number of discriminatory laws and practices that include labour laws that exclude domestic workers; lack of labour protection in feminized sectors of work, including entertainment; gender wage gaps; legislative barriers that restrict the ability of women migrant workers, in particular migrant domestic workers, to unionize, associate or collectively bargain; restrictions in job changes; weak regulations on violence in the workplace; and limited legal pathways, including access to regularization. In addition, women migrant workers working in destination countries are often excluded from receiving essential services, including those to support survivors of violence. The Safe and Fair Programme targets these discriminatory laws and practices and supports women migrant workers in countries of destination largely by working to change discriminatory legislation, supporting labour organizing among women migrant workers; and increasing access for women migrant workers to essential services.

2.2 Programme Objectives and Interventions

The programme seeks to contribute to the following overall and specific objectives:



These long-term results are to be achieved through interlinking interventions that:

1. Build knowledge and share information and good practices to the global level;
2. Support positive public attitudes and behaviours towards women migrant workers;
3. Develop rights-based and gender equitable policies and legislation;
4. Build the capacity of stakeholders on implementation of gender-responsive policies, collection and analysis of data and service delivery;

5. Strengthen support networks of engaged stakeholders from community to regional levels; and
6. Provide direct services for women migrant workers and members of their families, including for women who have experienced violence.

2.3 Theory of Change

The Programme logic is outlined in the Programme Document and the Logical Framework, with inter-linkages between programme objectives and causal pathways among results articulated in Annex 4 of the Baseline and Target Setting Report. While the Programme produced a multi-stakeholder Theory of Change (ToC) to guide programme design and implementation, the ToC largely re-articulates the logical framework and does not outline the programme's actual change logic. For the purposes of this theory-based evaluation, the evaluation team has expanded the Programme's ToC to guide the evaluation assessment. This expanded Toc is only meant to guide the evaluation assessment and is not a replacement for the Programme's ToC, since theories of change for programmes should be developed and modified with stakeholder engagement. The expanded ToC as well as a narrative that outlines the programme logic are presented below.

Safe and Fair Reconstructed Theory of Change Narrative

If national migration policies and legislation draw from more robust data on women migrant workers, are more gender sensitive and include provisions to protect women migrant workers' rights including the right to live free from all forms of violence, and government actors have increased capacity and coordination to implement these policies and legislation and provide essential services to women migrant workers; and

If women migrant workers are informed, empowered, and organized to share their experiences, express their needs and priorities, and demand that their rights be respected by 1) governments through the design and implementation of gender sensitive migration legislation and through the provision of essential services, and by 2) employers and recruiters through the respect of ethical recruitment and labour standards; and

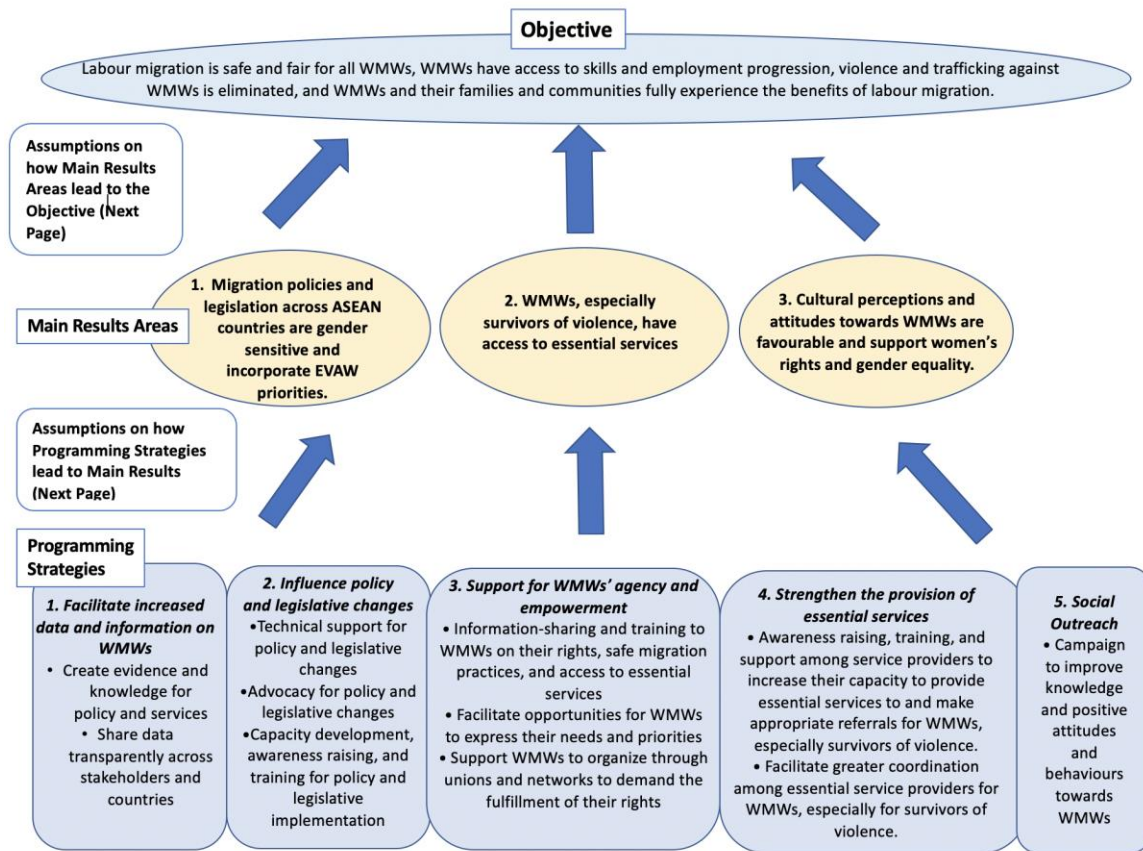
If cultural perceptions are favourable towards women migrant workers and support legislative changes that promote their rights, cultural norms that respect their rights, and access to services that protect their rights;

Then labour migration will be safe and fair for all women migrant workers, women migrant workers will have access to skills and employment progression, violence and trafficking against women migrant workers will be eliminated, and women migrant workers and their families and communities will fully experience the benefits of labour migration;

Because violence against women considerations will be more widely integrated into migration policies and legislation, gender sensitive migration governance will be more prevalent, women migrant workers will have access to services (including VAC services), data and information on

women migrant workers will be more available, cultural perceptions towards women migrant workers will be improved, and structural and cultural power imbalances between men and women will be reduced.

Expanded Theory of Change



Assumptions on how Main Results Areas lead to the Objective

1. Gender sensitive migration policies and legislation that incorporate ERAW priorities better protect the rights of WMWs, make them less vulnerable to violence and trafficking, and facilitate a safe and positive experience for WMWs.
2. Access to essential services empowers WMWs, helps to keep them safe from violence and exploitation, and facilitates a positive migration experience.
3. Positive cultural perceptions and attitudes towards WMWs facilitate their empowerment and reduce the risk of exploitation and violence.

Assumptions on how Programming Strategies lead to Main Results

1. Increased data and information on WMWs will help: 1) ASEAN governments to design and implement more gender sensitive migration policies and legislation; 2) essential service providers to better coordinate and provide increased essential services to WMWs; and 3) will help CSOs to better advocate for the fulfillment of the rights of WMWs.
2. Increased awareness and strengthened capacity among government officials will lead to greater gender sensitive migration policies and legislation.
3. If WMWs have greater access to information, opportunities to voice their concerns, and are organized to speak with one voice, then they will be able to influence the behaviour of government officials, employers and recruitment agencies to respect their rights and provide essential services.
4. Improved access to essential services will help to protect the rights of WMWs and will facilitate greater empowerment among WMWs.
5. Campaigns to change knowledge, attitudes, and behaviours will improve the public's overall perceptions of WMWs, which will facilitate greater awareness of their rights, support the empowerment of WMWs, encourage government actors to develop and implement more gender sensitive migration policies and legislation, and encourage service providers to provide essential services to WMWs.

Factors that Facilitate Change

- Robust and engaged civil society
- Effective collaboration between diverse stakeholders
- Sustained national and regional political will
- International attention to working conditions in sectors employing WMWs
- Acceptance of the linkage between labour migration governance and anti-trafficking
- Economic, political, and social stability across the ASEAN region

Factors that Hinder Change:

- Weak engagement of civil society
- Poor collaboration between diverse stakeholders
- Decrease of commitment, low prioritization of addressing issues linked to women migrant workers by the national authorities
- Denial of the linkage between labour migration governance and anti-trafficking
- Economic, political, and social instability across the ASEAN region

2.4 Governance, management and implementation arrangements

The Safe and Fair Programme is implemented in indirect management with the United Nations Development Programme (UNDP) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 as trustee of the Multi Partner Trust Fund (MPTF) to implement the EU-UN Spotlight Initiative. Led by the ILO, the programme uses a joint staffing model and draws on staff from both ILO and UN Women at the regional and country levels. The Programme is led by a Chief Technical Adviser (P5) responsible for the overall management of the project, based in the ILO-ROAP. The Chief Technical Adviser is assisted by three Technical Officers – two with UN Women-ROAP (P4), focusing on Objectives #2 and #3, and another one in ILO-ROAP (P3) working on Objectives #1 and #3. In addition, there is one Technical Officer working on M&E (P3) and one Communications Officer (recruited through an NOB contract – national staff) based with the ILO-ROAP but covering M&E and communications for the entire programme across agencies.

As outlined in Exhibit 1 below, ILO oversees results relating to labour migration (responsible for Objective #1 and components of Objective #3). UN Women oversees the results related to violence against women migrant workers (responsible for Objective #2), as well as the components on VAW under Objective #3. With a focused role on capacity building and policy implementation related to prevention and response to trafficking, UNODC provides part time support from a Regional Coordinator on Human Trafficking and Migrant Smuggling (P4 -2 work months/year). In addition, in each identified country, the Programme benefits from National Project Coordinators (NPCs) to oversee the implementation of the programme. In Indonesia, Myanmar, Philippines and Thailand,

Objective #1 (ILO-led) and Objective #2 (UN Women-led) benefit from dedicated NPCs. In Malaysia, Lao PDR, as well as Cambodia and Vietnam, one NPC works on all three Objectives, hired by ILO and UN Women respectively.

Exhibit 1. Contributions of UN partners towards programme objectives

| Objectives | Objective #1: Women migrant workers are better protected by gender -sensitive labour migration governance frameworks | Objective #2: Women migrant workers are less vulnerable to violence and trafficking and benefit from coordinated responsive quality services | Objective #3: Data, knowledge and attitudes on the rights and contributions of women migrant workers are improved |
|---------------------------------------|--|--|--|
| Programming Budget⁸ | 6,708,500 USD | 5,913,000 USD | 3,286,000 USD |
| Role of ILO | <ul style="list-style-type: none"> Oversees results for Objective #1 | <ul style="list-style-type: none"> Contributes towards labour results for Objective #2 | <ul style="list-style-type: none"> Contributes towards labour results for Objective #3 |
| Role of UN Women | <ul style="list-style-type: none"> Contributes towards VAW results for Objective #1 | <ul style="list-style-type: none"> Oversees results for Objective #2 | <ul style="list-style-type: none"> Contributes towards VAW results for Objective #3 |
| Role of UNODC | <ul style="list-style-type: none"> Contributes towards results for Objective #1 through technical expertise related to prevention and response to trafficking | <ul style="list-style-type: none"> Contributes towards results for Objective #2 through technical expertise related to prevention and response to trafficking | <ul style="list-style-type: none"> Contributes towards results for Objective #3 through technical expertise related to prevention and response to trafficking |

At the inception of the programme, a Project Steering Committee was set up to ensure coordination between ILO, UN Women and UNODC in implementation; to ensure information flow with the EU Delegations in the region facilitated through the EU Delegation in Thailand; and to provide an opportunity to identify and exchange good practices. In addition, a Regional Project Advisory Committee (RPAC) was convened at the regional level on an annual basis and comprises regional-level key tripartite plus stakeholders that include ASEAN bodies and representatives of relevant EU Delegations and European Commission HQ. The RPAC provides guidance on the implementation of the programme and endorses a proposed regional annual work plan. At national levels in each country, a tripartite plus Project Advisory Committee (PAC) is convened annually (and in some

⁸ These budget costs refer to the programming budget allocated towards Objectives #1, 2, and 3, and do not include staff or overhead costs.

countries biannually) in close coordination with the EU Delegation on the ground to provide guidance on the implementation of the programme, and endorses a proposed annual work plan. In addition, a CSO Reference Group meets bi-annually (established in 2020) in line with the EU-UN Spotlight Initiative's CSO Reference Group principle.

2.5 Evaluability Assessment

Immediately following the Inception Phase from January-September 2018, the programme undertook an Evaluability Assessment to ensure that the programme design met minimum standards for monitoring and evaluation. It produced a set of recommendations that were then addressed through a Management Response. More information on the Evaluability Assessment and Management Response are presented in Annex 11.

2.6 Programme Stakeholders

The Safe and Fair Programme engages with a wide variety of diverse stakeholder groups that include both rights holders and duty-bearers. Rights holders are the women migrant workers targeted through this initiative, with a specific focus on women migrant worker survivors of violence, as well as the families and communities of women migrant workers. Duty-bearers include ASEAN governments and partners; CSO partners and women's organisations; employers' organisations and recruiters; workers' organisations; and front-line service providers. In addition, the programme partnered with researchers and media/communications actors. Programming staff, representatives of the EU-UN Spotlight Initiative, and EU delegates are also stakeholder groups and participated in the programme design and implementation through the RPAC and NPACs.

A detailed Stakeholder Map outlining each stakeholder group, their role and participation in the programme, and their interests in the evaluation findings and recommendations has been developed by the Evaluation Team and can be found in Annex 3.

Section III: Evaluation Objectives and Scope

3.1. Evaluation Timing, Purpose and Objectives

The Evaluability Assessment recommended that the Midterm Evaluation be conducted slightly later than the exact mid-way point of the programme (mid 2020), given the 9-month Inception Phase. Thus this Midterm Evaluation was conducted in Q1 – Q3 2021. Findings and recommendations from the evaluation seek to feed into the Midterm Assessment of the EU-UN Spotlight Initiative.

The midterm evaluation of the Safe and Fair Programme has a *dual-purpose* focused on: 1) project improvement and 2) organizational learning. It seeks to determine ways in which the project can make mid-course corrections in order to fully realize its outcomes, and also attempts to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information is intended to inform future project designs.

Its *specific objectives* are to:

1. Assess the programme's relevance and coherence;
2. Identify effective strategies, barriers, and challenges to progress towards the programme's specific objectives;
3. Determine the extent to which the programme is cost-effective and was implemented in the most efficient manner;
4. Determine the extent to which it has implemented a human rights and gender responsive approach; and
5. To propose lessons learned, best practices and recommendations for the remainder of the programme.

3.2. Evaluation Users

The **primary users** of the evaluation are the programme's management team; its donor (the European Union); the Fund Governing Body through the EU-UN Spotlight Secretariat and the European Commission; the ILO and UN Women evaluation units at headquarters; and the ILO, UN Women and UNODC regional and country offices.

Secondary users include women migrant workers; civil society organizations that have partnered with the programme; stakeholders that have benefited from the programme, including ASEAN governments and institutions, labour recruiters, employers, labour organisations, and researchers; as well as other organisations and UN agencies working on labour migration, violence against women, and human trafficking at national and regional levels.

The report will be made publicly available on the respective online platform of each organization. A management response to the recommendations will be developed and approved by the Project Steering Committee of the Fund in consultation with the Commission, ILO and UN Women, clearly stating the follow-up actions to be taken.

3.3. Evaluation Scope

The evaluation scope covers all of the programme activities carried out in Brunei Darussalam, Cambodia, Indonesia, Lao People's Democratic Republic, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam from the programme inception in 2018 to Q4 2020. Due to the forward-looking nature of the evaluation, some events and activities that have taken place after Q4 2020 have also been included in the evaluation scope in order to capture key developments and changing circumstances. The evaluation assessed both intended and unintended effects of the Programme. It also included an analysis of programme alignment with the EU-UN Spotlight Initiative's pillars and objectives. It did not include a technical review of the quality of products and services produced by the programme.

3.4 Evaluation Criteria and Guiding Questions

The evaluation framework was based on the ILO's Policy Guidelines for Results-Based Evaluation and the Evaluation Policy of the United Nations Entity for Gender Equality and the Empowerment of Women. These guidelines adhere to the norms and standards of evaluation adopted by the United

Nations Evaluation Group and the OECD/DAC Evaluation Quality Standards. The framework was also based on the programme's Project Document and reconstructed ToC.

The evaluation used the standard OECD/DAC evaluation criteria of *relevance, coherence, efficiency, effectiveness, potential for impact, and potential for sustainability*. Human rights, equity and gender equality principles were thoroughly integrated throughout these evaluation criteria and were also addressed in a stand-alone criterion on *human rights, equity and gender equality*. The definitions for each criterion are presented in the Evaluation Matrix in Annex 2. In addition, the evaluation mainstreams the ILO's crosscutting policy drivers of gender equality, non-discrimination, and social transformation. Key evaluation questions that were used to guide the evaluation were developed in consultation with the programme's Project Advisory Committee (PAC) and are presented below, while Annex 2 presents the full evaluation matrix that also outlines sub-questions, data collection methods, data sources, and associated assessment indicators to guide the assessment of each key evaluation question⁹.

Key Evaluation Questions:

Relevance

1. To what extent is the Programme aligned with international norms, standards, and global priorities – including the Spotlight Initiative - with respect to promoting the rights of women migrant workers?
2. To what extent has the Programme responded to the needs of its stakeholders, particularly women migrant workers who have experienced violence, within shifting contexts including the Covid-19 pandemic?

Coherence

3. To what extent does the Programme promote coordination and coherence between UN agencies as part of UN harmonization and reform, including drawing on the comparative strengths of ILO and UN Women?

Effectiveness

4. To what extent is the Programme progressing with the achievement of results and to what extent are the programme objectives likely to be achieved?
5. What are the primary factors affecting the achievement and/or non-achievement of results?

Efficiency

6. How economically and timely are programme resources (i.e. financial, human, institutional, technical, etc.) converted into results?
7. What are the strengths and weaknesses of the M&E system, and to what extent have the evaluability assessment recommendations been implemented?

⁹ The Key Evaluation Questions originate from those outlined in the Evaluation ToRs. During the Inception Phase, the Evaluators made slight modifications to their wording; re-categorized them according to the OECD/DAC evaluation criteria; and added some new questions in order to provide a full assessment of the Programme.

8. To what extent does the Programme structure and its management processes facilitate the achievement of results?

Potential for Impact

9. To what extent are programme interventions likely to contribute towards transformative GEEW change by addressing the structural barriers and exclusionary norms and practices that prohibit the fulfillment of the rights of women migrant workers?

Potential for Sustainability

10. To what extent is the Programme designed to promote long-lasting sustainable change?

Gender, Equity and Human Rights

11. To what extent has the Safe and Fair Programme mainstreamed gender and equity perspectives in the design and delivery of its programming?
12. To what extent has the Programme applied a rights-based approach to its design and implementation (including using inclusive, participatory, and transparent approaches)?

Section IV: Evaluation Approach and Methodology

4.1 Evaluation Design

Since the evaluation is meant to be used as a forward-looking tool to inform the continuation of the programme as well as future violence against women and migration programming and initiatives, the evaluation was **utilization-focused** to ensure that the evaluation findings, conclusions, recommendations and lessons learned are as useful as possible to the evaluation users.

The evaluation also drew on **Feminist Evaluation Principles** that encourage wide stakeholder engagement and that facilitate the evaluation as a valuable process in and of itself to empower stakeholders to reflect on and engage with the programme design and implementation and with issues raised throughout the evaluation process. Feminist evaluation encourages evaluators to view themselves as change makers /activists while analyzing information in order to provide recommendations that can be used to further address the root causes of gender inequality and challenge existing power inequities between women and men (see Annex 5 for more information on Feminist Evaluation Principles).

4.2. Evaluation Approach

To meet the specific evaluation objectives identified in the evaluation terms of reference (ToRs) found in Annex 1, the evaluation used a **mixed methods evaluation design**, drawing on both primary and secondary qualitative and quantitative data. It also used a **theory-based approach** guided by the programme's logical framework and its multi-stakeholder theory of change (ToC), which was expanded by the evaluation team during the Evaluation Inception Phase. It was also aligned with gender responsive evaluation standards, and used a **participatory approach** to engage relevant stakeholders at the regional level and in each of the project countries. Evaluators engaged with an

Evaluation Reference Group, consisting of key programme stakeholders, during the inception phase and during key feedback moments throughout the evaluation process.

The evaluation also used a **critical instance case study approach**¹⁰ to further explore the strengths, weaknesses, and lessons learned with respect to the programme's support for the provision of services to women migrant workers, particularly those who have experienced violence (more information of the justification and scope of the case study are provided in Section 4.4 below. A summary of the case study findings is presented in Annex 14). In addition to the application of feminist evaluation principles, the evaluation team used a **gender equality and equity approach** throughout the evaluation process by applying a gender and equity-sensitive analytical lens throughout the evaluation to ensure that the process itself did not reinforce structures of inequality between men and women and sub-groups of vulnerable women migrant workers.

4.3. Data Collection Methods and Sources

Due to travel restrictions as a result of the Covid-19 pandemic, the international evaluators exclusively used remote data collection methods aligned with the publications: *Implications of Covid-19 on evaluations* in the *ILO: Practical tips on adapting to the situation (ILO)*; and *Pocket Tool: for managing evaluation during Covid-19* (UN Women). Some in-person FGDs were conducted in Thailand and the Philippines where national consultants supported data collection, following Covid-19 health restrictions. The contributions of the national consultants allowed for the evaluation to have a more in-depth look at the push and pull factors and different realities facing women migrant workers in both a country of origin and a country of destination.

The evaluation collected data through the following data collection methods and sources:

Document Review: The evaluation team conducted an in-depth review of documentation to assess qualitative and quantitative information about the Safe and Fair Programme across programming countries, as well as other insightful contextual information. The document review contributed to answering all of the evaluation criteria with a particular focus on assessing relevance and coherence through an examination of programme documents; effectiveness through an examination of the Programme's extensive base line data, monitoring reports (including annual reports) and internal results management documents; and efficiency through a review of financial and administrative documentation. See Annex 10 for a list of the documents that were consulted.

Focus Group Discussions (FGDs): The evaluation conducted 22 FGDs with small groups of stakeholders that were brought together according to a programming theme, region, or particular type of stakeholder group. This included direct discussions with women migrant workers, some of whom had experienced violence. Therefore, a cautious approach was applied in order to respect the "do no harm principle" (further discussed in Section 4.6 below). The evaluation aimed, to the greatest

¹⁰ https://web.wpi.edu/Pubs/E-project/Available/E-project-121615-164731/unrestricted/USPTO_CookbookFinal.pdf

extent possible, to consult with particularly vulnerable groups of women migrant workers (i.e. elder women, women with disability, etc.) to capture their experiences and perspectives. It also consulted with youth groups in Thailand and Malaysia. It did not, however, directly consult with the families/communities of origin of women migrant workers due to the programme’s overall limited initiatives that specifically targeted this stakeholder group. FGDs contributed to answering all of the evaluation criteria with a particular focus on assessing relevance to examine stakeholder needs and how the Programme has responded to changing needs within the Covid-19 era; coherence to examine the Programme’s synergies and inter-linkages; achieved results and factors affecting effectiveness; and human rights and gender equality by exploring the extent to which women’s voices and agency were promoted through the programme, extent to which a human rights based approach was used, and the extent to which structural barriers were addressed to promote transformative change.

Key Informant Interviews (KIIs): The evaluation team conducted 60 KIIs with key stakeholders from across the programming countries in addition to key stakeholders at the regional level. These interviews were valuable for providing confidential spaces to discuss sensitive and/or controversial topics and for providing the time necessary to hold in-depth discussions with stakeholders who have extensive knowledge of the programme or whose viewpoint required an in-depth examination. KIIs contributed to answering all of the evaluation criteria with a particular focus on assessing relevance to examine stakeholder needs, coherence to examine the Programme’s synergies and inter-linkages, factors affecting effectiveness, and efficiency to examine the Programme’s governance and management systems.

Exhibit 2 identifies the number of stakeholders, broken down by gender, that were consulted through FGDs and KIIs. A complete list of stakeholders consulted can be found in Annex 9.

Exhibit 2. Number of stakeholders consulted through KIIs and FGDs

| Stakeholder Groups | Number of Stakeholders Consulted | | |
|--|----------------------------------|------------|-----------|
| | Total | Women | Men |
| Women Migrant Workers | 34 | 34 | 0 |
| Civil Society Organizations (CSOs) | 25 | 22 | 3 |
| Government Partners | 32 | 18 | 14 |
| Current/Former Safe and Fair Staff (National & Regional) | 24 | 18 | 6 |
| Other UN Staff | 7 | 7 | 0 |
| Donor (including EU delegations) | 3 | 3 | 0 |
| EU-UN Spotlight Initiative Secretariat | 3 | 2 | 1 |
| Employers' Organization | 3 | 3 | 0 |
| Media | 3 | 2 | 1 |
| Trade Unions | 6 | 3 | 3 |
| Recruiters | 1 | 1 | 0 |
| Total | 141 | 113 | 28 |

With respect to the regional breakdown of the 141 stakeholders who participated in KIIs and FGDs, 137 were based in East Asia, (i.e. the ten ASEAN countries and Hong Kong); and four (4) were based in Brussels and New York. Women represented 80 per cent of stakeholders consulted through KIIs and FGDs. Exhibit 3 provides a breakdown of stakeholders consulted per country.

Exhibit 3. Number of stakeholders consulted per Country

| Country | Total | Women | Men |
|-------------------|------------|------------|-----------|
| Brunei Darussalam | 2 | 0 | 2 |
| Cambodia | 8 | 4 | 4 |
| Indonesia | 22 | 19 | 3 |
| Lao PDR | 5 | 3 | 2 |
| Malaysia* | 20 | 18 | 2 |
| Myanmar | 4 | 3 | 1 |
| Philippines | 23 | 17 | 6 |
| Singapore | 5 | 5 | 0 |
| Thailand | 40 | 34 | 6 |
| Viet Nam | 10 | 8 | 2 |
| Hong Kong | 1 | 1 | 0 |
| Brussels | 1 | 1 | 0 |
| Total | 141 | 113 | 28 |

*This includes 10 WMWs from Indonesia based in Malaysia

Survey: An online survey was shared with the Safe and Fair Programme’s National Programme Coordinators (NPCs) who are responsible for programme implementation at the country level. The survey targeted 15 former and current NPCs in all programming countries and received an 80 per cent response rate (12/15 NPCs responded). Women made up 75 per cent of respondents of the online survey. It included both quantitative questions as well as a small number of open-ended qualitative questions, providing the evaluation team with an opportunity to gather data systematically to inform evaluation sub-questions and assessment indicators in order to complement information obtained through KIIs and FDGs. The survey covered all of the evaluation criteria with a specific focus on relevance; efficiency; sustainability; and gender equality, equity, and human rights. It was developed and shared using Google Forms. All quantitative data was disaggregated and presented using charts and graphs (see Annex 8 for a summary of the survey results).

Annexes 6 and 7 present copies of the survey and discussion guides that were used as data collection tools.

4.4. Sampling

With respect to the **document review**, the evaluation examined all key programming documentation as well as any relevant documents (such as thematic studies, UN Guidance, etc.) from outside of the Programme, including key documentation from other similar programmes in the region.

For **KIIs and FGDs**, the evaluation used a purposeful sampling approach in order to ensure the engagement of diverse stakeholder groups and to cover all results areas and programming countries (including countries of origin and destination). The criteria used to select stakeholder to participate in KIIs and FGDs are as follows:

1. Availability of stakeholders to engage in the evaluation within the time period
2. Extent of knowledge and engagement of the stakeholders with the Programme
3. Geographic coverage; ensuring that all countries are represented
4. Sectoral coverage; all employment sectors where the Programme has operated were represented
5. Results coverage: all outputs were represented
6. Representation of women migrant workers from particularly vulnerable groups

The evaluation scope privileged one-hour interviews by the international evaluation specialists through KIIs and/or FGDs. Whereas KIIs were typically 60 minutes in duration, FGDs were either 60 minutes or 90 minutes depending on the size of the group. To facilitate the engagement of more stakeholders, ILO and UN Women contracted two national consultants (one in the Philippines and one in Thailand) to support the evaluation team in organizing interviews, providing interpretation for select interviews, and independently conducting interviews using the Interview Guides found in Annex 7. Each national consultant in the Philippines and Thailand independently conducted eleven and ten additional KIIs and FGDs, respectively, thus contributing to expand the total number of interviews to be conducted. National consultants were selected for the Philippines and Thailand due to the fact that considerable programming has already taken place in these countries and they represent both origin and destination countries.

The **online survey** was shared with the 15 former and current NPCs that have operated in all programming countries. Although this is a small sample for a survey, it has proven to be helpful in systematically collecting information on perceptions and experiences of programming staff from across programming countries. The survey can be found in Annex 6.

The **Case Study** was purposefully selected by the evaluation team in consultation with the programming team, the evaluation managers, and the ERG to examine the Programme's support for the provision of services that help women migrant workers, especially those who have experienced violence. The provision of services was selected as a thematic case study focus due to the potential to generate meaningful insights and lessons learned that can inform other UN initiatives in their efforts to directly serve rights holders through the provision of services. The provision of services to survivors of violence is a priority within the Spotlight Initiative and is a needed area of support that UN initiatives often find challenging to implement due to the complexities that face service provision. In fact, the provision of services specific to women migrant worker survivors of violence is relatively non-existent or weak across ASEAN countries, making this a particularly relevant area of intervention. The Safe and Fair Programme's focus on this area runs through Objectives 1 and 2, and provides opportunities to gain important insights that can help to strengthen the remainder of the Programme as well as inform other UN initiatives.

The Case Study covered all programming countries and drew on the document review, KIIs, and FGDs. It examined the strategies used to identify service providers, engage service providers, strengthen the capacity of service providers to serve women migrant workers and those who have experienced violence, and strengthen coordination among service providers.

4.5. Data Analysis Methods

The evaluation drew on the following data analysis methods to achieve the evaluation objectives.

| | |
|-------------------------------------|---|
| Theory of Change Analysis | The evaluation used a Theory of Change Analysis to provide a detailed assessment of the Programme's change logic and its alignment with the Spotlight Initiative. It tested its hypotheses and assumptions throughout the evaluation process to ensure theoretical coherence and to assess the extent to which the project is contributing towards its stated objectives. Pattern mapping has been used to support this. |
| Contribution Analysis | The evaluation used contribution analysis to assess the extent to which the Programme activities have contributed towards planned results under each of the Programme's objectives/outcome areas in both countries of origin and destination. |
| Cross-Country Comparison Analysis | The evaluation used a cross-country comparison analysis to identify good practices and lessons learned across programming contexts (including examining differences between countries of origin and destination) and to provide a holistic assessment of the programme results. |
| Quantitative data analysis | Quantitative data was analyzed using Excel to determine quantitative results and trends across countries and thematic areas. Data is presented using charts and graphs. |
| Coding and Triangulation | Qualitative data was manually coded and all data was triangulated during the data analysis phase of the evaluation using an evidence matrix (structured by evaluation question/sub-question and data collection method) to ensure accuracy, reduce bias, and provide rigor to the development of evaluation findings, conclusions, and recommendations. |
| Gender Equality and Equity Analysis | <i>Gender equality and equity analysis</i> was used during the data analysis phase of the evaluation to ensure that the needs, priorities, and different experiences of sub-groups of vulnerable women migrant workers have been accurately and fully captured by the evaluation. In addition, the evaluation used a <i>Gender Results Effectiveness Scale</i> to assess the extent to which the Programme is supporting gender transformative change by achieving results that contribute to changes in norms, cultural values, power structures, institutional barriers, and the root causes of gender inequality and discrimination. The evaluation also drew on a <i>Social Relations Framework</i> to understand how social relations have shaped the roles, resources, rights, and responsibilities of women migrant workers. This framework supported an assessment of the immediate, underlying, and structural factors that maintain and reproduce inequality across institutions (i.e. government, workplace, family, community, etc.). |

4.6. Evaluation Ethics

The evaluation approach was grounded in necessity in that it was designed and implemented with the expectation of drawing key lessons learned and best practices from the project in order to inform decisions regarding the remaining portion of the Safe and Fair Programme and to ensure that the initiative has a lasting impact on promoting the rights and protection of women migrant workers, especially survivors of violence, in ASEAN. The principle of necessity guarantees that the evaluation has been conducted in a way that minimizes disruption, invasion of privacy and exposure to risks of participants. All efforts were undertaken to ensure the evaluation was conducted efficiently and making proper use of time and resources available. The evaluation approach was further grounded in ethical principles defined in the UNEG Guidelines that fall under three broad categories: obligations of evaluators, obligations to participants, and the evaluation process and product.

The evaluators ensured that participating stakeholders (especially women migrant workers) were informed of the evaluation purpose and process (including how information will be used) as well as the confidential nature of the discussions prior to beginning any interviews or discussion sessions. Consent from women migrant workers was consistently obtained either verbally or in writing prior to the interview/discussion and the evaluators clearly explained that their participation was voluntary and that they could stop the interview or discussion at any point. The violence against women evaluation specialist conducted all focus group discussions with women migrant workers. All interview notes were kept on a password-safe computer and they have not, and will not, be shared with the programming team.

The evaluation paid particular attention to the “do no harm” principle, particularly when interviewing women migrant workers. Discussion questions were carefully reviewed to ensure that they did not ask participants to re-live uncomfortable experiences. Professional resources were identified in advance of any discussions with women migrant workers to identify follow-up measures to support women who may experience stress during the discussion. Evaluators adhered to the World Health Organization (WHO) guidelines on research into violence against women. The international evaluators provided a virtual training session to national consultants on ethical principles and the ethics around engaging with vulnerable groups and rights holders, especially survivors of violence, prior to initiating any data collection.

4.7. Evaluation Limitations and Mitigation Strategies

The chart below presents a number of risks and limitations that the evaluation faced during its implementation, along with mitigation strategies that were used to reduce the impact of these limitations on the quality of the evaluation. These limitations did not have any serious implications on the overall quality of the evaluation.

Exhibit 4. Evaluation risks, limitations and mitigation strategies

| Risk | Limitation | Mitigation Strategy |
|------|------------|---------------------|
|------|------------|---------------------|

| | | |
|--|--|--|
| <p>Limited engagement of women migrant workers (especially survivors of violence) and front-line service providers due to stakeholder fatigue after a highly participatory inception phase.</p> | <p>Reduced ability to capture the views and priorities of women migrant workers and service providers</p> | <p>Drew on documentation that has captured their views through previous consultation, targeted women migrant workers and front-line service providers who were not experiencing stakeholder fatigue, and engaged with CSOs who represent their interests.</p> |
| <p>Limited engagement with stakeholders due to Covid-19 restrictions that prohibit in-person data collection</p> | <p>The evaluation was somewhat less participatory</p> | <p>The Evaluation Team and Programme Team worked together to identify and prioritize outreach with those stakeholders who were the most likely to engage in the evaluation through virtual means. In addition, national consultants were able to conduct in-person interviews in the Philippines and Thailand in respect of national Covid-19 health restrictions.</p> |
| <p>Inability to access stakeholders based in Myanmar due to the current political situation</p> | <p>Less complete representation of the views of stakeholders based in Myanmar</p> | <p>Drew on existing documentation and conducted interviews with programming staff who could speak to the results achieved in Myanmar</p> |
| <p>Inability to directly consult with some stakeholders due to language barriers between stakeholders and the evaluation team.</p> | <p>Safe and Fair programming spans ten countries where numerous languages are spoken. This somewhat limited the extent to which the evaluation team was able to directly consult with stakeholders who do not speak English.</p> | <p>ILO and UN Women provided language interpretation for those stakeholders who were not comfortable in English. Data collection tools were translated into local languages to facilitate interpretation. In addition, national consultants in the Philippines and Thailand were able to conduct interviews in local languages.</p> |

Section V: Findings

Relevance

This section examines the extent to which the Safe and Fair Programme is aligned with international norms and standards and responsive to the needs of women migrant workers and particularly those who have experienced violence in changing contexts, including the Covid-19 pandemic.

Finding #1: The SAF Programme is well aligned with international norms, standards and priorities regarding Ending Violence Against Women and labour migration. It is addressing a critical need to bring together gender equality, anti-trafficking and labour migration actors to end violence against women migrant workers.

The Safe and Fair Programme and its objectives are well aligned with international GEEW, anti-trafficking and labour norms, standards and global priorities, including those of the EU and ASEAN member states. Its ToC also supports the achievement of SDGs 5, 8, 10, 16, and 17, and is well aligned with the principle of leaving no one behind. Exhibit 5 below provides a general overview of the international norms, standards, and priorities that are advanced through the programme objectives with respect to the strengthening gender-sensitive labour migration governance frameworks (Objective #1), enhancing coordinated and responsive quality services to women migrant workers (Objective #2), and improving data, knowledge and attitudes on the rights and contributions of women migrant workers (Objective #3).

Exhibit 5. Alignment between the Safe and Fair Programme and International GEEW, Anti-Trafficking and Labour Norms, Standards, and EU and ASEAN Member Political Frameworks

| Safe and Fair Programme Objectives | 2030 Agenda and the SDGs | Gender Equality and Women’s Empowerment (GEEW) priorities and frameworks | International labour standards | ASEAN member frameworks | EU strategies and political frameworks |
|--|--|---|--|--|---|
| <ul style="list-style-type: none"> • Objective #1: Women migrant workers are better protected by gender-sensitive labour migration governance frameworks • Objective #2: Women migrant workers are less vulnerable to violence and trafficking and benefit from coordinated responsive quality services • Objective #3: Data, knowledge and attitudes on the rights and contributions of women migrant workers are improved | <ul style="list-style-type: none"> • Goal 5 GEEW • Goal 8 Decent Work and Economic Growth • Goal 10 Reducing Inequality • Goal 16 Peace, Justice and Strong Institutions • Goal 17 Partnerships for the Goals | <ul style="list-style-type: none"> • Addis Ababa Action Agenda of the Third International Conference on Financing for Development • Declaration of the High-level Dialogue on International Migration and Development • Beijing Declaration and Platform for Action • 57th Session of the Commission on the Status of Women | <ul style="list-style-type: none"> • Migration for Employment Convention, 1949 (No. 97) • Migrant Workers Convention, 1975 (No. 143) • Private Employment Agencies Convention, 1997 (No. 181) • Freedom of Association and Protection of the Rights to Organise Convention, 1948 (No. 87) • Right to Organise and Collective Bargaining Convention, 2949 (No, 98) • ILO Convention concerning Decent Work for Domestic Workers, 2011 (No. 189) • Forced Labour Convention 1930 (No. 29) • Protocol of 2014 to the Forced Labour Convention 1930 (P029) • Violence and Harassment Convention, 2019 (no. 190) | <ul style="list-style-type: none"> • Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) – including articles 6 and 11 • ASEAN Community Vision 2025 • ASEAN Regional Plan of Action on the Elimination of Violence Against Women (EVAW) • ASEAN Convention against Trafficking in Persons (2015) • Plan of Action against Trafficking in Persons (2015) • Gender Sensitive Guidelines for Handling of Women Victims of Trafficking in Persons (2016) • ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers • ASEAN Consensus on the Protection and Promotion of the Rights of Migrant Workers | <ul style="list-style-type: none"> • EU’s advanced policy framework for external relations and development cooperation on migration • Strategic Engagement on Gender Equality within the EU for 2016-2019 • EU Gender Action Plan in External Relations 2016-2020 • Global Compact for Safe, Orderly and Regular Migration • EU Strategy on Combatting Trafficking in Human Beings (2021-2025) |

The Safe and Fair Programme is also well aligned with the ToRs of the multi-year global *EU-UN Spotlight Initiative to Eliminate Violence Against Women and Girls (2017 – 2022)* and its theory of change. The overall objective of the SAF Programme responds to the impact statement of the EU-UN Spotlight Initiative by promoting prevention strategies and strengthened multi- sectoral responses and services to address trafficking and violence against women in ASEAN. In particular, Results 1.1 and 2.1 respond to Outcomes 1 and 2 of the EU-UN Spotlight Initiative in strengthening laws and policies that strengthen safe migration, prevention efforts, and respond to VAW. Project work under Objective 3 responds to the EU-UN Spotlight Initiative’s Outcome 3 addressing gender-equitable social norms, attitudes and behaviours, and Outcome 5 addressing quality, disaggregated and quality data. Work under project Results 1.3 and 2.3 reflects the EU-UN Spotlight Initiative’s outputs under Outcome 4 focusing on building the capacity of trade unions, migrant worker associations and women’s organizations. In addition, capacity of service provision strengthened under project Results 1.4 and 2.4 contribute to the EU-UN Spotlight Initiative’s outputs under Outcome 5.

The programme’s focus on addressing the root causes of violence, including cultural norms and institutional policies that facilitate violence, is well aligned with the EU-UN Spotlight Initiative’s gender transformative approach (see Finding 12 for more information on how the Safe and Fair Programme is promoting gender transformative change). Its results framework includes specific outputs that advance all six pillars that guide the Spotlight Initiative, which are: 1) Laws and Policy; 2) Institutional Strengthening; 3) Prevention; 4) Quality Essential Services; 5) Data Management; and 6) Women’s Movement and CSOs.

The Programme also contributes towards advancing UN Women, ILO and UNODC priorities and efforts to end violence against women and promote decent work for women migrant workers. Ending Violence Against Women (EVAW) is one of UN Women’s twelve priorities for action and key thematic components of its corporate theory of change, as outlined in the UN Women 2018- 2021 Strategic Plan. Promoting safe and fair international labour migration is a key priority across the ILO. The struggle against discrimination and the promotion of gender equality is also at the heart of the ILO, and is the subject of two fundamental conventions: the *Equal Remuneration Convention 1951 (No. 100)* and the *Discrimination (Employment and Occupation) Convention, 1958 (No. 111)*. The UNODC is strongly committed to the task of promoting gender equality and the empowerment of all women and girls through its programmes, while fighting against gender-based discrimination in the criminal justice system and gender-based violence.

“Before, violence against women migrant worker cases were probably ignored. Since SAF, we have begun to really ponder and realize the importance of this problem. WMWs do suffer from abuse and bad treatments. We used to do as if this were nothing, did not pay attention to the availability of services to WMWs. Now we try to address these issues and we have successfully put this issue at the heart of the NAP, which was not the case before” – Quote from a Government Official.

Bringing the three programming agencies together has facilitated a holistic, multidimensional, multi-thematic, and issue-based approach to programming, which is in line with UN Reform principles. The

Safe and Fair Programme has been particularly relevant and successful at bringing stakeholders together and breaking silos from across the thematic areas of gender equality, anti-trafficking, and labour migration to fill an important gap around ending violence against women migrant workers. The programme successfully brought together not only UN agencies to specifically target the priority of ending violence against women migrant workers but also government ministries who were used to working in silos as well as CSOs and service providers who lacked support to effectively link initiatives across thematic areas.

An example of this can be seen through workshops facilitated by the programme to train law enforcement actors on anti-trafficking in Malaysia. Through valuable technical inputs and support provided by UNODC, the programme was able to link government actors who work on gender equality and labour migration to those who specialize in anti-trafficking, thus strengthening their capacity to holistically address violence against women and trafficking among women migrant workers. Another example can be seen in the support provided to migrant worker resource centres (MRCs) to strengthen their capacity in addressing violence against women migrant workers. The programme has supported MRC staff to increase their understanding of risks related to violence against women migrant workers and their rights. For instance, in Indonesia, the programme has helped to largely transform the MRCs from mostly administrative entities to now include direct services such as labour migration case management and referral of cases of violence. Staff in these centers has also agreed to bring in trade unions and workers organizations, NGOs, and community-based organisations to contribute their different perspectives and expertise.

The programme is one of the first major UN initiatives to facilitate the intersection of EAW, anti-trafficking, and labour migration and encourage cooperation and synergies across thematic areas with the aim of supporting a women migrant worker through a holistic approach. By conducting and sharing research as well as bringing stakeholders together through workshops, trainings, and dialogue (such as through NPAC sessions), the programme has successfully raised awareness about the need to address violence against women among women migrant workers and has placed a spotlight on this often-overlooked area. The specific focus of the programme has helped to greatly advance the issue of ending violence against women migrant workers and has complemented the work of other UN agencies in the region that are working on gender equality and/or labour migration.

“We often look at migrant workers as a whole, but looking at women migrant workers is something new to us” - Quote from a Government Official.

Finding #2: SAF has addressed a wide range of women migrant worker needs (including shifting needs because of Covid-19) across origin and destination countries. While the regional nature of the programme provides added value, stakeholders are calling for a stronger regional approach to further promote cross-country synergies.

The Programme conducted several studies to identify the intersecting needs of women migrant workers, to outline where services are available, and to understand how the needs of women migrant workers have changed as a result of the Covid-19 pandemic. For instance, the programme published a study in June 2020 entitled *Covid-19 and Women Migrant Workers in ASEAN* that outlines how the

working conditions and needs of women migrant workers, including staying safe from violence, have shifted as a result of the global pandemic. It also surveyed migrant workers (70 per cent women) and published ASEAN regional findings entitled *Experiences of ASEAN migrant workers during Covid-19: Rights at work, migration and quarantine during the pandemic, and re-migration plans*. In addition, the programme conducted an extensive mapping exercise to identify where women migrant workers can access services and where gaps in services exist. These knowledge products have not only been shared with stakeholders to facilitate identifying and meeting the needs of women migrant workers but have also been used to make Safe and Fair's programming more targeted and responsive to the specific and often changing needs of women migrant workers.

As a result of the Covid-19 pandemic, more women migrant workers found themselves with humanitarian needs that included items such as food, lodging, and personal protective equipment. The Safe and Fair Programme adapted well to the unexpected humanitarian context and provided some of these essential items through outlets such as the MRCs. However, there were limits to the extent to which the programme could repurpose funds towards humanitarian work, as it still needed to continue advancing its priorities as outlined in its project document and logical framework. For instance, the programme could not be completely refocused towards humanitarian work since it was obligated to achieve the objectives originally outlined in its ProDoc.

The programme also responded to the crisis by supporting front line service providers to shift from in-person to remote service provision and by allocating resources for responding to violence and the inclusion of women migrant workers in national Covid-19 response plans. It advocated for the importance of maintaining or strengthening the availability of coordinated quality essential services for women migrant workers, including survivors of violence in an emergency context like Covid-19, through the provision of technical inputs on national and regional Covid-19 strategies and action plans. Examples of successes include the *Protocol for Handling Cases of Gender-based Violence and Human Trafficking of Indonesian Women Migrant Workers during the Covid-19 Pandemic*, which successfully addressed the specific needs of women migrant workers survivors of violence through technical support provided by the programme, as well as the legal proposal supported by the programme in the Philippines on *the Gender-Responsive and Inclusive Protocols and Programming to Address the Gender-Differentiated Needs of Women including Women Migrant Workers during the Covid-19 and other pandemics*.

The Programme has been prolific at addressing various needs of women migrant workers, with a focus on preventing violence, across origin and destination countries. For instance, prior to departure in the countries of origin, the programme facilitated information-sharing sessions to inform potential women migrant workers on how to migrate safely and where they can access existing services both at home and abroad. Women migrant workers were also provided with access to services to facilitate safe migration, which included obtaining passports, work permits, visas, etc. Returning women migrant workers from the community were invited to share their experiences on their own migration experiences, which provided an opportunity for potential migrants to learn first-hand about the experiences of women migrant workers as well as provided a platform for returning women migrant workers to share their experiences and to have their voices heard. Informing and empowering

potential women migrant workers prior to departure is an essential preventative step to reduce the risk of violence occurring against women migrant workers as well as the risk of trafficking.

In the destination country, the programme has helped women migrant workers to increase their access to services, safe spaces, and support networks to prevent violence as well as support women migrant workers who have experienced violence. The programme supported the capacity development of service providers in the areas of psychosocial, health, consular, and justice services to be more responsive to supporting women migrant workers. For instance, in 2020, the programme supported the Viet Nam Ministry of Foreign Affairs in enhancing the capacities of 75 (38 women) foreign service and embassy officials working overseas, enabling them to better assist women migrant workers who have experienced violence, including through referral. The programme also supported CSOs who provide safe spaces such as shelters to women migrant workers and who help connect women migrant workers to available services. In addition, the programme supported networks of women migrant workers and even the creation of women migrant worker unions that give women migrant workers platforms to support each other and articulate their needs and priorities with a more unified voice. These networks often span across generations and provide a platform for older women migrant workers to share knowledge and insights with younger women migrant workers and vice versa. In response to the Covid-19 pandemic, the programme prioritized support to hotlines and remote service provision in Malaysia, Philippines, Thailand, and Viet Nam as a means to connect with women migrant workers when physical interactions were not possible due to lockdowns and restrictions on movement and physical gatherings. However, remote support has inherent limitations as it can not necessarily access those women migrant workers who are not connected to the Internet due to geographic remoteness, lack of resources to gain online access, discomfort with using online platforms, etc. In addition, women migrant workers with disabilities who require in-person support may not have been able to fully access the available online services. The programme also supported direct service provision to women migrant workers through quarantine facilities and shelters in destination countries.

Upon return to the country of origin, the programme continued to assist women migrant workers to access services (health, judicial, etc.) and provided support to help women migrant workers re-integrate into the community in the face of stigmas and violence from community members, as well as to transfer skills gained abroad to the local context. For instance, the programme supported returning women migrant workers, including domestic workers, to have the skills they learned abroad recognized in the hotel industry in Cambodia and Lao PDR. While the programme provided some support to returning women migrant workers to manage their financial resources earned abroad, this was a key need that emerged from focus group discussions that women migrant workers would like the programme to further support (this is further discussed in Finding 4). In support of returnee women migrant workers who had to repatriate due to the loss of jobs, incomes and travel restrictions as a result of Covid-19, the programme provided support to quarantine facilities and shelters. For instance, in Myanmar and Indonesia, the programme helped to build the capacity of staff in quarantine centers on violence against women. In Indonesia and Viet Nam, the programme provided technical guidance to shelters for survivors of violence to ensure they could remain

operational during the pandemic and could safely provide services to women, including women migrant workers.

The regional nature of the programme has been a facilitating factor to help the programme address the needs of women migrant workers across their migration journey. By being regional in scope, the programme has been able to provide support to women migrant workers across their migration journey as they moved between origin and destination countries. Examples of this include supporting women migrant workers in countries of origin to obtain passports and visas to migrate safely to destination countries, supporting women migrant workers in Covid-19 quarantine facilities upon their return, and helping returnee women migrant workers transfer skills gained abroad to local contexts. In addition, the programme's work at the grassroots level has brought much needed "real world" experiences and insights to the ASEAN political level, which has helped the programme to support the development and implementation of policies that better protect the rights of women migrant workers. This being said, there remains considerable room to strengthen the programme's regional approach to better meet the needs of women migrant workers.

There are a number of areas where a strengthened regional approach could improve the programme's ability to meet the needs of women migrant workers. For instance, there remain gaps in linking information and services across a women migrant worker's migration journey. There also remains considerable misalignment with respect to migration policy across ASEAN states. Representatives of ASEAN states and institutions mentioned in KIIs that they require further support from the Safe and Fair Programme to review labour migration policies from the perspectives of both countries of origin and destination, and that the programme's regional focus could assist them in doing so. In addition, stakeholders from across stakeholder groups have expressed an interest through KIIs to learn more from other countries participating in the programme and to network with similar actors in other countries. Currently, the NPACs bring together stakeholders at the national level but there is no mechanism to bring national-level stakeholders who participate in the programme together from across countries. While the programme has fostered significant knowledge through the development of knowledge products, there is room to further strengthen its knowledge management platform and processes to further distribute and share this information with stakeholders from across the region through information-sharing events, dialogues, and more active promotion of the knowledge that has been generated through the programme.

Coherence

This section examines the extent to which the Safe and Fair Programme promotes coordination and coherence between UN agencies as part of UN harmonization and reform, including drawing on the comparative strengths of ILO and UN Women.

Finding #3: The Safe and Fair Programme is effectively drawing on the comparative strengths of both UN Women and ILO and is jointly planning, implementing and reporting on shared results to support holistic programming.

The Safe and Fair Programme has been designed and implemented to effectively draw on the comparative strengths of UN Women and ILO. It has successfully brought the technical expertise and networks of both organisations together to advance each of the programme objectives /outcomes. This has facilitated the building of inter-linkages across thematic areas and stakeholder groups and has allowed the programme to effectively target violence against women in the realm of labour migration. For instance, under Objective #1, the programme successfully brought together the technical expertise of UN Women on EAW and ILO on labour migration to support the integration of EAW priorities into national labour policies and frameworks across ASEAN states. Under Objective #2, the programme leveraged ILO's expertise and network of labour migration stakeholders and UN Women's expertise on EAW to build the capacity of service providers and first responders to support women migrant workers who have experienced violence. Under Objective #3, both organisations leveraged their stakeholder networks to advance positive communications messaging to change social attitudes towards women migrant workers.

Since the EU-UN Spotlight Initiative is the first fund implemented that follows the principles of the UN Reform, as outlined in the *Secretary-General's report Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all: A/72/124 - E/2018/3*, expectations for the Safe and Fair Programme to align with UN Reform principles are quite high. However, the Safe and Fair Programme was initially designed prior to the formation of the EU-UN Spotlight Initiative and its programme design and results framework were retrofitted to be brought in and aligned to the Initiative. For instance, while the programme kept its original logical framework, each indicator was mapped against the indicators of the EU-UN Spotlight Initiative to ensure alignment. Another example of retrofitting can be seen through the programme's efforts to engage Resident Coordinators (RCs) in the programme by means of participation in the NPACs, as engagement with RCs was a relatively new approach brought forward by the EU-UN Spotlight Initiative. Another example is the establishment of a CSO Reference Group in 2020 to further contribute towards the EU-UN Spotlight Initiative's Pillar 6 on strengthening CSOs and the women's movement. As a result of these modifications, the programme is now well aligned with the objectives and pillars of the EU-UN Spotlight Initiative and the principles of UN Reform even though it was not possible to design the programme using the same processes as those of other EU-UN Spotlight Initiative programmes. The strong focus on violence against women migrant workers in the programme's ProDoc helped to facilitate this alignment. The specific focus on violence against women migrant workers was well reflected in the programme's framing and approach, and can be seen throughout its activities that spanned both violence prevention and response.

The key principles of UN Reform include strong joint programming, harmonized financial management and sharing of resources across agencies, stronger leadership and greater consultation of Resident Coordinators (RCs) at the country level, and greater engagement of national stakeholders in programme planning and implementation to ensure that UN programming meets national needs and priorities.

The Safe and Fair Programme is generally a good example of strong joint programming. Both organisations have effectively engaged in joint planning, implementation, and reporting. To facilitate joint planning, the organisations came together to create a holistic shared results framework and annual work plans that combine the activities and contributions of each agency. Collaboration on developing country-level work plans has been particularly strong and well integrated across agencies. Programme staff from both organisations has worked closely together on a daily basis to facilitate joint programme implementation with some staff representing both UN Women and ILO. In addition, all reporting has been done jointly.

While the two agencies use somewhat different internal management procedures, planning and financial reporting has largely been harmonized across the programme. Interviews with programme staff, EU delegates, and EU-UN Spotlight Initiative staff suggest that the EU-UN Spotlight Initiative's pooled financing mechanism appears to support greater ownership of results at the programming level due to a stronger sense of shared ownership but that the mechanism's management may be somewhat resource intensive at the secretariat level since a dedicated secretariat had to be newly established to manage the initiative and the funding arrangements. In addition, Safe and Fair Programming staff has suggested that the pooled funding modality may be somewhat less efficient at the programming level than other funding modalities, such as the pass-through modality, due to the need to coordinate among the joint implementing entities to make requests such as the release of funds and to coordinate among other Spotlight Initiative programmes to request amendments such as a no-cost extension.

The programme has also facilitated direct engagement and consultation with RCs by inviting them to participate in NPACs where they can remain informed about country-level programming and can share their knowledge and priorities to influence programme implementation. Because the Safe and Fair Programme was designed prior to the EU-UN Spotlight Initiative, it did not follow the Initiative's guidelines on consulting with RCs during programme design, which left some RCs feeling excluded from the design process. However, this is understandable given the timing of the programme design.

The programme is well aligned with the principle of engaging national stakeholders in programme planning and implementation to ensure that UN programming meets national needs and priorities. By setting up NPACs across programming countries and the RPAC at the regional level, key national stakeholders have been given an opportunity to help shape decisions around the kinds of programming that will take place in each country. NPACs and the RPAC consist of a variety of key stakeholders and generally include government partners, EU delegates, CSOs, employers' associations, recruiters, and associations representing women migrant workers. This provides for the exchange of distinct ideas, brings diverse stakeholders together to work collaboratively, and helps to ensure that programming is aligned with the needs of all key stakeholder groups at the national and regional levels.

While CSOs have been well engaged in the programme through these mechanisms, interviews with non-Safe and Fair UN staff suggests that there is a perception among these stakeholders that the programme largely interacts with CSOs as implementing partners as opposed to strategic partners

and that more direct effort needs to be made to build a stronger women's movement throughout programming countries. The Safe and Fair Programme does heavily rely on CSOs to implement programming, and interviews with Safe and Fair staff have acknowledged that the women's movement across programming countries is quite scattered and in need of strengthening. However, CSOs were consulted in the programme design at the national level during the inception phase and have been strategically engaged through the CSO Reference Group since 2020. Even though the programme does not have a specific objective aligned with the EU-UN Spotlight Initiative's Pillar 6 to strengthen CSOs and the women's movement or budget resources allocated specifically towards this work, its capacity development support for CSOs and its work to bring together and strengthen referrals across service providers has indirectly contributed towards the strengthening of CSOs that include labour and women's organisations.

Finding #4: SAF is aware of and is closely collaborating with relevant UN programming across the region. Even so, there remain areas where further collaboration could produce additional synergies, including those with other EU-UN Spotlight Initiative programming.

The programme has made intentional efforts to remain informed regarding what other ILO and UN Women programmes are doing across the region as well other UN agencies and programmes working on labour migration and women's rights. Its regular engagement with EU delegations and HQ, particularly through the NPACs and RPAC, has also helped to strengthen its knowledge of other similar types of programming across regions. The programme engages in regular communication and cooperation with most UN entities. For instance, it participated in an information-session with the IOM X initiative to understand how it used communications for development (C4D) to empower migrant workers to engage in safe migration and to change social attitudes towards migrant workers. In addition, the Safe and Fair Programme, the PROMISE initiative, and the TRIANGLE initiative hold regular coordination meetings throughout the year. In fact, the Safe and Fair Programme participates in the annual Project Advisory Committee (PAC) meeting for the PROMISE initiative and the RPAC and NPACs of the TRIANGLE initiative to stay informed and contribute knowledge and ideas towards the implementation of these programmes. Another example can be seen in the close collaboration that took place between the programme and the TRIANGLE initiative during the programme design phase, where TRIANGLE provided insights from its programming experiences, which facilitated building on the initiative's previous work. The TRIANGLE initiative also participates in SAF RPAC and NPAC meetings, and the two programmes have executed joint projects together such as a study in December 2019 on attitudes towards migration and work on Law 72 in Viet Nam.

As mentioned in Finding #1, the programme's specific focus on ending violence against women migrant workers complements the labour migration programming of other UN entities and programmes in the region and fills an important programming gap. However, there remain areas where synergies between programming could be further strengthened. For instance, the Safe and Fair Programme's logical framework includes engagement with recruiters and employers. However, the programme has not extensively tapped into the wide networks of recruiters and employers that other programmes have developed. For instance, ILO projects like TRIANGLE have done extensive work with recruiters and their associations and have networks that could also be tapped into. In addition, the IOM has an extensive network of recruiters that it works with as part of the IRIS: Ethical

Recruitment system. While ILO and IOM have recently concluded a global MOU¹¹, and there are other areas of collaboration within the project¹², the Safe and Fair Programme has not worked closely with IOM to facilitate access to this network, which is a missed opportunity to sensitize recruiters on VAW. This is also the case with IOM's CREST initiative that works directly with employers and employers' associations across Asia, and which could provide opportunities to sensitize employers. In addition, as is explained in Finding 7, the programme's Objective #3 is largely missing a C4D focus and has not fully capitalized on the experiences of and open source resources produced by the IOM X initiative.

The Safe and Fair Programme has intentionally not engaged much in women's economic empowerment of returning migrant workers in order to avoid any potential programming overlap with the PROMISE initiative that specializes in this area, with the exception of some targeted initiatives such as support provided to migrant worker resource centres (MRCs) to promote financial education and training for returning women migrant workers. However, women migrant workers in focus group discussions articulated a strong need to receive additional financial planning and management support to effectively use the financial resources generated abroad so that they do not need to migrate again for future work. Many of the interviewed women migrant workers expressed an interest in using funds earned abroad to start their own businesses but lacked skills and information on how to develop a business plan, obtain financing, and manage the business operations. Several ASEAN government officials also mentioned in KIIs that they would like to see the Safe and Fair Programme provide further economic empowerment support to returning women migrant workers in order to better contribute towards addressing the primary economic causes of labour migration. This suggests that the economic empowerment of returning women migrant workers is an area that requires further support and is a priority area for the stakeholders of both the PROMISE initiative and the Safe and Fair Programme. This suggests potential for greater synergies between the two programmes.

There is also room to further strengthen synergies between the Safe and Fair Programme and other EU-UN Spotlight Initiative programming. While the programme engages with other Spotlight Initiative programming through events and knowledge exchange, it has not pursued any specific programming with other Spotlight programmes to harness synergies across the initiative's six pillars. This could include, for instance, leveraging political will through advances in gender sensitive laws and policies or connecting women's civil society groups across regions to build momentum across women's movements. The fact that there is no other EU-UN Spotlight Initiative programme working on the rights of women migrant workers or working in the Asia Pacific region may be a contributing factor for the limited synergies seen across programming.

¹¹ The Agreement between ILO and IOM was signed on October 23, 2021. There is a provision for a work-plan to be developed within six months of signature.

¹² For example, at the regional level, in support of the ACWC, the Safe and Fair Programme collaborated with IOM for the "#HelpisHere" social media campaign. At the country level, the programme has provided technical support to IOM-led trainings for government officials on migrant services in Malaysia, the Philippines, and Thailand. The programme has also been supporting IOM with the delivery of psychosocial services and vocation training to Myanmar Muslim women and trafficked persons in Thailand. Additionally, PPE kits have also been provided.

Effectiveness

This section examines the extent to which the Safe and Fair Programme has achieved or is on-track to achieving its planned outputs and outcomes, including any differential results across countries and groups of vulnerable women migrant workers.

Finding #5: SAF has effectively contributed towards strengthening legislation and governance frameworks to protect the rights of women migrant workers by mainstreaming EVAW principles throughout policy work. The programme is on track to achieving nearly all outputs under Objective #1.

The ILO, UN Women, and UNODC successfully combined their efforts to provide advocacy and technical support to ASEAN member states and institutions to integrate and mainstream EVAW principles throughout the development and implementation of national labour migration policies and frameworks. In total, the programme has supported the development of 24 legal and policy instruments ranging from labour migration regulations to national EVAW action plans and protocols, and facilitated inclusive consultations with civil society voices to inform policy, under Output 1.1.

The programme is on track to achieving nearly all outputs under *Objective/Outcome #1: Women migrant workers are better protected by gender-sensitive labour migration governance frameworks*, as outlined in Annex 13. In fact, the programme reports that it is on-track to achieving outcome and output targets for all indicators with the exception of *Output 1.2.1: number of governments; employer, worker, human rights institutions; and civil society representatives trained on implementation of gender-responsive policies and services for women migrant workers*. In-person trainings have not been able to take place since the start of the Covid-19 pandemic. While some activities were successfully moved online, training sessions largely did not take place due to connectivity issues. There is a strong possibility that the health situation will not allow for in-person training sessions to take place before the end of the project, which suggests that the target of 10,000 trainees will not be achieved since only 2,310 trainees had been reached by the end of the 2020-reporting year. Funds allocated towards this output will likely not all be spent and could potentially be reallocated towards other activities.

The programme is on target to achieve *Output 1.3: Opportunities for women migrant workers to organize at the regional, national and local level, to enhance safe and fair migration and address labour exploitation and gender-based discrimination is increased*. As of the end of the 2020-reporting year, 3,210 women migrant workers (against a target of 5,000) have joined trade unions or were networked into migrant worker associations, while four (against a target of six) trade unions and migrant workers associations implemented cross border activities to address safe and fair migration, labour exploitation and gender-based discrimination of women migrant workers.

The programme even generated a number of unexpected results under this output. For instance, as a result of the programme's organizing work in an electronics factory in Johor (Southern Malaysia), 150 Indonesian, Myanmar and Nepali women migrant workers, as well as their male colleagues, were organized and networked for union recognition/formation at their factory. The workers formed a

poll and voted to form the union under the umbrella of Electronics Industry Employees Union Southern Region Peninsular Malaysia (EIEUSR). The new union means that women migrant workers at the electronics factory will be able to collectively bargain and negotiate with their employer. Another example of an unexpected result is the formation of a women migrant workers' network in Malaysia. At the end of 2019, as an unexpected result of trainings, outreach and meetings, a core group of Indonesian migrant domestic workers in Malaysia established an Indonesian migrant domestic workers' network to address specific problems, including violence, that result due to their intersecting identities as migrants, domestic workers, and women. After a year of operation, the domestic workers network became an organization in December 2020 with 90 members called Persatuan Pekerja Rumah Tangga Indonesia Migran (PERTIMIG).

The programme is also on track to achieve *Output 1.4: Access to authoritative information and integrated support services on fair labour migration, and risks of trafficking, exploitation and abuse is improved for women and members of their families, including through the use of innovative technology.* As of the end of the 2020-reporting year, 18,988 women migrant workers (against a target of 50,000) were provided with support services, benefited from legal aid programmes, and/or benefited from skills development/certification.

“Sometimes, I find that UN agencies want to advance their ways of doing their things without paying enough attention to the local context and particularities. I do not think that this is the case with the Safe and Fair Programme” – *Quote from a Government Partner.*

Factors that have facilitated policy work under Objective #1 that are outside of the programme's control include national and international policies and frameworks that were adopted and that facilitate advances around integrating EAW priorities into labour migration policies. For instance, in Indonesia and Viet Nam, labour migration policies were passed and revised respectively that provided opportunities for the programme to integrate an EAW and GEEW perspective to address violence against women. At the international level, the newly adopted Violence and Harassment Convention (No. 190) and Recommendation (No. 206) that recognize the right of everyone to a world of work free from violence and harassment, including gender-based violence and harassment, has provided the programme with opportunities to further advance EAW in the workplace. In addition, the UN Secretary General's Political Engagement Strategy on GBV and Covid-19¹³ tunneled more attention and efforts across the UN into addressing violence against women. Facilitating factors within the programme's control include the successful leveraging of technical expertise from across ILO, UN Women, and UNODC to provide multi-sectoral and holistic technical advice as well as efforts to bring stakeholders together from across agency networks to break silos and encourage a more holistic approach to protecting the rights of women migrant workers. Government stakeholders have also praised the programme for advancing national priorities and respecting the local context.

Hindering factors outside of the programme's control include lack of engagement on policy work from some governments, such as Brunei Darussalam. In Viet Nam, the Safe and Fair Programme has

¹³ <https://www.unodc.org/unodc/en/press/releases/2020/April/the-secretary-generals-statement-on-gender-based-violence-and-covid19.html>

not yet been officially approved by the government, which has meant that ILO and UN Women have had to operate separately to influence government policy. Misalignment between laws and legislation on labour migration across ASEAN states due to lack of political will and different migration contexts made it difficult to support aligned and holistic policy support at the regional level¹⁴. In addition, as previously mentioned in this finding, wide-scale shutdowns in response to the Covid-19 pandemic stalled some of the planned labour migration and EAW policy work at the national level. However, as mentioned in Finding #2, the programme was successfully able to reorient itself to provide support to integrate EAW and the protection of women migrant workers into Covid-19 response policies and frameworks.

Finding #6: The Safe and Fair Programme has strengthened the capacity of service providers to respond to the needs of women migrant workers, including the right to live a life free from violence, and has increased access to essential services across their migration journey. It is on track to achieving nearly all outputs under Objective #2. However, the strengthening of women migrant workers' first line of support (i.e. the family) is an area of work that currently falls outside of the programme's ProDoc or results framework and yet requires further attention, especially the engagement of men at the community level.

The programme has provided extensive capacity development support to a range of service providers including health workers, police and justice officials, consular staff, and MRC staff, among others to increase their capacity to effectively provide services to women migrant workers, especially those who have experienced violence. In fact, the programme reports that it has already surpassed its goal for output indicator 2.4.2 to train 1,040 front line service providers to handle women's protection/trafficking issues in a coordinated manner by training 2,077 providers. Engagement and training of consular staff was not initially included in the project document or results framework and has been an unexpected result. Indeed, the programme provided technical and capacity development support to the Ministry of Foreign Affairs to enhance the capacities of 75 (38 women) foreign service and embassy officials working overseas to enable them to better assist women migrant workers who have experienced violence, including through referral. This collaboration led to a request from the Viet Nam Ministry of Foreign Affairs to receive the programme's support in 2021 to develop a protocol to handle cases of GBV and trafficking of Vietnamese women abroad, based on similar support that the programme provided to the Government of Indonesia. Working with foreign service officials has proven to be an effective strategy to strengthen front-line service providers since women migrant workers often tend to turn to their embassies for immediate support when working abroad, including after experiencing violence.

The programme has also supported the integration of rights-based and survivor-centered approaches into laws, policies and practice on prevention and response to VAW to end impunity and improve women's access to essential services, including justice, with a focus on women migrant workers under output 2.1. Indeed, it provided support to Cambodia, Lao PDR and Malaysia in the development of migrant-inclusive and survivor-centered national action plans on ending violence

¹⁴ Ensuring alignment of policies across ASEAN is a significant challenge that is typically beyond the scope of UN programming.

against women (NAPVAWs). As a result, a migrant-sensitive NAPVAW was adopted in Cambodia in 2020. In Indonesia, the programme engaged with the Ministry of Women's Empowerment and Child Protection to develop the Protocol for Handling Cases for Gender-based Violence and Human Trafficking of Indonesian Women Migrant Workers during the Covid-19 Pandemic.

In addition, the programme supported the formation of four (against a target of six) joint task forces (linking, for example, criminal justice, labour, immigration and VAW) on women's protection/trafficking under output indicator 2.4.3. It has also facilitated increased access of women migrant workers to existing services by supporting initiatives such as shelters and helplines. The programme reported that in total, as of the end of the 2020-reporting year, 1,828 women migrant workers (against a target of 2,880) have received assistance from front-line service providers under output indicator 2.4.1. CSOs have reported that the physical isolation required to respond to Covid-19 has made it much more challenging to reach and support women migrant workers in need and especially survivors of violence. As one CSO explained in a focus group discussion, "we found out that one woman migrant worker had been terribly sexually abused but we were not allowed to go back to the area where she was [due to Covid-19 related travel restrictions]. When the shutdown ended, we tried to get in touch with her but she was gone". CSOs explained that it is much easier to support women migrant workers, especially those who have experienced violence, if a relationship is established with them early in their migration journey prior to the occurrence of violence so that they can use that relationship to stay in touch (even virtually) in order to provide support services.

The programme has reported that it is on track to achieving all of its output targets under Objective #2, as outlined in Annex 13, with the exception of *Output 2.2: Capacity of regional, national and local government, social partners and civil society to implement policy for coordinated multi-sectoral service provision that responds to the needs of migrant women workers is strengthened*. The programme has supported the strengthening of only two (against a target of 12) information systems for women migrant workers to access support services (psychosocial, health, welfare, police, justice) for survivors of violence and trafficking, and has supported one (against a target of nine) referral mechanisms for follow-up services for women migrants by front-line service providers. With the onset of the Covid-19 pandemic, many ASEAN states experienced a political de-prioritization of VAW response and prevention since services for survivors of violence, including health, police, justice, social services, shelters and helplines were in many cases shifted to Covid-19 responses. However, the programme has invested in considerable preparatory work by building political will and demand among stakeholders for coordinated multi-sectoral service provision. Therefore, the programme expects to be on-track to achieving this output by the end of 2022. Under output indicator 2.2.1, the programme organized a regional webinar series in 2020 on violence against women migrant workers data collection and use, and developed a guidance note on violence against women migrant workers data collection (to be finalized and disseminated in 2021). In 2021, the programme plans to provide technical support to partners, including close coaching on how to safely collect administrative data (harmonized in-take forms). Under output indicator 2.2.2, the programme developed a draft "Practical Guidance on Developing SOPs to Respond to Violence Against Women Migrant Workers" to be finalized and disseminated in 2021. The draft guidance was already in use in Thailand and Viet Nam in 2020, and was used to support the drafting of local SOPs to establish referral mechanisms. In

2021, the programme plans to provide technical support in Indonesia, Philippines, Thailand, and Viet Nam to meet the targets in the results framework.

The programme has increased knowledge among women migrant workers of where they can go to access services across their migration journey. Training and information sharing on safe migration (including trafficking in-persons prevention) prior to departure has been crucial for transferring information to women migrant workers on safe migration practices, including how to access services, and for preventing trafficking. Even so, the programme has fostered limited engagement with men and families at the community level, as this falls outside of the programme's results framework and project document. CSOs working at the community level to support pre-departure orientation sessions mentioned that many women migrant workers who attended the information-sessions expressed a desire to have their husbands present so that they could benefit from the learning and could better empathize with the migration journey. They also wanted their husbands to be present in order to better support them when re-integrating into their communities upon return. This desire was also reflected by some of the women migrant workers who were interviewed as part of focus group discussions. Families of women migrant workers, including their husbands, are often first responders and closest support network when women migrants face challenges abroad, including situations of violence. Husbands and families need to have the necessary knowledge and capacities to support women migrant workers to access appropriate services and to directly provide emotional and other forms of support.

The engagement of men in pre-departure orientation-sessions and throughout the migration journey has been limited to some degree due to the need to promote the rights of women migrant workers to live a life free from violence and to protect women migrant workers from violence perpetrated by husbands and family members before and after migration. Creating safe spaces for women migrant workers is a top priority for the programme. In addition, men and families of women migrant workers often contribute towards negative perceptions of WMWs in their origin communities, which is a challenge that the programme has made some attempts to address under Objective #3.

While still promoting the rights of women migrant workers from family and community violence, there remains a need to better engage families and husbands in better understanding the realities of labour migration faced by women migrant workers in order to foster increased empathy and support among first-responding family members as well as to learn about what kinds of services exist and where to access them in order to be better positioned to support women migrant workers if they experience challenges or situations of violence while working abroad. Direct engagement with men and boys is also required to address family and community violence against women migrant workers, as well as negative social attitudes towards them in their communities of origin. However, when engaging with men, it is essential for gender transformative programming to continue having meaningful partnerships with women's rights organizations and women and girls to ensure that the concerns of women and girls, their rights, and empowerment, are prioritized. Programmes that are gender-transformative typically have the most impact in shifting the attitudes and behaviour of men and boys when men are engaged in consciousness-raising, critical reflection about manhood and gender, and discussions around harmful gender norms. There are other UN programming initiatives

that could provide further insights around effective techniques to encourage the direct engagement of men and boys at the community level to change social attitudes and promote the rights of women migrant workers to eliminate violence against them. For instance, the 2019 Evaluation of the UNFPA-UNICEF Global Joint Programme to Eliminate FGM found that community-based social dialogue sessions that engaged both women and men were effective at changing attitudes and social norms and fostered increased support for the promotion of women's rights¹⁵.

Finding #7: While the Safe and Fair Programme's work on social attitudes has been far-reaching, it has lacked a strategic and specific focus. Communication for Development (C4D) is largely missing from its communications work.

The Safe and Fair Programme's work on changing social attitudes under Output 3.3 of *Objective #3: Data, knowledge and attitudes on the rights and contributions of women migrant workers are improved*¹⁶ has been far-reaching. In fact, the programme has reported that an impressive 6,253,886 stakeholders have already been reached (against a target of 500,000) through awareness-raising campaigns to change attitudes and behaviors towards women migrants and to address VAW, trafficking and gender-based discrimination of women migrant workers. These campaigns were often executed through outreach opportunities such as existing international campaigns or days for awareness-raising such as International Women's Day or UN Women's 16 Days of Activism Campaign. Campaigns also regularly included events such as panel discussions, exhibitions, film screenings, etc. that often represented the voices of women migrant workers. Using well-known celebrities as champions increased the attention that Safe and Fair's communications campaigns received in the Philippines. This approach greatly expanded the reach of the programme's messaging to the public and younger demographics.

While the programme's communications work has reached large numbers of people, it has also been very scattered and has lacked a strategic and specific focus. The indicator for Objective #3 relating to social attitudes uses an index rating of public knowledge, attitudes, and behaviours (KAP) towards women migrant workers in countries of destination and will compare the index rating at the end of the programme against that conducted during its inception phase. However, due to the wide scope of the programme's communications work and the very high-level indicator that looks at overall public attitudes towards women migrant workers in countries of destination, it will not be possible to attribute programme results to changes in public attitudes. Increased nationalism and xenophobia against migrant workers as a result of fears emerging from the Covid-19 pandemic will likely be a hindering factor that will contribute towards an increase in negative social attitudes towards women migrant workers by the end of the programme.

In addition, the lack of focus within its communications work means that the programme has been largely unable to date to concretely target priority stakeholders such as employers or family/community members whose changes in social attitudes could have the largest immediate

¹⁵ Evaluation findings and recommendations can be found here: <https://www.unfpa.org/admin-resource/joint-evaluation-unfpa-unicef-joint-programme-abandonment-female-genital-mutilation>

¹⁶ Progress on data and knowledge products under Objective #3 is discussed under Finding #14.

impact on the lives of women migrant workers. The programme has recently engaged in working with youth leaders through universities in order to target potential future change makers who could have a greater influence on changing overall public attitudes towards women migrant workers. While this is a good step in the right direction to make the communications work more targeted, university students are not a stakeholder group whose attitudes will have an immediate impact on the lives of women migrant workers like those of employers, recruiters, or family/community members.

Another point for consideration is that the programme's results framework only includes indicators at the activity level for output 3.3 (such as # of people who have been reached) and does not include any indicators to capture actual changes in attitudes or behaviour change resulting from changes in attitudes. C4D is a widely praised communications approach that actively promotes behaviour change among target audiences. While the integration of C4D principles and approaches is largely considered a good practice across UN programming, the Safe and Fair Programme's communications work has lacked C4D elements. C4D approaches have been effectively used by other UN programming on labour migration in the region, such as the IOM X campaign that used C4D techniques to engage migrant workers in pre-departure orientation training to help facilitate behaviour change and foster better decision-making with the aim of improving safe migration practices.

C4D programming is more labour and resource intensive than activity-oriented communications work. The programme currently only has only one Communications Officer to serve all ten programming countries across the work of both agencies, making extensive C4D programming a less viable option. Even so, there is room to better integrate C4D techniques into the programme's existing pre-departure orientation and potentially use C4D techniques if the programme were to adopt more specific targeting of stakeholders whose attitudes would have a more direct impact on the lives of women migrant workers.

Efficiency

This section examines the extent to which the Safe and Fair Programme is delivering results in an economic and timely way, using efficient governance, management and implementation structures.

Finding #8: Some programming delays have occurred but the programme has been able to successfully mitigate most of their effects.

The Safe and Fair Programme has delivered most of its activities in a timely fashion. Even though the programme experienced some delays due to both internal and external factors, it has been generally quite adaptive and has successfully mitigated most of their effects. For instance, during the inception phase, the programme experienced some minor delays with respect to reporting to the EU-UN Spotlight Initiative on achieved results. However, the timeliness of reporting improved once the programme overcame the initial learning curve and the reporting requirements and processes were clarified.

In addition, the programme's inception phase was quite ambitious and included extensive situational analyses and baseline studies, stakeholder consultation sessions, and an evaluability assessment, among other activities. While these actions certainly helped to strengthen the programme's

framework, the ambitious nature of the inception phase took more time than initially planned at 9 months as opposed to the planned 6 months. The programme was able to recover from this three-month delay by increasing the speed of implementation of some of its work. However, some planned activities had to be delayed in order to ensure that they occurred at the correct point in time in the project cycle, such as this midterm evaluation that was delayed to ensure that sufficient programming had been executed prior to evaluation. The delay in conducting the programme's midterm evaluation has meant that the programme will have less time to implement the evaluation recommendations and make any programming adjustments.

The onset of the Covid-19 pandemic has also caused some unexpected delays, as shutdowns and government-mandated restrictions have made it more difficult to bring together stakeholders and provide services to women migrant workers. For instance, as mentioned in Finding 5, the inability to physically bring together stakeholders has delayed the provision of training sessions to support the implementation of gender-responsive policies and services for women migrant workers under output indicator 1.2.1. At the same time, the programme adapted to challenges presented by the Covid-19 pandemic restrictions by providing support to CSOs and service providers to help them move their services online so that they could continue to directly serve women migrant workers. For instance, the programme helped the International Domestic Workers Federation (IDWF) to move a considerable amount of their events and exchanges between countries online. This included moving activities such as movie screenings, workshops, and discussions to online platforms. However, not all women migrant workers could necessarily be reached through online means due to connectivity barriers that often affect the most vulnerable women migrant workers based in geographically isolated locations or those without the means to access the Internet. As also mentioned in Finding 5, the programme experienced some challenges with respect to engaging with the Brunei Darussalam Government. However, the programme has continued to pursue dialogue with the government and early signs indicate that some form of government engagement may still take place before the end of the programme.

Finding #9: The establishment of NPACs and the RPAC has been an efficient and effective way of bringing stakeholders together to influence the programme's decision-making to ensure its alignment with their needs and priorities. However, members would like to be better engaged with programme stakeholders from other countries.

The establishment of NPACs and the RPAC has been an efficient and effective way of bringing stakeholders together, ensuring programme alignment with stakeholder needs and priorities, and building national ownership within each country. They are often co-chaired by government ministries and include CSOs that represent the needs and priorities of women migrant workers, which provides opportunities for stakeholders to break silos by working across government ministries and stakeholder groups, as well as facilitates stakeholder inputs and feedback to shape programme implementation. EU delegates are also often part of NPACs and have played an influential role in encouraging high-level government officials to participate. Even though it is quite time and energy consuming for the programming staff to bring stakeholders together and facilitate

these meetings, it is more efficient and effective to bring stakeholders together in a group setting as opposed to individually. The benefits appear to clearly outweigh the investments in staff time.

NPACs provide an excellent platform for stakeholders within a country to meet, exchange ideas, express priorities, and share information. However, the programme does not have a mechanism in place to facilitate this kind of engagement among programme stakeholders across countries. The RPAC brings stakeholders at the regional level together but national-level stakeholders engaged in programming in one country do not have a mechanism to meet and collaborate with national-level stakeholders participating in the programme from another country. The programme's structure does not include any formal working groups to promote cooperation between origin and destination countries, and there are no mechanisms specific to the programme to connect NPACs from different countries or to connect NPACs with the RPAC. Even though ASEAN States already have mechanisms in place that bring together national stakeholders, these mechanisms operate at a different level and do not facilitate networking and information-sharing that is specific to the programme and its unique set of stakeholders.

Stakeholders from across stakeholder groups have indicated through interviews that they would like the programme to better facilitate networking and information sharing among stakeholders from across programming countries. For instance, CSOs providing services to women migrant workers such as shelters, hotlines, etc. would like to learn about how other CSOs providing similar services in other countries are operating to see if they could support each other and/or share experiences and lessons learned. Stakeholders from countries of origin have also indicated a need to better understand the kinds of services that are offered in countries of destination, and vice versa, in order to make more informed referrals and to better support women migrant workers throughout their migration journey. Some stakeholders have also mentioned an interest to have more follow-ups in between NPAC and RPAC meetings to keep stakeholders better engaged in the programme. Some have suggested receiving a written update every six months in between annual RPAC meetings while others have suggested conducting preparatory meetings and/or sharing preparatory materials prior to NPAC meetings to maximize stakeholder engagement.

Finding #10: Even though the Safe and Fair Programme's joint programming arrangements are mostly aligned with UN Reform principles, they are still quite resource intensive and do not fully promote efficiencies.

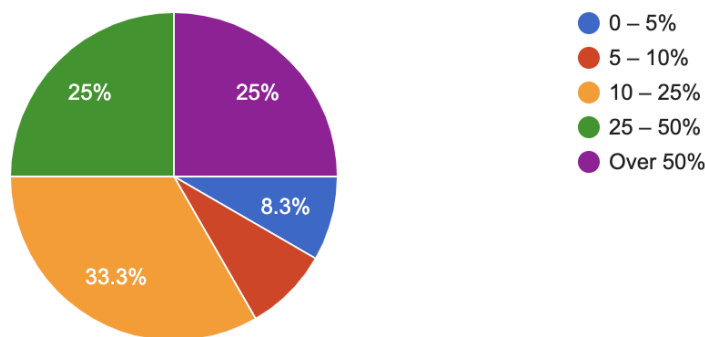
Joint programming is intended to promote efficiencies across UN agencies as processes are better harmonized and each entity draws on its strengths to efficiently execute activities. However, due to the relatively new focus on joint programming across the UN system, most current joint programmes are experiencing a learning curve with respect to the ideal management arrangements to maximize efficiencies. Within this context, the Safe and Fair Programme is no exception. While joint programming has facilitated the programme to achieve greater results, as explained in Finding #1, joint programming within the Safe and Fair Programme has been more intensive with respect to staff time than regular programming due to some duplication between roles and responsibilities and high

expectations regarding the degree of coordination and consultation to be done with the other joint entity.

A total of 70 per cent of surveyed NPCs claimed that there was some overlap between the roles and responsibilities of ILO and UN Women staff. Surveyed NPCs also indicated that a significant amount of the time that they spend on day-to-day programme implementation is spent coordinating with the other UN agency. In fact, as seen in Exhibit 3 below, half of NPC respondents estimated that they spend over 25 per cent of their day-to-day programme implementation time coordinating with the other UN agency while one quarter estimated that they spend over 50 per cent of their time. Having staff from both UNW and ILO participate in most meetings is quite resource intensive. However, this direct engagement has helped to transfer knowledge and skills across the agencies and interviews with UN stakeholders suggest that it has increased the capacities of ILO staff to be more sensitive towards ending violence against women and has increased the capacities of UN Women staff to engage in labour migration programming.

Even through programme coordination appears to be very time consuming, the amount of programme funding allocated towards staff costs is capped at 30 per cent and does not reflect the additional workload placed on staff due to joint programming expectations. As a result, staff has reported being overworked, which could lead to consequences such as burnout and poorer quality results. Even though some overlap between responsibilities and high requirements for coordination between entities appears to be causing some inefficiencies and therefore a greater workload among staff, both the survey and KIIs found that the highest workload is present in those countries where there is only one NPC representing both joint entities (as opposed to two with each one representing a separate entity) and at the regional level where staff represents both agencies (i.e. the Chief Technical Adviser, M&E Officer, and the Communications Officer). This suggests that workloads for staff representing both entities may be unrealistically high, and that having a representative from each agency still helps to manage staff workloads even if there is some overlap in roles and responsibilities and significant coordination required to harmonize activities across staff.

Exhibit 6. Estimated percentage of staff day-to-day programme implementation time spent on coordination with the other UN agency.



Finding #11: The SAF Programme has invested significant resources into its M&E system. While reporting is regular and appreciated by stakeholders, it does not effectively capture the programme's contributions towards outcome and impact level results.

The M&E system is generally well designed and draws on a results framework that includes baselines, targets, and progress indicators. The programme followed good practices by conducting baseline studies along with an evaluability assessment during the inception phase in order to facilitate the measurement of results and further refine its monitoring system and results framework. While the programme implemented all of the evaluability assessment recommendations, it did not articulate linkages between outcome-level results using a ToC model. Linkages were simply articulated in a narrative written format. The advantage of using a visual ToC model is that the complexities of simultaneous non-linear interactions can be better captured than through a narrative description, which uses words and sentences that must, by necessity, come only one at a time in a linear and logical order. Even though the use of a ToC model was not explicitly part of the evaluability recommendations, it would have added clarity to the programme design to articulate how outcomes are inter-linked and how this inter-linkage is expected to contribute towards higher-level results. In fact, the ToC developed by the programme is essentially only a reformulation of its results framework and does not include essential elements that make up a strong ToC such as correctly identified assumptions and factors and facilitate/hinder change. The assumptions presented in the ToC are more in line with influencing factors and the influencing factors are not presented. These issues affecting the quality of the programme's ToC may be contributing towards a lack of clarity among some stakeholders interviewed with respect to how programming outcomes are interlinked.

A major weakness of the programme's results management and monitoring system is that it collects data largely at the activity and output level, and does not have the necessary tools in place to track contributions towards higher-level outcome and impact results. The results framework is not designed to facilitate monitoring or reporting of higher-level results at the outcome or impact levels. In fact, the framework does not identify any impact-level results or indicators, and outcome indicators are generally not specific enough to capture programme attribution. For instance, *outcome indicator 1.1: Extent to which national policies and practices are in-line with the relevant normative frameworks on protection of migrant women, domestic workers and anti-trafficking* is so high-level that attribution by the programme towards this outcome would be difficult to identify. In consequence, reporting through annual reports is largely at the activity level and does not provide a holistic analysis of how outputs are contributing towards outcome and impact-level results. Even indicators for some outputs are at a much too high level to capture direct programming results. An example of this can be seen for *output indicator 2.1.2: Number of countries with dedicated national strategies/action plans on eliminating VAW, which include women migrants*. Output indicators should be at the level where the programme has full control over their achievement. This indicator is within the control of national governments, which is more appropriate for an outcome indicator.

The programme has been praised by stakeholders for producing detailed annual reports that draw on both quantitative and qualitative data, and for sharing flash reports with stakeholders on a regular basis throughout the year. Stakeholders from across stakeholder groups have found the flash reports to be useful for keeping them informed and for sharing valuable information on a timely basis. For instance, these reports have been useful to some EU delegates who use them to stay informed on important issues before meeting with ASEAN officials. However, due to the programme’s focus on collecting activity and output data, the annual reports generally do not include a strong narrative explaining how outputs are contributing or are expected to contribute towards outcome and impact-level results. Programme staff has also indicated that reporting is quite time consuming and that considerable resources, geared primarily towards training and oversight, are required to ensure that data is collected in a standard and reliable way across programming countries, and that it is properly recorded and reported on at both the country and regional levels.

Potential Impact

This section examines the extent to which results will likely contribute towards the Programme Goal of achieving safe and fair labour migration for all women in the ASEAN region.

Finding #12: The programme is promoting gender transformative change and is having a direct impact on the lives of women and girls. However, direct-targeted engagement of men as allies has been a less prominent programme element.

There is evidence that the Safe and Fair Programme is effectively engaging in gender-transformative programming, as defined at level 5 by the adapted WHO Gender Responsive Programming Assessment Scale seen in Exhibit 7 below.

Exhibit 7. Adapted WHO Gender Responsive Programming Assessment Scale

| | | |
|---------|----------------|---|
| Level 1 | Gender-unequal | <ul style="list-style-type: none"> • Perpetuates gender inequality by reinforcing unbalanced norms, roles and relations • Privileges men over women (or vice versa) • Often leads to one sex enjoying more rights or opportunities than the other |
| Level 2 | Gender-blind | <ul style="list-style-type: none"> • Ignores gender norms, roles and relations that are detrimental to women • Very often reinforces gender-based discrimination • Ignores differences in opportunities and resource allocation for women and men • Often constructed based on the principle of being “fair” by treating everyone (both men and women) the same |

| | | |
|----------------|------------------------------|--|
| Level 3 | Gender-sensitive | <ul style="list-style-type: none"> • Considers gender norms, roles and relations • Does not address inequality generated by unequal norms, roles or relations • Indicates gender awareness, although often no remedial action is developed |
| Level 4 | Gender-specific | <ul style="list-style-type: none"> • Considers gender norms, roles and relations for women and men and how they affect access to and control over resources • Considers women’s and men’s specific needs • Intentionally targets and benefits a specific group of women or men to achieve a certain policy or programme goals or meet certain needs • Makes it easier for women and men to fulfill duties that are ascribed to them based on their gender roles |
| Level 5 | Gender-transformative | <ul style="list-style-type: none"> • Considers gender norms, roles and relations for women and men and that these affect access to and control over resources • Considers women’s and men’s specific needs • Addresses the causes of gender-based inequalities • Includes ways to transform harmful gender norms, roles and relations • The objective is often to promote gender equality • Includes strategies to foster progressive changes in power relationships between women and men |

The programme has effectively considered gender norms, roles, and relations for women and men and how they affect access to and control over resources, particularly during the programme design and inception phases. In fact, the programme is designed to directly engage women migrant workers as active change agents by increasing their access to resources (through the provision of services) and supporting their empowerment to form networks and alliances and to share their experiences with the aim of supporting other women migrant workers. Advancing the agency of women migrant workers through access to services and networking opportunities has helped them to better protect themselves and demand justice. As mentioned in Finding #2, the programme conducted a series of needs assessments during the inception phase to identify the specific needs of women migrant workers and to ensure that its programming is targeted towards these needs.

The programme is also addressing the causes of gender-based inequalities by fostering institutional change through influencing national policies and frameworks that discriminate against and do not adequately protect the rights of women migrant workers under Objectives #1 and #2, as well as by targeting social norms change to challenge negative social biases and misperceptions against women migrant workers through its communications work under Objective #3.

Despite these overall programme strengths, some weaknesses exist with respect to engaging men and boys in transforming harmful gender norms, roles, and relations. The project document and results framework focus primarily on directly engaging women migrant workers and service providers, and place limited emphasis on engaging men as duty-bearers, allies, and targets for behaviour change to promote the rights of women migrant workers to a life without violence (further discussed in Finding #6).

At slightly over part way through its programming, SAF is already achieving a direct impact in the lives of women migrant workers by supporting increased access to services such as shelters, consular support, health services, legal aid, etc. Changes in policy to better protect the rights of women migrant workers and any improvements in social attitudes towards women migrant workers will also positively affect the lives of women migrant workers. However, it will take some time for impacts generated from these initiatives to become visible.

Potential for Sustainability

This section examines the extent to which the programme results are likely to be sustainable.

Finding #13: Programming elements of the Safe and Fair Programme largely promote sustainability. However, the future of the initiative is uncertain.

The Safe and Fair Programme was intentionally designed to promote the sustainability of results in a number of ways. Its research and awareness raising activities on violence against women migrant workers has brought attention to this important issue across key stakeholder groups, fostered a better understanding of the issues, and instilled among stakeholders the need to better protect the rights of women migrant workers to live a life free from violence. By initiating a discussion around this issue and increasing the capacities of stakeholders to address it, the programme has contributed greatly to setting up the necessary conditions for stakeholders to better advance the rights of women migrant workers even after the programme comes to an end. The programme's use of the train-the-trainer approach to build capacity among stakeholders is a programming element that particularly supports the sustainability of results, as this training model can continue past the lifespan of the programme. An example of this approach in practice can be seen in Lao PDR where the programme trained a group of trainers who then provided training to other stakeholders across different villages to further disseminate the knowledge and technical capacities acquired.

The programme's work on building the capacities of MRCs¹⁷ has been not only an effective entry point to support women migrant workers who have experienced violence but has also strengthened the capacity of these government-run institutions to continue serving women migrant workers in a more gender sensitive way long after the programme has ended. Also, by supporting the integration of gender equality and EAW principles into national policies and frameworks, the programme has helped to ensure that the rights of women migrant workers will be better protected in the future through the support of gender sensitive legislation. The alignment of the Safe and Fair Programme's work to the ASEAN Committee on Women (ACW) Work Plan has been a particularly effective way of promoting sustainable change, as it ensures ownership of the programme's work by the ACW. In addition, the programme's support for enhancing networks and coordination mechanisms among

¹⁷ MRCs are present in Cambodia, Indonesia, Lao People's Democratic Republic, Malaysia, Myanmar, Singapore and Thailand. More MRCs will be established in 2021, with plans in Indonesia, Myanmar, Philippines and Viet Nam.

CSOs and service providers will promote the sustainability of results, as these systems will be better placed to support women migrant workers in the future.

Government partners have demonstrated ownership in the programme by providing in-kind contributions through their time and energy to participate in, and often co-chairing, NPACs. They have also revealed an important willingness to work with other government ministries to address the multi-dimensional nature of ending violence against women migrant workers even when collaboration across ministries has proved to be challenging. These inter-ministerial relationships that the programme has helped foster have the potential to facilitate future cooperation across ministries to better protect the rights of women migrant workers after the programme has ended.

Government actors have also shown ownership by taking the lead on certain programming elements, such as the Government of Indonesia that developed its own standard operating procedures (SOPs) and continued with trainings initially offered by the programme to help its staff better support women migrant workers, including those who have experienced violence. In other cases, governments have actively requested additional support from the programme, which also demonstrates interest and ownership in the programme results. For instance, based on support provided by the programme in Indonesia to develop a protocol to handle cases of GBV and trafficking of Indonesia women abroad, the Viet Nam Ministry of Foreign Affairs asked for programme support to develop a similar protocol, which is now currently under development with the support of the programme. Another example can be seen where the Department of Foreign Affairs for the Philippines requested a webinar series specific to the role of embassies in collecting and using data on violence against women and girls after the programme developed a data collection training tool and conducted a regional data collection webinar.

Even though the programme has successfully integrated numerous elements of sustainable programming, the overall length of the programme at five years is quite short to achieve any long-term sustainable change, especially when compared to some other labour migration programmes in the region, such as the TRIANGLE project that runs for 12 years. The Safe and Fair Programme has invested a considerable amount of resources and effort in setting up a well functioning programme that has such a short timespan to implement programming and contribute towards outcome and impact-level change that takes time to achieve. Currently, the programme does not have a sustainability plan or any exit strategies to further promote the sustainability of its results. Even though the programme will not be able to spend all of its allocated resources due to the less costly nature of virtual programming during the Covid-19 pandemic and some activities that were delayed or cancelled, it is unclear at this point whether the EU-UN Spotlight Initiative will grant a no-cost extension. Stakeholders have demonstrated through KIIs and FGDs a strong appetite for a second programme phase so that the programme can expand and be scaled-up. If this were to take place, it is currently unclear how a second phase would be funded.

Gender, Equity, and Human Rights

This section examines the extent to which the programme has taken into consideration the principles of gender equality, equity, and human rights throughout its programming.

Finding #14: The Safe and Fair Programme has generated significant knowledge on violence against women migrant workers, gender and labour migration, and overall rights of women migrant workers that has helped to raise awareness of the rights of women migrant workers and further target its programming. However, it has faced some major challenges in supporting the collection of national data on violence against women migrant workers, which largely remains patchy, unreliable, and/or non-existent.

As of the end of the 2020-reporting year under *Outcome 3: Data, knowledge and attitudes on the rights and contributions of WMWs are improved*, the Safe and Fair Programme had produced 80 research studies and knowledge materials on women migrant workers against a target of 50 that were shared across the EU-UN Spotlight Initiative's knowledge management structure that includes a database, webinars, knowledge exchanges, and a mailing list, among others. These materials filled an important knowledge gap around the rights of women migrant workers across ASEAN states and especially highlighted the need to address violence against women migrant workers. In addition, the programme supported national statistics divisions to provide sex-disaggregated data on labour migration. By the end of the 2020-reporting year, the programme had contributed to a 14 per cent increase in complete sex-disaggregated datasets produced by governments on labour migration statistics.

Despite these important successes, the programme is struggling to achieve its targets with respect to supporting relevant ministries and national statistics offices to produce and apply sex disaggregated labour data (output indicator 3.2.1) and data on women's labour migration and violence against women migrant workers (output indicator 3.2.2). While the percentage of complete sex disaggregated data sets across programming countries has increased from 41 per cent in 2018 to 54 per cent in 2020 (against a target of 61 per cent), the programme faces challenges with respect to political will in certain programming countries to collect sex disaggregated labour data. The Covid-19 pandemic has also caused data collection activities in some countries to be stalled, further exacerbating challenges around collecting sex disaggregated data. With respect to output indicator 3.2.2, the programme's results framework identifies a target of four (4) countries to collect data pertaining to gendered violence against women migrant workers. However, there have been no countries to date that have successfully collected this data. It appears as though this target will not be met by the end of the programme in 2022.

Since collecting sex disaggregated labour data and especially data that intersects labour migration and violence against women is a relatively new endeavour, the programme may have initially underestimated some of the challenges involved in collecting this intersectional data. It has been challenging to collect sex disaggregated labour data and data on violence against women for a number of reasons that include limited political will to undertake and invest in prevalence and administrative sex disaggregated labour migration and VAW data collection; inadequate government systems to disaggregate data; a lack of coordination among government focal points and other actors who are collecting the data; missing questions on labour migration within national data collection tools and surveys; laws in some countries restricting data collection and surveys only to nationals; and small sample sizes that do not permit the development of statistically significant sex

disaggregation. The programme has responded to these challenges in a variety of ways. For instance, it supported capacity development among government partners at the country and regional levels that led to most countries identifying one or more additional sources of data collection (such as entry/exist forms at airports) to better collect sex disaggregated labour migration data that can feed into national labour migration statistics.

Perhaps the most prominent challenge in collecting data on violence against women migrant workers has been the ethical and safety concerns for women migrant workers when reporting on violence. Women who have experienced violence are often hesitant to report this to officials for fear of reprisals from those who committed the violence or because of discomfort in discussing the topic. By being a migrant worker, women migrant workers are in an even more vulnerable situation since they do not have the same kinds of legal protections as residents in destination countries. These vulnerabilities are amplified even further when women have migrated through irregular migration channels and are afraid of reaching out to state officials for support. The Covid-19 pandemic has also intensified these ethical and safety concerns by exacerbating previous vulnerabilities and creating new ones due to loss of employment, restricted movement, increased negative social stigmas against migrant workers, etc.

These intersections have made, in some cases, collecting data on violence against women migrant workers a risky activity for the rights holder. In response to this risk and to do no harm, the programme decided to limit its efforts in directly collecting new data on violence against women migrant workers and focus on building the capacities of government and CSO actors who collect data and to help them to better use the existing data. For instance, the programme organized a meeting in the Philippines with government partners to begin bridging labour migration statistics with VAW data by looking at where the data sets complement each other. This led to an unexpected result where stakeholders in the Philippines took the initiative to develop a community of practice (CoP) to better use VAW migration data. Another example can be seen where the programme organized a webinar Series on “Violence against Women and Girls Data Collection and Use” in Cambodia, Indonesia, Philippines, Thailand and Viet Nam. Following the webinar series, the programme designed, based on the inputs and recommendations expressed by the participants, a Guidance Note on “Violence against Women Migrant Workers Data Collection - Challenges, Risks and Good Practices” to provide stakeholders in the region a practical guidance on administrative data collection in the field of violence against women migrant workers. The webinar series also led to the unexpected result of the development of the tool “Data Collection on Violence against Women Migrant Workers: Decision Tree” to clarify for stakeholders when and how best to collect data on women migrant workers’ experiences of violence by exploring three types of data: prevalence data, administrative data, and qualitative data.

Finding #15: The programme has successfully encouraged the active engagement of women migrant workers and has provided opportunities for them to use their voices and better connect with each other. These empowering processes have led to the establishment of formal support networks and unions for women migrant workers that will continue to further foster their empowerment.

The Safe and Fair Programme has reflected a human rights-based approach (HRBA) and the principles of stakeholder engagement by engaging organisations that represent rights holders in the programme design and implementation processes. Organisations that represent women migrant workers were consulted during the programme design and inception phases and are also represented in the CSO reference group which meets twice a year to share updates and recommendations for further programming. Most CSOs indicated through FGDs that they felt as though they had been properly consulted at the beginning of the programme. They are also regularly consulted on programme implementation through their participation in NPACs. This direct engagement is in line with good practices and has provided opportunities for rights holders to share their perspectives on their needs and priorities to help shape the programming that will affect them.

In addition, programming has generally well integrated the voices of women migrant workers and/or included women migrant workers directly in activities to provide them with opportunities to share their experiences and empower other women migrants. For instance, the programme organized communications events that provided platforms for women migrant

“What is important about the Safe and Fair Programme is that women migrant workers are directly involved. In previous programmes, we only had the government, trade unions, and NGOs present but the Safe and Fair Programme brings those stakeholders along with women migrant workers together. The women can directly participate and feel that their voices are being heard” – Quote from a focus group discussion with trade unions.

workers to share their experiences. Women migrant workers were also invited to participate in direct exchanges with university student leaders to increase contact between migrant workers and youth as part of efforts to improve social attitudes towards women migrant workers. The programme has also integrated returnee women migrant workers into pre-departure orientation sessions so that they can share their experiences and provide direct peer-support to women who are planning to migrate.

The programme has also supported the formation and strengthening of women migrant worker support networks and unions. During 2020, workers’ organizations throughout nine ASEAN countries were capacitated to organize women migrant workers, so that they could claim their rights and prevent and protect against episodes of violence and abuses. In fact, the programme reported that a total of 2,976 women migrant workers organized into workers’ unions and associations or as peer networks/community advocacy platforms in 2020. In addition, as mentioned in Finding #5, the programme’s support led to the formation of a new union and migrant workers’ association in Malaysia.

In addition to supporting the formation and strengthening of women migrant workers’ unions, associations, and networks, the programme also facilitated connecting women migrant workers to government partners to promote their engagement in influencing national policies and frameworks that affect them. For instance, the programme supported the Indonesian domestic workers organization PERTIMIG in Malaysia to organize an international talk show where 50 Indonesian domestic workers from across Indonesia, Singapore and Hong Kong (China) participated to

encourage the government of Indonesia to implement the law 18/17 on Protection of Indonesian Migrant Workers and bring regulation to the table as soon as possible. Another example is how the programme virtually brought together in 2020 Indonesian policy makers with Indonesian women migrant workers in Hong Kong (China), Indonesia (returnees), Malaysia, Singapore, and Taiwan (China) to discuss current labour migration placement and protection services during the Covid-19 pandemic.

Section VI: Lessons Learned and Good Practices

The section below presents eight (8) lessons learned and nine (9) examples of good practices extracted from evidence presented in the evaluation findings. They contribute towards wider institutional knowledge and can be applied to similar initiatives in other contexts.

Lessons Learned

1. ***Joint Programming can be a particularly effective tool to transfer knowledge and expertise across UN agencies and build capacity in certain thematic areas.*** By having ILO and UN Women staff work closely through the Safe and Fair Programme and share ownership of results, UN Women transferred knowledge and expertise on EAW to strengthen ILO's capacity to engage in gender equality work. Likewise, ILO transferred expertise on labour and migration to strengthen UN Women's work in this area. *(Derived from Finding #10)*
2. ***Having two joint programming representatives working at the country level (one from each organisation) facilitates effective representation of each entity and reduces the risk of staff being overworked.*** In the case of the Safe and Fair Programme, NPCs felt that they could more effectively represent their agency and had a more manageable workload when there was one from each organisation as opposed to having one NPC to represent both entities. *(Derived from Finding #10)*
3. ***The first responders that are most commonly called upon to support women migrant workers during their migration journey are typically their family members. Strengthening the capacities of the husbands and families of women migrant workers to support them is essential to better protect their rights and prevent the occurrence of violence.*** CSOs and women migrant workers working with the Safe and Fair Programme have emphasized the importance of engaging husbands and family members in pre-departure orientations and training sessions to sensitize them on the experiences that women migrant workers face during their migration journey and to help build their capacity to support the migrants if they encounter any difficulties along the way, including incidences of violence and knowing where to go to access needed services. *(Derived from Finding #6)*
4. ***It is important to establish a connection with women migrant workers before violence occurs since it is even more difficult to reach out to women after violence has already***

taken place. Service providers who are working with the Safe and Fair Programme have emphasized the importance of connecting with women migrant workers early in their migration journey to ensure that a connection is established prior to the occurrence of any potential violence so that the women feel comfortable reaching out for support and accessing needed services. The Safe and Fair Programme has applied this lesson by reaching out to women migrant workers prior to departure through pre-departure orientation sessions and by supporting women migrant worker networks as part of efforts to engage with women before the occurrence of any potential violence. *(Derived from Finding #6)*

5. ***In order to effectively support a woman migrant worker throughout her migration journey, there must be sustained contact and follow up with the worker across both countries of origin and destination. A regional approach to programming is essential to facilitate coherent service provision and networks of service providers across countries.*** Women migrant workers require support and access to services across their migration experience in both countries of origin and destination. However, service provision is largely uncoordinated across ASEAN states and women migrant workers often don't know where to go to access services when abroad and/or in their home countries. The regional nature of the Safe and Fair Programme has helped to connect service providers across countries of origin and destination, although there remains significant work left to be done to ensure this continuity. *(Derived from Finding #2)*
6. ***Strengthening government systems to collect intersecting data on EAW and labour migration is a multi-layered complex task that presents various challenges, and cannot be done in a short timeframe.*** The Safe and Fair Programme has discovered through its work under Objective #3 that there are multiple complexities involved in collecting intersecting data on both EAW and labour migration that include the complex task of strengthening government systems that are far from being ready to produce complete data sets on sex disaggregated labour migration and violence against women migrant workers, as well as the need to do no harm and to protect women migrant workers when they are in vulnerable situations. Collecting this specific and sensitive data requires significant investments in time and resources that must be sustained over a long enough period to make changes at the institutional and cultural levels. *(Derived from Finding #14)*
7. ***Engaging EU delegates as part of national programme advisory boards can, in some cases, encourage high-level government officials to also participate.*** In the case of the Safe and Fair Programme, EU delegates who were members of NPACS in some countries were able to use their high profile and strong networks with national government officials to encourage the officials to join the NPAC meetings, thus strengthening national buy-in to the programme and ownership in results. *(Derived from Finding #9)*
8. ***Direct programming to build the institutional capacity of CSOs and strengthen the women's movement requires a dedicated budget line.*** Without a dedicated budget line, the Safe and Fair Programme indirectly contributed to strengthening the women's movement

across the region by supporting the capacity development of CSOs and by strengthening referral mechanisms across service providers. However, a dedicated budget line would have been necessary to provide direct support to further strengthen the women's movement across the region. *(Derived from Finding #3)*

Good Practices

1. Women need support to have the skills that they have learned/gained abroad recognized in their home country upon return. This is being done through the Safe and Fair Programme with returnee women migrant workers in the hotel industry in Cambodia. There is potential to scale-up this practice. *(Derived from Finding #2 and aligned with the EU-UN Spotlight Initiative's Pillars #1 and #4)*
2. Using well-known celebrities as champions increased the attention that Safe and Fair's communications campaigns received in the Philippines. This approach greatly expanded the reach of the programme's messaging to the public and younger demographics. *(Derived from Finding #7 and aligned with the EU-UN Spotlight Initiative's Pillar #3)*
3. Working with youth leaders through universities uses a targeted approach that engages future change makers and directly challenges negative perceptions of women migrant workers by providing an opportunity for students to meet and interact with migrant workers directly, especially in countries of destination- Malaysia, Singapore, Thailand. *(Derived from Finding #7 and aligned with the EU-UN Spotlight Initiative's Pillar #3)*
4. Consular services staff are one of the first responders for women migrant workers who have experienced violence abroad. The Safe and Fair Programme has provided much needed and appreciated ERAW training and support to consulates to strengthen their capacity to support women migrant workers, including those who have experienced violence. *(Derived from Finding #6 and aligned with the EU-UN Spotlight Initiative's Pillar #4)*
5. Engaging women migrant workers during the programme design and implementation and as active change agents throughout programming initiatives has facilitated their empowerment by providing them with opportunities to share their experiences, perspectives, and priorities, as well as to connect with other women migrant workers through networks and unions to provide peer support and speak with a more unified voice. *(Derived from Finding #15 and aligned with the EU-UN Spotlight Initiative's Pillar #6)*
6. Working through already established government-run entities like MRCs promotes the sustainability of results. The Safe and Fair Programme has effectively used MRCs to reach women migrant workers and has built their capacities to better serve them. *(Derived from Finding #13 and aligned with the EU-UN Spotlight Initiative's Pillar #2)*

7. The Safe and Fair Programme has effectively contributed towards anti-trafficking efforts by focusing on the prevention of violence against women by promoting safe migration through pre-departure orientation sessions, information dissemination, and by breaking silos of stakeholders working on anti-trafficking, EAW, and labour migration. *(Derived from Finding #1 and aligned with the EU-UN Spotlight Initiative's Pillar #3)*
8. The Safe and Fair Programme has effectively built on pre-existing materials and infrastructure to advance work on advancing the rights of women migrant workers and ending violence against women migrant workers. This includes leveraging existing labour migration, EAW and anti-trafficking infrastructure, engaging with stakeholders and networks from previous ILO and UN Women programming such as TRIANGLE's work with MRCs, the Essential Services Package programme, and building on existing tools such as the Essential Services Package. *(Derived from Finding #13 and aligned with the EU-UN Spotlight Initiative's Pillar #5)*
9. The Safe and Fair Programme demonstrated flexibility and responsiveness to the shifting needs of women migrant workers by repurposing funds and adapting programming strategies to meet humanitarian needs such as through the provision food and personal protective equipment and by supporting hotlines, quarantine facilities, and shelters in response to the Covid-19 pandemic. *(Derived from Finding #2 and aligned with the EU-UN Spotlight Initiative's Pillar #4)*

Section VII: Conclusions

The section below presents six (6) conclusions that draw on evidence presented across findings and evaluation criteria, and provide a high-level analysis of their implications on the Safe and Fair Programme and the future of its work.

Conclusion #1: The Safe and Fair Programme is filling important gaps with respect to protecting the rights of women migrant workers to a life free from violence. At the same time, there are opportunities for increased synergies with other UN labour migration programmes in the region and with other EU-UN Spotlight Initiative programming.

(Derived from findings 1,2 4, 10, 12 and 13)

The programme has been successful at raising awareness around the kinds of violence that occur against women migrant workers and advocating for their rights to be fully respected throughout the migration journey. It has effectively done so by producing an extensive amount of knowledge on violence against women migrant workers that has been shared across the EU-UN Spotlight Initiative's knowledge management structure and by bringing together diverse stakeholders from across the thematic areas of labour migration, EAW, and anti-trafficking to break silos and work together to provide holistic support to promote the rights of women migrant workers and end against women migrant workers. The thematic intersections that the programme was able to support have

contributed greatly to supporting government partners to develop and implement labour migration policies and frameworks that are gender sensitive and reflect EAW priorities. It has also built the capacity of service providers across both origin and destination countries and has facilitated networking and referrals across service providers to better serve women migrant workers, including those who have experienced violence, by integrating EAW and GEEW perspectives into their work. These efforts have initiated new processes and stakeholder collaboration, and have created important momentum across programming countries and stakeholder groups to promote the rights of women migrant workers and end violence against women migrant workers. In combination with the gender transformative nature of its programme and its intentional integration of sustainable programming elements, it is likely that the programme will generate meaningful impact and that many of its results will be sustainable over time.

The focused nature of the programme aimed at specifically promoting the rights of women migrant workers to live a life free from violence has been a programming strength and has facilitated impressive results progress in a short timespan. It also reflects how much progress can be made in a specific thematic area when donors are willing to concentrate investments in a targeted way to fill programming gaps. The Safe and Fair Programme's specific focus complements the labour migration work of other UN agencies in the region and has brought great added value. However, there remains significant room to further explore potential synergies with other UN programming, particularly with respect to providing EAW sensitization and training to the networks of employers and recruiters of other UN labour migration programmes, as well as better supporting the economic empowerment of returnee women migrant workers. There also remains considerable room to strengthen synergies with other EU-UN Spotlight Initiative programming across regions.

Conclusion #2: The Safe and Fair Programme reflects strong joint programming and UN Reform principles that facilitate achieving results that are greater than the sum of its parts. Even so, there remains room to improve the efficiency of the joint working arrangements as well as the monitoring and reporting of joint results.

(Derived from findings 3, 10 and 11)

The Safe and Fair Programme has largely implemented good practices in joint programming, as outlined in UNSDG Guidance on Joint Programmes, such as jointly developing annual work plans at the regional and country levels, implementing programming through close collaboration and strong communication between both joint entities, and jointly reporting on results. It has effectively leveraged the comparative strengths of both the ILO and UN Women by drawing on both agencies' technical expertise and stakeholder networks to effectively intersect EAW and labour migration. This has helped the initiative to achieve a sum much greater than its parts and has rapidly pushed forward an agenda to promote the rights of women migrant workers and end violence against them. In addition to strong joint programming, the programme is also well aligned with other principles of UN Reform such as RC engagement and stakeholder participation to ensure alignment with national priorities. The retrofitting of its design and results framework to fit within the EU-UN Spotlight Initiative helped ensure its alignment with the principles of UN Reform.

As is the case with most joint programmes, there remains room to improve the efficiency of joint working arrangements. Some overlap in roles and responsibilities between ILO and UN Women staff as well as a high degree of consultation and coordination between both entities has resulted in some more time consuming and less efficient processes, which have led to heavy workloads for programming staff. Workloads are particularly high for NPCs in countries where one NPC is required to represent both joint entities. This risks potential burnout among staff members and could potentially negatively impact the quality of the programming and results achieved. Workloads are also high for the ILO ROAP team with joint responsibility. Future programme development may need to relook at staffing needs proportionate to complexity and expanse of such joint regional programmes.

The programme's joint reporting has been praised by stakeholders for the production of detailed joint annual reports as well as useful Flash Reports to provide stakeholders with regular updates throughout the year. This being said, the programme's results framework collects monitoring data that is largely at the activity and output levels, which means that its reporting is also primarily at this level and lacks a holistic discussion around how outputs are contributing or are expected to contribute towards outcome and impact-level results. There are also instances throughout the results framework of indicators that are not pitched at the appropriate level, with some output indicators attempting to capture change that can only be achieved at the outcome level. Adjustments will likely need to be made to the results framework if the programme wishes to increase the accuracy and usefulness of its monitoring and reporting.

Conclusion #3: The regional dimension of the Safe and Fair Programme has helped to support women migrant workers throughout their migration journey across both countries of origin and destination. There remains, however, significant room to increase the added value of its regional work through further cross-country knowledge exchange and stakeholder networking.

(Derived from findings 2, 9 13 and 14)

Due to the cross-border mobility of women migrant workers and the fact that their migration experience spans both countries of origin and destination, it is essential for labour migration programming to occur at the regional level in order to facilitate networking and synergies of stakeholders and service providers across countries with the aim of supporting a woman migrant worker throughout her entire migration journey. The Safe and Fair Programme's regional dimension of its programming has helped to strengthen service delivery across migration corridors and has contributed grassroots-level and real-world perspectives and experiences to regional labour migration policy-making among ASEAN bodies.

There remain, however, a number of areas where the programme's regional dimension could further promote cross-country synergies. While the programme has produced an extensive array of knowledge products on women migrant workers and violence against women migrant workers that has been shared across the EU-UN Spotlight Initiative's knowledge management structure, there is room to strengthen the dissemination of these products directly among stakeholder groups from across origin and destination countries. Stakeholders have articulated an interest in learning more

about the kinds of work that the programme supports in other countries and have expressed a desire to learn from the direct experiences of similar stakeholder groups in other contexts. In addition, stakeholders have indicated that they would like to become better connected with similar stakeholders in other countries through networking and collaboration in order to strengthen their own work and promote access to support and services, often through referrals, across origin and destination countries. While the programme has done an excellent job of bringing relevant stakeholders together at the national level through the NPCs, it does not have a mechanism in place to facilitate networking and collaboration among national level stakeholders across ASEAN states. Such a mechanism would be useful for the programme to better foster synergies and collaboration among stakeholders and especially service providers across origin and destination countries to promote cross-border referrals and to better support a women migrant worker through her entire migration journey. The importance of a regional approach in promoting the rights of women migrant workers, including the right to a life without violence, should not be under-estimated and should be a priority for the programme if and when it pursues a second programming phase.

Conclusion #4: Husbands and other family members are typically the closest support network for women migrant workers. However, the Safe and Fair Programme's project document and results framework have placed limited emphasis on engaging these key stakeholders in order to support those women migrant workers who may be escaping violence at home or in their communities of origin. Even though this approach was intended to support women migrant workers, the lack of engagement of husbands and family members has been a missed opportunity as they can be well placed to provide direct support to women migrant workers throughout their migration journey, including before and after occurrences of violence.

(Derived from findings 6, 7 and 12)

Husbands and other family members are often the closest support network for women migrant workers, as they are typically the first ones to be informed or to raise the alarm if a woman migrant worker experiences challenges abroad, including the occurrence of violence. However, the Safe and Fair Programme has placed limited emphasis in its project document and results framework on engaging with and building the capacities of these essential first responders. Husbands and families are largely not invited to participate in pre-departure orientation and training sessions, and are not systematically kept informed about the kinds of services that women migrant workers can access in both origin and destination countries. Focus group discussions with women migrant workers have revealed a strong interest in engaging husbands and other family members in pre-departure orientation sessions in order to further sensitize them on the realities of labour migration and to develop increased empathy towards their migration experience.

Part of the reason why the programme has not actively engaged these first responders is due to its focus on the direct empowerment of women migrant workers and the potential risks of engaging men and male family members who are often the perpetrators of domestic violence. Some women engage in labour migration as a means to escape domestic violence or other forms of violence occurring in their communities of origin. Therefore, the programme has tried to be inclusive of women in this situation by not actively engaging men and other family members in its programming.

However, some form of engagement with these key stakeholders could potentially bring immense benefits to the programme by helping to change negative social perceptions of women migrant workers within their communities in countries of origin as well as build the capacities of husbands and families as first responders to support women migrant workers and help them to access essential services. Targeting men and families is also an important way of promoting the rights of women migrant workers and preventing violence against women in communities of origin. Even though the engagement of husbands and other family members largely falls outside of the programme's current framework, this is a significant programming gap that has the potential to be somewhat addressed by reallocating resources towards this area before the programme ends in 2022. This being said, any programming that engages husbands and families would have to be very aware of and sensitive towards the risks posed by engaging potential or actual perpetrators of violence.

Conclusion #5: While the Safe and Fair Programme's communications work to improve social attitudes towards women migrant workers has reached over six million people, the work has been scattered and has lacked a strategic focus, which is negatively impacting the ability of the programme to effect meaningful behaviour change in this area.

(Derived from findings 4, 7 and 11)

The programme's communications work to improve social attitudes towards women migrant workers has reached over twelve times as many people as originally planned thanks to numerous in-person events and online campaigns across programming countries and contributions made towards regional and global campaign initiatives. While the reach of the communications work is indeed impressive, the work has been highly scattered and has lacked strategic focus. It has been largely focused on reaching large numbers of individuals as opposed to ensuring that it is affecting changes in knowledge, attitudes, and behaviour.

This is reflected in the programme's results framework where only one indicator is dedicated towards changes in social attitudes and where change is measured exclusively in terms of the number of people reached. Outcome Indicator 3.1 that uses an index rating of public knowledge, attitudes and behaviours (KAP) towards women migrant workers in countries of destination as the measuring tool is too broad to be able to attribute any changes in social attitudes to the programme's work. In addition, the programme is largely missing communications for development (C4D) elements in its work on changing social attitudes, making its communications work less actionable.

Even though it would not be feasible to invest heavily in integrating C4D across programming at this point in the Safe and Fair Programme, there are a number of opportunities where more targeted communications work could take place and certain C4D elements could be integrated. For instance, the IOM X initiative successfully integrated C4D elements into pre-departure orientation trainings to capacitate migrant workers to more effectively engage in safe migration. Materials used by the IOM X initiative are open source and available online for other programmes, such as the Safe and Fair Programme, to use and build on. In addition, C4D elements could potentially be integrated into those elements of the programme's communications work that are more focused, such as its work with

university leaders to ensure that the work is not only promoting changes in social attitudes but is action-oriented to encourage behaviour change.

The programme has not particularly focused its communications work towards reaching those actors who come most into contact with women migrant workers and whose changes in attitudes could have the greatest impact on the lives of women migrant workers, such as employers, recruiters, husbands and other family members, and community members in countries of origin. There are opportunities to further focus its communications work towards these stakeholder groups and integrate C4D elements to encourage behaviour change where it will matter most to women migrant workers. Currently, the Safe and Fair Programme has only invested in one Communications Officer to serve all programming countries. If it wishes to achieve greater results through a more targeted approach, reallocation of resources to ensure sufficient investment in this work will be required.

Conclusion #6: Collecting disaggregated and intersectional data on VAW and labour migration has proven to be a highly complex task that requires political will and significant investments in time and resources. The Safe and Fair Programme has gained important insights around these challenges that can be applied to the remainder of the programme and to future programming on ending violence against women migrant workers.

(Derived from findings 1 and 14)

The Safe and Fair Programme has effectively supported stakeholders to strengthen their ability to gather statistics on women migrant workers. However, the programming context has presented numerous complexities that will likely prohibit the programme from achieving its target relating to the collection of sex disaggregated labour migration data and data on violence against women migrant workers. The specific focus of ending violence against women migrant workers is a new programming area that encompasses the intersecting nature of labour migration and ending violence against women. Due to the relative newness of this work, the programme may have under-estimated the complexities of collecting disaggregated data that cuts across both VAW and labour migration. Government systems are far from being ready to collect this intersecting data and political will to do so is limited in several programming countries. Institutional change will require significant investments in resources and time to further raise the awareness of stakeholders on the need to collect this data and to modify data collection systems to effectively collect and disaggregate the data.

In addition, women migrant workers are often hesitant to report violent acts due to fears of reprisals from perpetrators as well as fears for their own security when working abroad, especially if they have migrated through irregular migration channels. The Safe and Fair Programme has taken these risks seriously and has consciously decided to pursue an approach that respects the “do no harm” principle by not actively encouraging women migrant workers to denounce acts of violence when they do not feel safe or do not wish to do so. As a result, the programme faces considerable external challenges in meeting its targets for output indicator 3.2.1 on complete sex disaggregated data sets and output indicator 3.2.2 on collecting data on violence against women migrant workers. In response, the programme has focused its efforts on building the capacities of national actors to collect data on violence against women and to effectively use existing data to better serve the needs of women

migrant workers, including those who have experienced violence. The current indicators in the results framework (output indicators 3.2.1 and 3.2.2) do not reflect these shifts in programming and are not adequate reflections of the programme's work to date.

Section VIII: Recommendations

The following five (5) recommendations stem from the evaluation findings and conclusions and are designed to strengthen the remainder of the Safe and Fair Programme and improve future programming aimed at promoting the rights of women migrant workers and ending violence against them. Each one includes an overall strategic recommendation followed by operational recommendations. They are presented in order of priority, although some can be implemented simultaneously.

Recommendation #1: Strengthen the regional dimensions of the programme.

- Aligned with Conclusion #3
- Recommended timeline: August 1st 2021 – December 30th, 2022
- High urgency, low difficulty, high impact
- Directed to the Safe and Fair Regional Programming Team

Rationale: Further leveraging the Safe and Fair Programme's regional elements will facilitate the programme in better supporting women migrant workers across their migration journey by helping key stakeholders, including service providers, to learn from and network with each other to provide more coherent and coordinated services across origin and destination countries.

To operationalize this recommendation:

- Enhance knowledge exchange between stakeholders from across origin and destination countries and actively share the knowledge products produced by the programme by creating an easily accessible public online document repository and informing stakeholders on to how to access the documentation.
- Facilitate knowledge exchange between stakeholders from across origin and destination countries by organizing online knowledge exchange events that bring together stakeholders

from similar groups or with similar interests to promote cooperation and strengthen referral systems. This should be integrated within the EU-UN Spotlight Initiative's knowledge management structure to the greatest extent possible.

- Promote information-exchange and networking between NPACs across countries by organizing thematic events among NPAC members to share knowledge and experiences on specific issues.
- Continue to research and share information on the needs of women migrant workers across their migration journey and the services that are available to women migrant workers in both origin and destination countries.
- Continue working on and promoting labour migration policy harmonization across ASEAN countries while acknowledging that policy harmonization is a large-scale and long-term goal that the programme can contribute towards.
- Ensure that any subsequent programme phases continue to leverage the added value of the regional dimensions of the programme.

Recommendation #2: Increase programming efforts to strengthen the immediate support network (i.e. husbands and other family members) of women migrant workers.

- Aligned with Conclusion #4
- Recommended timeline: August 1st 2021 – December 30th, 2022
- High urgency, medium difficulty, high impact
- Directed to the Safe and Fair Regional Programming Team

Rationale: Women migrant workers often turn towards their immediate support network, which consists of husbands and other family members, when they encounter difficulties, including incidents of violence, during their migration journey. In order to provide women migrant workers with the support that they require, husbands and other family members need to be sensitized about the migration experience, capacitated to provide emotion and other kinds of support, and be able to help women migrant workers access essential services. Husbands and other family members are often also the source of violence against women and need to be targeted to encourage behaviour-change.

To operationalize this recommendation:

- Refocus programming efforts to better target husbands and other family members at the community level so that they can better support women migrant workers throughout the migration journey. This could include engaging husbands and other family members in the pre-departure information sessions or conducting separate family orientation sessions, informing husbands and other family members of services available to women migrant workers throughout their migration journey, and engaging husbands and family members in post-migration community dialogue sessions upon return. These information and sensitization sessions should focus on capacitating husbands and other family members to better support women migrant workers throughout their migration journey as well as target

negative attitudes and behaviour to reduce domestic violence against women migrant workers within their communities of origin.

- Include a focus of the programme's communications campaign on addressing negative biases and perceptions against women migrant workers among family and community members in origin communities to promote the rights of women migrant workers and facilitate the prevention of domestic and community violence against women migrant workers. These efforts should ideally contain C4D programming elements to encourage actionable behaviour change.

Recommendation #3: Further strategically target the programme's communications campaign to more effectively influence changes in social attitudes and integrate C4D elements to influence behaviour change where feasible.

- Aligned with Conclusion #5
- Recommended timeline: August 1st 2021 – December 30th, 2022
- High urgency, high difficulty, high impact
- Directed to the Safe and Fair Regional Programming Team

Rationale: Strengthening the strategic focus and further targeting of the communications campaign, along with integrating behaviour change elements, will facilitate more meaningful changes in social attitudes and behaviours among target audiences.

To operationalize this recommendation:

- Target a small number of specific stakeholder groups whose changes in attitudes and behaviours will likely have a direct effect on the lives of women migrant workers. This could include employers, recruiters, and/or families and community members in origin communities, among others.
- Define the specific behaviour change that is sought from targeted communications campaigns and integrate C4D programming elements, where feasible. The programme should draw on the open source C4D labour migration tools developed by IOM X wherever possible.
- Modify the measurement indicators in the results framework for Outcome #3 to measure changes in social attitudes and behaviour change among stakeholders of the targeted communications campaigns.
- Continue using celebrity champions to raise awareness of the rights of women migrant workers and violence committed against them.
- Allocate additional resources where necessary to further target the communications campaign and add C4D elements.

Recommendation #4: Further collaborate with other UN labour migration programmes across the region to promote enhanced synergies around engaging recruiters and employers and providing financial training and business support to returning women migrant workers.

- Aligned with Conclusion #1
- Recommended timeline: August 1st 2021 – December 30th, 2022
- High urgency, medium difficulty, high impact
- Directed to SAF Regional Programming Team

Rationale: There are clear opportunities for the Safe and Fair Programme to expand its reach and better support returnee women migrant workers by partnering with other UN labour migration programmes in the region.

To operationalize this recommendation:

- Meet with the PROMISE team to identify potential entry points for any additional programming or synergies that could be feasibly leveraged before the end of the Safe and Fair Programme in order to further strengthen the economic empowerment of returning women migrant workers at the community level. This meeting should also discuss how a potential future-programming phase could better interlink and synergize with women’s economic empowerment efforts within origin communities.
- Meet with the TRIANGLE team to identify how the programme’s EAW training materials could be integrated into TRIANGLE’s work during the Covid-19 pandemic and post-pandemic to better sensitize its network of recruiters and their associations.
- Further collaborate with IOM’s IRIS team to facilitate the integration of EAW training across IRIS’s network of recruiters. This could include conducting some train-the-trainer sessions and sharing EAW training materials so that IRIS trainings can better reflect EAW priorities.
- Collaborate with IOM’s CREST team to facilitate the integration of EAW principles into the services and training provided to CREST’s network of employers and recruiters. This could include conducting some train-the-trainer sessions and sharing EAW training materials so that CREST trainings can better reflect EAW priorities.
- Continue to expand the programme’s repository of services for women migrant workers across countries and further share this with other UN labour migration programmes in the region.
- Further leverage the EU-UN Spotlight Initiative’s knowledge management structures to promote more active collaboration between the Safe and Fair Programme and other Spotlight Initiative programming across regions to further generate synergies that could facilitate the advancement of programming objectives.

Recommendation #5: Further strengthen the Safe and Fair Programme’s alignment with RBM good practices and improve the efficiency of joint programming arrangements.

- Aligned with Conclusions #2 and #6
- Recommended timeline: August 1st 2021 – December 30th, 2022
- Medium urgency, low difficulty, medium impact
- Directed to the Safe and Fair Regional Programming Team

Rationale: By making relatively small adjustments to the Safe and Fair Programme's results framework and joint working arrangements, the programme can significantly improve its results management and reporting as well as increase the sense of well being across its often over-worked staff.

To operationalize this recommendation:

- Organize a staff retreat or extended meeting exercise to reflect on the clarity of roles and responsibilities between ILO and UN Women staff to produce key insights and knowledge on how to further clarify these roles to avoid duplication. The exercise should also include a discussion around the degree of consultation and coordination that is truly necessary between ILO and UN Women staff to see if any adjustments in expectations could be made to further streamline the joint elements of the work. This should help to slightly relieve the workload of programming staff.
- Modify the programme's results framework by including impact indicators, identifying outcome indicators that the programme can realistically contribute towards, and refining some output indicators that are at too high of a level for the programme to be responsible for achieving (this includes Output 2.1.2.). The output indicators for Output 3.2.1 and 3.2.2 should also be adjusted to reflect the programme's shift in focus towards capacitating stakeholders to use existing data on violence against women migrant workers due to the programming context and the challenges relating to collecting new data on violence against women migrant workers.
- Develop a ToC model for the programme that provides a clear articulation of how outcomes are intertwined and how outputs are expected to contribute towards outcome and impact-level results. Not only will this help to guide the remainder of the programme but it will also be useful for planning a potential second phase.
- Develop an exit strategy or a sustainability plan to guide the future of the programme and the sustainability of its results. This should include starting right away to look for donor funding that could support a continuation of the programme that would cover both the regional and country levels.