



International Labour Organization

iTrack

Evaluation

# ILO EVALUATION

- **Evaluation Title:** Fair recruitment and decent work for women migrant workers in South Asia and the Middle East - Global Component - Midterm Evaluation
- **ILO TC/SYMBOL:** GLO/13/53/UKM
- **Type of Evaluation:** Mid-term Evaluation
- **Country(ies) :** India, Jordan, Nepal, Bangladesh, Lebanon
- **Date of the evaluation:** September 2016 – January 2017
- **Name of consultant(s):** Amy Jersild, Asha D'Souza, Hanan Kwinana, Jhabindra Bhandari
- **ILO Administrative Office:** DWT/CO-New Delhi
- **ILO Technical Backstopping Office:** FUNDAMENTALS
- **Other agencies involved in joint evaluation:** GAATW, SEWA, Pourakhi, JGKU, CIETT, MFA
- **Date project ends:** 15 March 2018
- **Donor:** country and budget US\$ DFID, 8.3 million GBP (approximately 10.2 million USD)
- **Evaluation Manager:** Jodelen Mitra
- **Key Words:** Forced labour, South Asia, Middle East, women migrant workers, garment sector, domestic work sector

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

## Table of Contents

<b>ACRONYMS</b> .....	<b>4</b>
<b>List of Tables, Charts, Graphs and Boxes</b> .....	<b>5</b>
<b>Executive Summary</b> .....	<b>6</b>
Background .....	6
Methodology .....	6
Findings .....	6
Conclusion .....	9
Recommendations.....	10
<b>Introduction</b> .....	<b>15</b>
WIF programme and approach.....	15
Background to the evaluation, overall purpose and scope .....	17
<b>Description of Methods and Process</b> .....	<b>18</b>
Evaluation Questions .....	18
Process of Data Collection and Analysis.....	19
Limitations .....	20
Organization of the report.....	21
<b>Findings</b> .....	<b>21</b>
A. The programme's overall relevance .....	21
<i>Project approach as a prevention strategy</i> .....	22
<i>Analysis of the programme design</i> .....	24
<i>Relevance to international development priorities</i> .....	25
B. Reaching potential women migrant workers at source communities .....	26
<i>The experience in Dolakha, Nepal</i> .....	28
<i>The India experience: Jharkhand, Odisha and Chhattisgarh</i> .....	31
C. The problem of recruitment.....	34
<i>Recruitment in India</i> .....	34
<i>Recruitment in Nepal</i> .....	36
<i>Recruitment in Jordan</i> .....	37
D. Collective representation of migrant workers in India and Jordan.....	38
<i>Experience in India</i> .....	38
<i>Experience in Jordan: organization of garment workers at the Workers Center</i> .....	40
E. Law and policy strengthening: Advocacy gains and challenges.....	44
<i>Successful advocacy on the migration ban in Nepal</i> .....	44
<i>Advocacy challenges in India</i> .....	45
<i>State of WIF advocacy on migrant workers' rights in Jordan</i> .....	47
<i>Use of research results to inform advocacy</i> .....	48
F. Capacity development and learning.....	48
<i>Regional workshops, capacity building and coordination</i> .....	48
<i>Learnings from research</i> .....	49
G. WIF M&E .....	50
H. An assessment of WIF's Value for Money: economy, efficiency and effectiveness .....	52
<i>Maximizing impact: WIF collaboration with other ILO programmes</i> .....	53
<i>Signs of sustained and institutionalized activity</i> .....	54

<i>Implementation of activities: an inefficiency balanced by an efficiency</i> .....	55
<b>Conclusions</b> .....	<b>56</b>
Lessons Learned .....	57
Good Practices .....	58
<b>Implications for stakeholders: reflections and recommendations</b> .....	<b>58</b>
A. Clear targeting of vulnerable potential migrants and vulnerable migrant workers: recommendations for the ILO and WIF partners .....	58
<i>More 'on' than 'off' in origin communities and reducing vulnerabilities through promoting genuine     choice</i> .....	58
<i>Recruitment of domestic workers</i> .....	59
<i>Support and organization of migrant domestic workers</i> .....	61
<i>Organization of migrant workers in the garment sector in Jordan: targeting the most vulnerable in     sub-contracting factories</i> .....	62
B. Promoting M&E and learning: recommendations for the ILO .....	64
C. On capacity development approaches: recommendations for the ILO and partners.....	65
<b>Annex 1: Programme logic model</b> .....	<b>67</b>
<b>Annex 2: Evaluation TORs</b> .....	<b>68</b>
<b>Annex 3: List of stakeholders interviewed</b> .....	<b>84</b>
<b>Annex 4: Survey</b> .....	<b>89</b>
<b>Annex 5: Description of methodology</b> .....	<b>91</b>
<b>Annex 6: Summary matrix</b> .....	<b>93</b>
<b>Annex 7: Extent of progress toward desired outputs</b> .....	<b>99</b>
<b>Annex 8: Compilation of ILO Programme Staff Survey Response</b> .....	<b>101</b>
<b>Annex 9: Outreach to communities in Dolakha, Nepal</b> .....	<b>109</b>
<b>Annex 10: Origin communities visited in India: strategies and numbers reached</b> .....	<b>111</b>
<b>Annex 11: An overview of the political-economic situation in Jordan and the Syrian crisis..</b>	<b>112</b>
<b>Annex 12: Advocacy support to migrant workers in Jordan</b> .....	<b>115</b>
<b>Annex 13: Cost-sharing of WIF and other ILO labour migration programmes in India</b> .....	<b>116</b>
<b>Annex 14: Cost-sharing of WIF and other ILO labour migration programmes in Nepal</b> .....	<b>119</b>
<b>Annex 15: Cost-sharing of WIF and other ILO labour migration programmes in Bangladesh</b>	<b>123</b>
<b>Annex 16: Cost-sharing of WIF and other ILO labour migration programmes in Jordan</b> .....	<b>124</b>
<b>Annex 17: Lesson Learned: Gram Tarang's work on post-placement support in India</b> .....	<b>125</b>
<b>Annex 18: Lesson learned: Registering of domestic worker cooperative within a union leading to greater protection and formalization of the occupation.</b> .....	<b>127</b>
<b>Annex 19: Recommendations for better financial viability for the Worker's Center in Jordan</b> .....	<b>129</b>

## ACRONYMS

ABC	Agroforestry, Basic Health and Cooperative Nepal
ANTUF	All Nepal Trade Union Federation
AOFWG	Association of Owners of Factories, Workshops and Garments
ASI	Anti-Slavery International
BLA	Bilateral Labour Agreement
BWJ	ILO Better Work Jordan
CBA	Collective Bargaining Agreement
CIETT	International Confederation of Private Employment Services
CINI	Child in Need Institute
CSO	Civil society organization
CTA	Chief Technical Advisor
DDC	District Development Committee (Nepal)
DFID	United Kingdom Department of International Development
DWCP	Decent Work Country Programme
DWSSC	Domestic Work Sector Skill Council
FEPB	Foreign Employment Promotion Board (Nepal)
FGD	Focus group discussion
IHD	Institute for Human Development
IHRB	Institute for Human Rights and Business
ITUC	International Trade Union Confederation
IDWF	International Domestic Workers' Federation
ILO	International Labour Organization
GAATW	Global Alliance Against Traffic in Women
GEFONT	General Federation of Nepalese Trade Unions
GoI	Government of India
GoJ	Government of Jordan
GoN	Government of Nepal
GTUWTGCI	General Trade Union of Workers in Textile, Garment and Clothing Industries
J-GATE	Jordan Garments, Accessories and Textiles Exporters Association
JGKU	Jharkhand Gharelu Kaamgar Union
KMG	Kathmandu Migration Group
LSHTM	London School of Hygiene and Tropical Medicine
M&E	Monitoring and evaluation
MFA	Migrant Forum Asia
MoJ	Ministry of Justice
MoL	Ministry of Labour
MoLE	Ministry of Labour and Employment
MoU	Memorandum of Understanding
MRC	Migrant Resource Center
MSDE	Ministry for Skills Development and Entrepreneurship
NAFEA	Nepal Association for Foreign Employment Agencies
NDWM	National Domestic Workers' Movement

NGO	Non-governmental organization
NPC	National Project Coordinator
NTUC	Nepal Trade Union Confederation
OECD-DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
OKUP	Ovibashi Karmi Unnayan Program
PRA	Participatory Rural Appraisal
QIZ	Qualified Industrial Zone
RMG	Ready-Made Garment
RSBY	Rashtriya Swasthya Bima Yojana
SAARC	South Asian Association for Regional Cooperation
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SEWA	Self-Employed Women’s Association
TOC	Theory of Change
TOT	Training of Trainer
TPR	Technical Progress Report
VDC	Village Development Committee
VID	Village Information Desk
WEC	World Employment Confederation
WIF	Work in Freedom Programme
WOREC	Women’s Rehabilitation Centre

## List of Tables, Charts, Graphs and Boxes

Table 1:	List of programme components and desired outputs
Table 2:	Target areas and type of migration addressed by the WIF Programme
Table 3:	Total numbers reached through Component 1 activities
Box 1:	Deciding not to go - a focus group discussion with women in Dolakha, Nepal
Box 2:	The negative aspect of the migration experience within origin communities: a common story in Dolakha
Table 4:	Learnings and use of highlighted WIF research for the programme
Box 3:	A story of unpaid wages in India
Box 4:	Using the courts to shut down factories violating migrant workers’ rights in Jordan.
Table 5:	Cost sharing between WIF and other ILO labour migration programmes in USD
Graphic 1:	The 5 programme components of WIF
Box 5:	Where are the Syrians?
Table 6:	Focus group discussions conducted by the evaluation team

## Executive Summary

### Background

Work in Freedom (WIF) is a 5-year programme implemented by the ILO and funded by United Kingdom Department of International Development (DFID) in the amount of 8.3 million GBP. It began 20 April 2013 and is due to end on 15 March 2018. The overall development objective is “Women are empowered to make informed migration decisions and an enabling environment is created for their safe migration into decent work.” The programme focuses on 2 sectors – domestic work and garment work – across 5 countries: Bangladesh, India, Jordan, Lebanon and Nepal.

The programme’s overall desired impact speaks to the experience of vulnerability among South Asian women migrants traveling to and working in the Middle East: *reduced levels of vulnerability experienced among women and girls in South Asia migrating to work in the Middle East*. The WIF Theory of Change (TOC) identifies increased levels of empowerment experienced by women migrant workers and aspiring women migrant workers, together with an improved enabling environment, leads to the overall impact of reduced levels of vulnerability by women migrants to forced labour and trafficking.

The programme’s first 3 of its 5 components focus on the process of the labour migration experience – pre-departure decision-making (empowerment), fair recruitment, and organization of women workers into strong collectives. The 4<sup>th</sup> component relates to strengthening of laws and policies and advocacy, and the 5<sup>th</sup> to learning, assessing and researching what works to reduce vulnerability to human trafficking. The 5<sup>th</sup> component is designed to learn from and inform the first 4 components.

### Methodology

Data collection for the evaluation involved several methods, including review of documentation, observation, semi-structured interviews with key stakeholders, focus group discussions, and written survey. These methods were chosen on the basis of multiple factors: the interest to use varied approaches and means to interact with stakeholders; pragmatism given resources and time as well as language and facilitation of communication; and the interest to support learning through reflection by stakeholders.

The evaluation team collected data in India for nearly 2 weeks, in Nepal for one, and in Jordan for one. Following visits to the 3 countries, data was also collected during telephone interviews with stakeholders based in India, Belgium, the UK, Hong Kong, and the Philippines. All data were collected and analyzed by the team, and evidence was triangulated to arrive at the findings discussed below.

### Findings

- **Relevance of the programme design:** With a focus on reducing levels of vulnerability experienced by women migrant workers along the whole spectrum of the labour

migration chain, WIF represents a rights-based approach fully focused on conditions in the workplace; the programme design is innovative in that it constitutes a departure from previous anti-trafficking initiatives primarily focused on awareness raising and information dissemination. The programme design's 5 components and their related outputs and outcomes are all relevant and collectively contribute to intended impact of reduced vulnerability, yet the complexity of the programme design suggests challenges both for implementation and evaluation with approximately 30 partners addressing both policy and direct service interventions across 5 countries and 2 sectors. The programme design is highly relevant to international development priorities, with direct links to the Declaration on the 2030 Agenda and Sustainable Development Goal (SDG) 8.

- ***Effectiveness in reaching vulnerable women in communities of origin:*** Significant numbers of women and men in targeted source communities have been reached by WIF in both India and Nepal with information about safe migration; numbers reached have surpassed targets. While WIF aims to facilitate a process of decision-making and empowerment of aspiring women migrants through provision of information and facilitation of decision-making, so far a majority of those reached in India and Nepal have received information through door-to-door visits and visits to Migrant Resource Centers (MRCs), while a minority have undergone a facilitated pre-decision process involving a half-day orientation or 2-day workshop. The evaluation team found evidence of women who attended half-day workshops, learned about migration opportunities, and made their decisions whether to migrate – an indication of a facilitated process undertaken successfully.

Yet there are real challenges for WIF in targeting and accessing those women migrants who may be characterized as more vulnerable. These include geographical constraints and servicing villages far from the town center, and working with women who do not wish to be identified as aspiring migrants. In both Nepal and India, distress migration is a reality, which makes decision-making based on genuine choice less relevant.

The issues of foreign employment, safe migration and human trafficking are integrated to local development priorities and plans in Nepal due to WIF's work – already a sign of sustained efforts. WIF in India faces greater challenges due to a more complex political environment.

- ***Minimal progress in promoting ethical recruitment:*** While efforts have been made through workshops with global partners to educate and raise awareness about fair recruitment, agencies in Nepal and Jordan are slow to see the value of finding a way to make a profit yet not charge migrant workers. WIF's work with recruitment agencies in Jordan has not been significant in the first half of the programme; and in India the informal nature of recruitment for domestic work and the non-recognition of the positive role placement agents play in reducing unemployment has meant little progress has been made at the national level in influencing the recruitment process.

WIF has engaged at the state level in policy, notably in Jharkhand, as well as supported 2 models to support the ethical recruitment into decent work within India. WIF's search for alternative models includes support to Gram Tarang in India, which offers vocational training provider placing trainees directly with employers or unions at destination as a means of ensuring ethical recruitment into decent work. SEWA's innovative recruitment of domestic workers through cooperatives is another promising development, which provides early evidence of success.

- ***Lack of strategies to effectively reach those workers most vulnerable in destination areas.*** WIF funds have contributed toward accessing migrant workers at the Al Hassan QIZ Worker's Center in Jordan, a significant resource for providing entertainment and information to migrant workers in the garment sector. Yet while ad hoc initiatives were identified for supporting worker organization, a more structured work plan to effectively realize this work – especially targeting more vulnerable migrant workers in sub-contracting factories – is needed to warrant further support. Membership in SEWA and JGKU has largely resulted in effective empowerment and collective bargaining for women in India, both in communities identified as source and destination. Although, as noted above, the majority of women are not recently arrived migrants but well established, raising questions again about effective targeting. WIF's greatest need and challenge going forward is to devise effective strategies to access the most vulnerable migrant workers in both garment and domestic work sectors, which include live-ins in the domestic work sector and garment workers in sub-contracting factories.
- ***Advocacy challenges and achievements:*** The complex political environment in India has made advocacy gains elusive for WIF, yet some progress has been made in forming coalitions and commenting on draft laws. WIF has had more success in Nepal in its lead role in the Katmandu Migration Group (KMG) in advocating against the migration ban, a process that has been successfully supported and informed by WIF research. In Jordan WIF has greatly benefitted from the Better Work Jordan's (BWJ) work in reducing the incidence of forced labour in Jordan. WIF's primary advocacy contribution has been providing inputs to the Anti-Trafficking Law, which, at the time of the evaluation, was an ongoing process.

There is limited evidence of the use of WIF studies for advocacy purposes. In addition to the advocacy work carried out in Nepal, the same study, "No Easy Exit" helped to inform a policy brief to thwart a similar policy in India. There is more evidence of WIF research used for learning and awareness-raising purposes.

- ***The need for a sound M&E approach to more effectively monitor progress:*** While a detailed logframe exists and has been revised according to new learning, the programme lacks a developed M&E framework or system in place that is known, contextualized to each country context, and used by programme staff and partners. Such a framework would enable better identification and collection of pertinent data, its analysis and use to monitor progress toward reaching programme objectives, as well as provide greater depth to the evaluation process.



- **Assessment of Value for Money:** The challenge to target women migrant workers who experience greater levels of vulnerability, the lack of an M&E framework to systematically guide monitoring efforts for all stakeholders, and the Workers Center's inefficient operations are areas of WIF programming that represent low value for money. Areas of good value for money include WIF's cost sharing with other ILO labour migration programmes, building upon existing structures and frameworks, and institutionalization of WIF's efforts and uptake by partners. These are all signs of sustained progress for WIF, which constitute excellent value for money.

## Conclusion

Since the start of WIF in April 2013 until the end of 2016, the ILO and its partners have made the most progress on overall developing a well conceived and implemented programme aimed to achieve the first half of the overall desired outcome of *“Women are empowered to make informed migration decisions”*. Yet much more remains to be done about the second half of the outcome, *“an enabling environment is created for their safe migration into decent work.”*

Greater levels of investment have been made in Component 1 in the origin countries of Nepal, India and Bangladesh. The investment in capacity building involving global partners, the work done at the local level in partnership with district and state governments, and the delivery of training and facilitation of pre-decision-making processes with aspiring migrants has yielded evidence of many women who have made clear decisions for themselves on whether or not to migrate based on information accessed through WIF. Yet greater focus on capacity building, clearer targeting of vulnerable women, and linking to alternatives to migration as a means of providing genuine choice would provide for a more relevant and impactful approach.

Progress in creating an enabling environment for safe migration into decent work has been uneven across the countries and between the 2 sectors. Notable achievements include the level of discourse and influence WIF has gained *vis-à-vis* the Government of Nepal (GoN), where at the district level safe migration and decent work have been integrated into development plans. Challenges for the remaining half of the programme involve influencing the domestic work sector in all countries due to its non-formal nature, better targeting of migrants who are most vulnerable to exploitation, and effectively engaging with recruitment agencies and managing and influencing competing interests.

The evaluation team identified the following lessons learned for the programme:

- Vocational training and placement even in decent working and living conditions is not sufficient to reap the benefits of migration. Post placement support is necessary particularly for young, rural women being trained and placed in an urban, industrial setting.

- While advocacy at the policy level is ongoing, forming a collective within a union has provided domestic workers (largely freelance) some capacity to challenge unequal employment relationships in India.

## Recommendations

The following 17 recommendations are grouped in 3 areas: improved targeting of migrant women workers, both in origin communities and destination; improved M&E of WIF; and improved capacity development efforts. The evaluation team puts priority on these 3 areas in order from first to last, with the most pressing need going forward is a focus on women domestic workers as the one population the least amount of work has been done on thus far yet as a group they are the most vulnerable. Improved targeting overall is an issue for the programme.

### **A. Improved targeting of migrant workers in both origin communities and destination: recommendations for ILO and partners**

#### **Targeting of women in origin communities**

- 1) ***Better targeting of vulnerable women in communities of origin and greater effort in supporting genuine choice.*** Prioritize greater investment at the community level to build incentive and capacity among those local staff at the ‘frontlines’ in working with potential women migrants. Consider developing an incentive system for reaching more remote and difficult to access areas by community workers. In the case of India, reconsider targeted areas to include other vulnerable areas with greater out-migration rates and higher levels of vulnerability. As the evaluation team found most women are interested in livelihoods in their places of origin, link with the National Rural Livelihoods Mission in India to provide training for livelihoods in a rural setting such as processing agricultural produce or forest resources. Skills training offered should always consider previously acquired knowledge of the trainees, and it should not be restricted to domestic work and garment manufacturing. Facilitate access to information on job opportunities through the National Career Services Portal with greater involvement of employer organizations. In Nepal, advocate for greater investment in local skills development programmes. Greater effort must be made to support a genuine choice for potential women migrant workers in their home communities. Only when they find choices available will distress migration be less of a reality, and WIF’s empowerment efforts more relevant and impactful.

#### **Recruitment of domestic workers**

- 2) ***Consider advocating for an independent non-governmental body to monitor the recruitment process of domestic workers in Jordan.*** Similar to the BWJ model, WIF can explore implementation of a monitoring system for domestic work as a ‘mechanism of branding or accreditation’ to enable recognition that recruitment practices and employment at households are fair and decent.

- 3) ***Explore advocating for background checks for employers as a monitoring mechanism for reducing levels of vulnerabilities and offering protection to domestic workers in Jordan.*** The challenge is to have an up to date database for employers, employee and all stakeholders involved in the recruitment process. Article 90, which regulates the relationship between employer and employee, supports the development of a database by the Labor Inspectorate under the Ministry of Labor (MoL). The labor inspection at household is difficult due to employer privacy concerns, but a monitoring system could be put in place to give domestic workers access to voice complaints made to the labor inspectorate in order to initiate the investigation process.
- 4) ***Explore the option of conducting ToTs for recruitment agencies to raise awareness of employers as a prerequisite application for domestic services.*** The employer perceptions of benefits gains can be gauged, a bank account to be opened to deposit salary and to allow for wire transfer to the family of the domestic worker in her country, and employers will then become aware of penalties/violations under the revised anti-trafficking legislation.
- 5) ***In India encourage other source states to follow the Jharkhand example of registration of sub-agents and written contracts between worker, employer and agent.*** The ILO may also support unions in setting up their own skill training and placement services for domestic workers.
- 6) ***Consider implementing a study of the Insurance Policy in Jordan.*** The policy has not been implemented or piloted on a large scale to assess its effectiveness or efficiency in protecting domestic workers' rights, employers' recruitment investment, induce behavioral changes and increase respect to domestic workers by their employers and recruitment agencies.
- 7) ***Consider carrying out a study to determine the cost structure of the domestic work sector in Jordan.*** Under the Jordanian Labor Law, the recruitment regulation stipulates that recruitment fees are to be 10 percent of the annual salary for the first year and 2 percent of the annual salary from the second year and onwards as permit maintenance. In practice, the domestic work sector recruitment is not a regularized market, and therefore a study is needed to know the cost structure in source and destination countries to understand the determinants of this inflated fee in different countries as well as the salary comparisons among domestic workers of different nationalities.

### **Support and organization of migrant domestic workers**

- 8) ***Prioritize the exploration of various options to reach and organize migrant live-in domestic workers in both India and Jordan.*** Organization of migrant domestic workers is one of the most difficult and pressing tasks for WIF in destination communities in both Jordan and India. Their dire situation commands the efforts of WIF partners to actively find ways to reach them. Outreach to live-in domestic workers might be done through identifying employers who are willing to reach out to the workers of their neighbours

and mediate in case of problems. Explore how the ‘buddy programme’ of Gram Tarang could be adapted to support live-in domestics in India. Further, the evaluation team points to the ILO publication, “Cooperating out of Isolation – a case study on Migrant Domestic Workers in Jordan, Lebanon, and Kuwait”, published in 2015, to find ways to reach out to domestic workers.<sup>1</sup> Possibilities include establishing a local branch of a foreign-based NGO, creating a domestic worker committee within the trade unions, and improvement of the national legal system.

### **Organization of migrant workers in the garment sector in Jordan: targeting the most vulnerable in sub-contracting factories**

- 9) ***The evaluation team advises more focused financial support of the Workers Center that is specific to WIF objectives, namely, the support to collective action for migrant workers in the garment industry, and specifically for those who face greater vulnerability in the small sub-contractor companies.*** Due to inefficiencies in the operation of the Workers Center, the evaluation team does not advise to continue support of its operational budget, nor to support expansion of an unsustainable model. In supporting more focused activity of the organization of vulnerable migrant workers at the Workers Center, consider the following: (1) Organize trainings and awareness-raising sessions for migrant workers in a more structured manner; and (2) consider a particular focus of trainings for migrant workers on rights and responsibilities.
- 10) ***Consider organizing training and raising awareness sessions targeting employers of small subcontractor company in cooperation with the Workers Center, the Jordan Garments, Accessories & Textiles Exporters’ Association (J-GATE) <sup>2</sup> and the Association of owners of Factories, workshops and Garments (AOFWG).*** The main objective should be to introduce the Collective Bargaining Agreement (CBA) terms and encourage ethical recruitment practices and business processes. Currently, the main source of problems and strikes arise for the small sub-contractors companies, which taint the garment industry’s image in Jordan.
- 11) ***Consider offering technical assistance to expedite the judicial process in prosecuting, institute or conduct legal proceedings against the small subcontractor companies violating migrant worker labor laws.*** This would allow the Labor Inspector, according to its mandate, to close companies and move migrant workers to other companies in QIZ areas.
- 12) ***Consider targeting the workers committees in the factories as a means of building capacity and enabling better organization.*** WIF can raise the capacities of workers committees in the factories to address health and safety within the workplace, effective representation, problem solving, and conflict resolution. The evaluation team advises

---

<sup>1</sup> [http://www.ilo.org/beirut/publications/WCMS\\_325243/lang--en/index.htm](http://www.ilo.org/beirut/publications/WCMS_325243/lang--en/index.htm)

“Cooperating out of Isolation – a case study on Migrant DWs in Jordan, Lebanon, and Kuwait”. A working paper issued and published by ILO Regional Office for Arab States (2015) pp. 22-23.

<sup>2</sup> As representative of large labor-intensive companies in the Ready-made Garment (RMG) sector in QIZ Jordan

that this should not be done at the expense of substituting worker committees as a way of satisfying collective bargaining and freedom of association requirements.

- 13) ***Consider offering technical assistance to assess and address the bottlenecks experienced and to determine how best to expedite the process of work permit issuance.*** The whole process should take one month since date of entry to Jordan, yet in reality it takes 6 months. During that time, the migrant worker works without an official work permit and is subject to police arrest.

## **B. Promoting M&E and learning: recommendations for the ILO**

- 14) ***Develop a sound comprehensive M&E and Learning system for the latter half of the programme to monitor progress toward and achievement of overall objective.*** The evaluability report recommends a 'women's empowerment framework' to be developed. A similar framework might be considered for what could be called a 'women's vulnerability assessment framework' specific to migration along identified criteria or dimensions. A more specific definition would support common understanding as well as a common approach to measurement in an M&E system. Specific vulnerability dimensions/criteria like the underlying causes for distress migration need to be identified and targeted.

A developed M&E Framework for the programme should address the underlying assumptions to the programme logic, and based on that analysis, identify where data might be collected for on-going monitoring and analysis as a process distinct from the focus of the mid-term and final evaluations. The data collected during the monitoring process then should be easily accessible and used during the evaluations. Further, identification of roles with regard to the collection of monitoring data identified relevant within each country context and its frequency would enable better clarity for WIF team members and partners as to what is their responsibility and how their contributions relate to other programme components.

- 15) ***Strengthen the programme's capacity to document learnings.*** As a programme that aims to test and try strategies in reducing the vulnerability of migrant workers, there is an inherent learning aspect of the programme that needs to be better fostered. This documentation should serve to consolidate learnings about migrant work in the domestic work and garment factory sectors, as well as for the broader anti-trafficking and forced labour community. There should also be a clear linkage documented between learning from programme research conducted and from various strategies applied and what 'works'.
- 16) ***Invest more in communication and coordination among the ILO WIF team to promote learning.*** Ensure greater coordination among NCPs to make linkages between the countries and for encouraging greater learning and understanding as a team. Strive for linking between all 5 countries to ensure knowledge transfer and sharing on a quarterly basis instead of yearly.

### **C. On capacity development approaches: recommendations for the ILO and partners**

- 17) ***Utilize the DWCPs in developing stakeholder organization capacity development plans, employ a systematic approach to determining capacity development needs, and explore alternative means for developing capacity.*** The ILO DWCPs can develop a comprehensive 'learning trajectory' to individual stakeholder organization rather than developing capacity building plans under each project under the DWCPs. Employ a systematic approach to determining capacity development needs of stakeholder organizations based on mapping/assessment of individual/organizational stakeholder capacity development needs and not wants or requirements. Finally, consider alternative means for developing capacity aside from workshops, and ensure capacity development objectives and activities are included in the M&E framework.

## Introduction

### WIF programme and approach

Work in Freedom (WIF) is a 5-year programme implemented by the ILO and funded by United Kingdom Department of International Development (DFID) in the amount of 8.3 million GBP. It began 20 April 2013 and is due to end on 15 March 2018. The overall development objective is “Women are empowered to make informed migration decisions and an enabling environment is created for their safe migration into decent work.” The programme focuses on 2 sectors – domestic work and garment work – across 5 countries: Bangladesh, India, Jordan, Lebanon and Nepal.

The programme’s overall desired impact speaks to the experience of vulnerability among South Asian women migrants traveling to and working in the Middle East: *reduced levels of vulnerability experienced among women and girls in South Asia migrating to work in the Middle East*. The project was initially focused on reducing incidences of trafficking from the source communities to the destination countries. Yet after significant discussion early in the project’s implementation, it was understood as a difficult phenomenon to measure, and program partners then shifted from an incidence-based measure to the broader measure of reduced vulnerability to trafficking and forced labour by women migrant workers.

As the programme’s logframe has evolved during the course of implementation based on experience and reflection by stakeholders, the TOC has also evolved. According to a July 2016 version, increased levels of empowerment experienced by women migrant workers and aspiring women migrant workers, together with an improved enabling environment, lead to the overall impact of reduced levels of vulnerability by women migrants to forced labour and trafficking.

The programme’s first 3 of its 5 components focus on the process of the labour migration experience – pre-departure decision-making (empowerment), fair recruitment, and organization of women workers into strong collectives. The 4<sup>th</sup> component relates to strengthening of laws and policies and advocacy, and the 5<sup>th</sup> to learning, assessing and researching what works to reduce vulnerability to human trafficking. The 5<sup>th</sup> component is designed to learn from and inform the first 4 components.

The programme has had several reiterations of framing its outputs and outcomes for each of the 5 components. Desired ‘outputs’, which may be better described as outcomes point to improved standards and their monitoring and enforcement, empowerment, and greater levels of protection. The programme logframe identifies the following desired output or outcome areas for each component that collectively contributes toward the overall development objective and desired impact.

**Table 1: List of programme components and desired outputs<sup>3</sup>**

No.	Component	Desired output areas
1	Empowerment and information in origin communities	Women and their family members have better information, rights-awareness, knowledge, and skills on which to base decisions about migration.
2	Promotion of fair recruitment processes	Recruitment agencies adopt recruitment practices based on international standards and are subject to improved monitoring and enforcement
3	Organization of women migrant workers into strong collectives	Women migrant workers in domestic work and garment sectors enjoy better collective representation and support services and employers have greater knowledge of workers' rights
4	Strengthening laws and policies to reduce vulnerability	Policy makers have improved knowledge to reform laws and policies to protect migrant worker rights through advocacy and technical inputs.
5	Assessing, researching and evaluating what works to reduce vulnerability to human trafficking	Improved analytical understanding of risks and vulnerabilities in the migration process leads to improved intervention measures and evidence bases

In addition to the 5 outlined in Table 1, the logframe identifies a sixth output: WIF is initiated and managed effectively, in line with DFID, ILO and the London School of Hygiene and Tropical Medicine (LSHTM) rules and procedures for aid effectiveness and financial management. A logic model for WIF is found in Annex 1.

WIF has focused on 3 types of migration: cross-border within the South Asia region, interstate or rural to urban migration, and intra-regional migration from South Asia to the Middle East, as shown below in Table 2. In Nepal, the programme focused fully on cross-border migration to the Middle East; in India, WIF has focussed mainly on intra- and inter-State labour migration from selected rural to urban areas and much less on cross-border migration from South India.

The reason for focusing less on cross-border migration from South India was that the main destination countries for overseas migration from India are situated in the Gulf and flows to Jordan and Lebanon are minimal. As the United Arab Emirates declined the invitation to participate in the programme, it reduced the scope for working on overseas migration. Work on India as a destination for Nepali domestic workers is just beginning and migrants from Bangladesh have not been targeted, perhaps due to their undocumented status in India.

**Table 2: Target areas and type of migration addressed by the WIF Programme**

Country and type of migration	Source Area	Destination areas
-------------------------------	-------------	-------------------

<sup>3</sup> From the Excel document, "WIF Logframe Revised 17-18-16".



<b>Nepal – cross-border</b>	Morang, Dolakha, Rupandehi, Ilam, Chitwan	Lebanon and Jordan
<b>India – interstate</b>	Chhattisgarh, Jharkhand/Bihar, Odisha	Delhi, Mumbai and Goa for domestic work; Bangalore, Chennai and Tiruppur for garment work
<b>India – cross-border</b>	Andhra Pradesh, Tamil Nadu, Kerala	Middle East – Gulf Cooperation Council Countries
<b>Bangladesh – cross-border</b>	Narayanganj, Manikganj, Jessore, Faridpur and Brammanbaria	Lebanon and Jordan

In implementing a complex 5-country 2-sector programme design WIF has over 30 diverse partners collaborating on activities, from local/state level, national, regional and international, including NGOs, employers associations and trade unions. The national implementing partners for India include Self-Employed Women’s Association (SEWA), National Domestic Workers’ Movement (NDWM), Child in Need Institute (CINI), and Samarthan; Women’s Rehabilitation Centre (WOREC), Pourakhi, and Agroforestry, Basic health and Cooperative Nepal (ABC) in Nepal; and Ovibashi Karmi Unnayan Program (OKUP) and Bangladesh Rural Advancement Committee (BRAC) in Bangladesh. Global/regional partners include the Global Alliance Against Traffic in Women (GAATW), Migrant Forum in Asia (MFA), and Anti-Slavery International (ASI). The LSHTM has served in a research capacity, primarily for Component 1 activities.

The ILO staffing structure includes a dedicated Chief Technical Advisor (CTA) based in New Delhi, and 5 national coordinators in India, Nepal, Bangladesh, Lebanon, and Jordan supported by finance and administration assistants in each office. The national coordinators in Lebanon and Jordan are 50 percent time on the programme, and the national coordinators in India, Nepal and Bangladesh are full-time.

### Background to the evaluation, overall purpose and scope

This Mid-term evaluation comes nearly a year after an evaluability assessment was completed and nearly mid-way between the first and second phases of work with various partners. It aims to cover the whole programme in all 5 countries, involving global and cooperative partners, yet focuses specifically on India as a source and destination country, Nepal as a source country, and Jordan as a destination country. Evaluation findings feature these 3 countries prominently based on the evaluation team’s schedule and opportunity to travel to these countries.

The evaluation is undertaken primarily to support project improvement by providing all immediate stakeholders – ILO project staff and country offices, partners within India, Nepal and Jordan, and DFID as donor -- with information to assess and revise work plans, strategies, objectives, partnership arrangements and resources; as well as to provide recommendations for the remaining period of implementation. The purpose of the mid-term

is largely focused on learning, but also relates to areas of accountability. Specifically, as communicated in the evaluation TORs found in Annex 2, the mid-term evaluation aims to:

- Examine the relevance of the Programme design and implementation strategy;
- Determine the implementation efficiency of the Programme and how it may have achieved Value for Money;
- Assess the extent to which the Programme has achieved its stated objectives at outcome level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement;
- Identify unintended changes, both positive and negative at outcome level, in addition to the expected results;
- Assess the relevance of the sustainability strategy, its progress and its potential for achievement, identifying the processes that are to be continued by stakeholders;
- Identify lessons learned and potential good practices;
- Provide recommendations to Programme stakeholders to support the completion, expansion or further development of initiatives that were supported by the Programme.

## Description of Methods and Process

### Evaluation Questions

#### ***Relevance:***

- Has the programme responded to the real needs of specific target groups and in consideration of the different contexts in covered countries?
- Do the problems and needs that gave rise to the programme still exist?
- Has the strategy addressed the different needs and roles, constraints, and access to resources of the target groups?
- Are the Programme initiatives aligned with the national policies and priorities?
- Has the Programme identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the Programme?
- Is the programme relevant to ILO DWCP objectives and to the goal of Fundamentals HQ?

#### ***Effectiveness:***

- Has the programme made significant progress in achieving its desired outcomes mid-way through the project timeline?<sup>4</sup>

---

<sup>4</sup> The following 'sub-questions' to this evaluation question include: To what extent has the Programme improved women's ability to assess the benefits and risks of available migration options, strategies and practices? To what extent has the Programme increased the voice and representation among women workers at destination based on number of worker collectives report? What is the Programme's level of accomplishment in terms of increasing the number of recruitment agencies with business practices in line with fair recruitment standards? What are the Programme's contributions to new or revised legal or policy initiatives that protect the rights of women migrant workers? Are policy makers, researchers, practitioners and donors accessing

- Has the project been able to adequately identify and address contributing and hindering factors that influence the achievement of its desired outcomes? Was the Programme's response appropriate and sufficient?
- Are the programme approaches appropriate in achieving the immediate objectives of the Programme? How are issues of timing or coherence on intervention delivery affecting the Programme and what are the recommended actions to be taken?
- How successful has the Programme been in mainstreaming the issue of forced labour into on-going development efforts? As far as possible identify the Programme's contribution to these achievements.
- How have key stakeholders (including trade unions and employer associations?), contributed toward the implementation of the project and achievement of outputs? What their role should be going forward?
- What systems, networks, or processes are in place towards influencing laws, policies, and resources?

### ***Efficiency***

- Have the programme outputs been achieved in a timely manner?
- Were the right resources chosen to deliver outputs and expected quality?
- Is the program adequately resourced to enable the achievement of desired outcomes?
- How did the programme achieve (or not achieve) Value for Money?

### ***Sustainability***

- What is the potential to sustain those outcomes already achieved or close to being achieved beyond the life of the programme?
- What kinds of measures (including partnerships) are needed to ensure sustained outcomes for the programme?
- Does the programme experience point to potential good practices and models of intervention that could inform future migration/human trafficking/child labour/forced labour Programmes, especially those that the national partners could incorporate into national policy and implementation?
- How has the Programme contributed to the policy development and the strategies of the targeted governments to reduce vulnerability to forced labour/trafficking?

## **Process of Data Collection and Analysis**

Data collection for the evaluation involved several methods, including review of documentation, observation, semi-structured interviews with key stakeholders, focus group discussions, and written survey. These methods were chosen on the basis of multiple factors: the interest to use varied approaches and means to interact with stakeholders; pragmatism given resources and time as well as language and facilitation of communication; and the interest to support learning through reflection by stakeholders.

---

and/or using robust evidence on labour migration and human trafficking supported by the Programme? How and why?

The evaluation team collected data in India for nearly 2 weeks, in Nepal for one, and in Jordan for one. Following visits to the 3 countries, data was also collected during telephone interviews with stakeholders based in India, Belgium, the UK, Hong Kong, and the Philippines. The team conducted the following:

- 94 semi-structured interviews with 117 respondents (as outlined in Annex 3);
- Observation of a 2.5-day project-planning workshop in New Delhi, a pre-departure orientation session with a district social mobilizer and Pourakhi peer educator in Nepal, and a life skills training implemented by partner Gram Tarang in southern India;
- Distribution of a written survey (found in Annex 4) to the 5 National Project Coordinators (NPCs) and the Chief Technical Adviser (CTA). The survey focused specifically on the research published to date by WIF, and respondents' reflection on its use and application for learning and advocacy.
- 20 focus group discussions (FGDs) with 371 migrants in both source communities in Nepal and India and in destination communities in Nepal and Jordan. Of the 371 participants, 232 were in source communities in Nepal and India. A very small number participating in these groups were returned migrants. Nearly all participants in source community FGDs were women, and women formed a majority among those participating in destination countries.

All data were collected and analyzed by the team, and evidence was triangulated to arrive at the evaluative conclusions discussed below. Further description is found in Annex 5.

### Limitations

- ***Intended groupings of participants for FGDs were not realized.*** The evaluation team was interested to meet selected groups of women both in source and destination areas to make comparisons. Grouping of women according to those who had participated in WIF activities and decided not to go, those who participated and then returned to their communities, as well as groups of both domestic workers and garment workers in destination areas were among the intended and desired FGDs. Despite the challenges in locating and organizing such groupings, the evaluation team did manage to meet sufficient numbers of women who had exposure to WIF in source and destination communities and was able to come to evaluative conclusions.
- ***The evaluation budget did not allow for the whole team to convene and engage in analysis of the data together.*** The in-person collaboration among team members was between the Team Leader and each of the evaluators for India, Nepal and Jordan. A bilateral exchange of analysis took place between the Team Leader and each of the evaluators on the team largely through email after data was collected.
- ***Language:*** While the evaluation team was comprised of evaluators of multi-national and multi-cultural backgrounds, the small nuances in meaning may at times have been lost due to language and interpretation. Interpreters were hired as needed to help facilitate communication.

## Organization of the report

The report findings are organized and discussed by the themes emerging from the data collected. These are roughly aligned with the components themselves instead of according to each OECD-DAC criterion. The DAC criteria are applied throughout articulation and discussion of the findings, with summarized responses to the evaluation questions categorized according to the DAC criteria found in Annex 6. An initial section in the findings section below provides an overview on achievement of objectives for each component, with articulation of progress achieved toward each of the 5 desired output areas featured in Annex 7. Lessons learned and good practices identified are presented in the Conclusions section, followed by Recommendations.

## Findings

Since the start of WIF in April 2013 until the end of 2016, the ILO and its partners have made the most progress on overall developing a well conceived and implemented programme aimed to achieve the first half of the overall desired outcome of *“Women are empowered to make informed migration decisions”*. Yet much more remains to be done about the second half of the outcome, *“an enabling environment is created for their safe migration into decent work.”*

Greater levels of investment have been made in Component 1 in the origin countries of Nepal, India and Bangladesh. The investment in capacity building involving global partners, the work done at the local level in partnership with district and state governments, and the delivery of training and facilitation of pre-decision-making processes with aspiring migrants has yielded evidence of many women who have made clear decisions for themselves on whether or not to migrate based on information accessed through WIF. Yet greater focus on capacity building, clearer targeting of vulnerable women, and linking to alternatives to migration as a means of providing genuine choice would help achieve greater impact going forward.

Progress in creating an enabling environment for safe migration into decent work has been uneven across the countries and between the 2 sectors. Notable achievements include the level of discourse and influence WIF has gained *vis-à-vis* the Government of Nepal (GoN), where at the district level safe migration and decent work have been integrated into development plans. Challenges for the remaining half of the programme involve influencing the domestic work sector in all countries due to its non-formal nature, better targeting of migrants who are most vulnerable to exploitation, and effectively engaging with recruitment agencies and managing and influencing competing interests.

An outline of progress achieved in each of the 5 components is found in Annex 7.

### A. The programme’s overall relevance

## Findings:

- *With a focus on reducing levels of vulnerability experienced by women migrant workers along the whole spectrum of the labour migration chain, WIF represents a rights-based approach fully focused on conditions in the workplace; the programme design is innovative in that it constitutes a departure from previous anti-trafficking initiatives primarily focused on awareness raising and information dissemination.*
- *The programme design's 5 components and their related outputs and outcomes are all relevant and collectively contribute to intended impact of reduced vulnerability, yet the complexity of the programme design suggests challenges both for implementation and evaluation with approximately 30 partners addressing both policy and direct interventions across 5 countries and 2 sectors.*
- *The programme design is highly relevant to international development priorities, with direct links to the Declaration on the 2030 Agenda and SDG 8.*

## Project approach as a prevention strategy

DFID's pilot projects and consultations, implemented in cooperation with a range of partners prior to the start of WIF, helped to inform the programme design and enable selection of partners. Based on interviews with a range of stakeholders involved in the early piloting phase, as well as the design phase, learning that was considered important included:

- ***The value to focus on prevention of trafficking as a means to address the problem.*** Addressing the root causes of trafficking and to promote safe migration is a value promoted by the programme design.
- ***The value of focusing on empowerment of women migrant workers as a means toward reducing vulnerability.*** The programme wanted to go beyond many other prevention types of programming which focused on information dissemination and raising awareness to emphasize and support the decision-making process aspiring women migrants are believed to go through.<sup>5</sup>
- ***The need to focus broadly in programme approach.*** Given the complexity of the problem, there was the desire to address the entire labour migration chain from source to transit to destination within the overall programmatic approach. An interest inherent in the programme design was also to work across a whole range of diverse partners, including government, NGOs, employer's associations and trade unions to collaborate and better achieve results.
- ***The need for a 'learning programme' involving planned research to inform programme interventions and the anti-trafficking discourse as a whole.*** While achieving outputs, desired targets and outcomes are important, the learning that results

---

<sup>5</sup> A framework for migrant decision-making is found in the programme document entitled, "Lessons on community interventions – WIF – Oct 2015" document (page 3). The framework stipulates a 5-step process defining stages of behavior change: pre-contemplation, contemplation, knowledge acquisition, planning and preparation, and pre-departure action.

from the programme in testing various approaches, conducting research and contributing to the evidence base is expected to be equally significant.

With a distinct focus on the decision-making process and exploitation within the workplace, the approach represents a departure from previous approaches taken to prevent trafficking within the anti-trafficking field. Instead of simply disseminating information as a means to raise awareness about safe migration, the focus on the desired impact of reduced vulnerability throughout the labour migration process places the woman migrant firmly at the center of the programme design. Indeed the WIF project document's reference to Amartyr Sen's writing on development as not being done 'to' or 'for' an individual but 'by' an individual and her community speak to this notion of self-determination and human rights.

The design's rights-based focus is very ambitious, particularly given the market forces at play and the drive for profit among individuals and companies/institutions, as well as governments that may be more concerned with the welfare of their country's economic growth than that of migrant workers within their borders. The vulnerabilities concerned are many. Structural issues of gender, ethnicity, class and nationality, along with geo-politics and the drive for a profit enter in and quickly the migrant worker is involved in something much larger than herself.

Sen's reference to an individual's self-determination and that of her community is a notion that is also challenged within the context of the programme, where the woman migrant worker, far from her family and community, is temporarily disconnected. Development for the migrant worker's community in the country of origin becomes fully dependent on increased household cash incomes and increased spending power that hopefully the migration experience yields.

Building a bigger house upon her return (a common activity of returned migrants) is not necessarily a contribution to the development of her community; rather, with her labour she contributed to the development of the destination country's economy. The type of development Sen refers to is not fully addressed by WIF; rather WIF aims to promote the rights of the woman migrant worker away from her home in the absence of investment in her own community.

Further, within a labour migration context, it is her contribution as a worker that is emphasized, not any other aspect of her life as a mother, daughter, sister, wife or community member. Thus a focus on her human rights is partial within such a context and can simply only be an attempt to better her difficult situation and, as per WIF's overall development objective, to reduce the level of vulnerabilities she faces.

Yet given the questions as to how development may be defined, whose development, and whether that development may indeed be genuine, the programme design as a means of trafficking prevention is undoubtedly innovative and relevant within the anti-trafficking

field. The ILO WIF team addressed this unique aspect of the programme in their survey response, noting its comprehensive and wide-ranging focus:<sup>6</sup>

- ***A focus on asymmetrical labour relations.*** While other prevention programmes focus on information dissemination and the prosecution of recruiters, the WIF programme design attempts to tackle forced labour in the workplace with a rights-based approach focused on the woman migrant worker. Further, the desired impact of the programme promotes a full focus on working conditions for the ILO, where Government and employer preferences and needs can take precedence over worker preferences and needs.
- ***Tackling labour migration from destination to source.*** Policy and direct interventions hold the promise to pioneer grassroots interventions while leveraging systemic policy changes that could improve labour migration prospects. The collaboration between multiple types of partners adds promise to this possibility.

### Analysis of the programme design

The programme's focus on domestic work and the garment industry, 2 sectors that are feminized, is appropriate. Further the significant labour migration flows of women in these sectors from South Asia to the Middle East give logic to the geographic focus of WIF. A more relevant choice would have been the UAE over Jordan, yet the UAE Government declined to participate in the programme.

The 28 July 2016 version of the programme's TOC outlines in greater detail the link between outputs, outcomes and impact, more so than previous versions. Previous versions stipulate the initial impact statement and refer to what technically are outcomes as outputs to describe the 5 programme areas. The July 2016 version outlines multiple pathways of certain outcomes areas (or identified as 'outputs') of improved awareness and knowledge among policymakers, women migrant workers enjoying better collective representation and support services from both government and non-government entities, women and their family have improved information about migration options, and employers are aware of Codes of Conduct. These then lead overall to an enabling environment for safe migration into decent work and the empowerment of women to make informed migration decisions. The realization of these outcomes then is to lead to reduced vulnerability to forced labour and trafficking on the part of migrant women.

Multiple assumptions from output to outcome and several from outcome to impact are correctly articulated in the TOC. These all relate to a possible leap in logic between increased awareness as leading to action taken by various actors – recruitment agencies, employers, governments – which would then lead to reduced vulnerabilities on the part of migrant women to forced labour and trafficking. The relevance of policy changes as leading to reduced vulnerabilities on the part of women migrant workers is also identified as an assumption. These correctly identified assumptions are not insignificant for the programme and point to the diverse interests at play among the many stakeholders.

---

<sup>6</sup> A compilation of the survey results is found in Annex 8.



The evolving analysis found in the TOC indicates a sharper analysis and understanding of the programme based on learnings and reflection over time, and it also may reflect the uneven management experience of the programme during its first 2 years.<sup>7</sup> Yet the TOC is one of several programme documents reviewed that demonstrate a continued and engaged dialogue among ILO and its partners to better analyze, understand and manage the programme.<sup>8</sup>

The shift from an incidence-based desired impact of reduced numbers of trafficking occurrences to that of reduced vulnerabilities is significant. There exists the long-standing challenge within the anti-trafficking sector to measure the extent of the occurrence, yet vulnerability levels also pose concrete challenges for M&E. While such a shift is positive, providing shape to its definition where levels experienced could go up or down for any given individual migrant throughout the labour migration process is challenging to articulate, as is interpreting policy implications for reduced vulnerability experienced by any given individual migrant across the labour migration chain.

Lastly, given the high level of complexity across the 2 sectors in 5 very different political and social environments and with over 30 partners, it is, in the view of the evaluation team, a design that poses significant management and coordination challenges. Further, while there are challenges to giving shape to the term ‘vulnerability’, as discussed above, there are challenges to evaluating the desired outcomes as well due to the programme’s complexity and numerous areas of intervention (as discussed under Limitations above).

### Relevance to international development priorities

WIF’s programme design is highly relevant to international development priorities. Decent work and migration feature strongly in the Declaration on the 2030 Agenda,<sup>9</sup> adopted by the UN General Assembly in September 2015. The Heads of State and Government resolved “to create conditions for sustainable, inclusive and sustained economic growth, shared prosperity and decent work for all, taking into account different levels of national development and capacities”.<sup>10</sup> They committed to working “to build dynamic, sustainable, innovative and people-centered economies, promoting youth employment and women’s economic empowerment, in particular, and decent work for all”.<sup>11</sup>

---

<sup>7</sup> Email exchange with WIF CTA on 2 November 2016, indicating ILO Human Resource’s confirmation of the following dates: 1<sup>st</sup> CTA was on contract from October 2013 – August 2014, although effectively on sick leave from April – October 2014 spending 2-3 weeks per month in India and the remaining time in Geneva for personal medical reasons. In her absence the day-to-day management of the programme was handled by the Delhi office with support from Geneva. The current CTA came on board 15 January 2015.

<sup>8</sup> Another such document is the “Lessons Learned” document, which provides strong analysis of activities falling under Component 1.

<sup>9</sup> SDC Migration Network – Global Meeting on Migration and Development - Migration and Development in the 2030 Agenda: From Global Commitment to Collective Action - Discussion Note on Decent Work and Migration

<sup>10</sup> UN, 2015, para 3

<sup>11</sup> UN, 2015, para 27

With regard to migration, they recognized “the positive contribution of migrants for inclusive growth and sustainable development” and that “international migration is a multidimensional reality of major relevance for the development of countries of origin, transit and destination, which requires coherent and comprehensive responses.” They committed also to “cooperate internationally to ensure safe, orderly and regular migration involving full respect for human rights and the humane treatment of migrants regardless of migration status, of refugees and of displaced persons”.<sup>12</sup>

The Declaration views economic growth and decent work as mutually reinforcing, which is clearly reiterated in the title of SDG 8 - Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. The WIF programme is a direct contribution towards achieving Targets 8.7 on the eradication of forced labour, modern slavery and human trafficking. SDG target 8.8 is also of particular relevance to the protection of migrant workers and labor migration: “protect labor rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment”.

The proposed global SDG indicators to measure this target focus on improving conditions of occupational safety and health and the right of all workers to freedom of association and collective bargaining, which is an important means of realizing other labour rights. Given that target 8.8 specifically refers to migrant workers and women migrants, these indicators are also to be disaggregated by sex and migrant status:

- 8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status
- 8.8.2 Increase in national compliance of labor rights (freedom of association and collective bargaining) based on ILO textual sources and national legislation, by sex and migrant status

The ILO is the custodian agency for further developing the methodology for these two indicators, which are both classified as Tier 1 indicators (i.e. an established methodology exists and data are already widely available).

## **B. Reaching potential women migrant workers at source communities**

### *Findings:*

- *Significant numbers of women and men in targeted source communities have been reached by WIF in both India and Nepal with information about safe migration; numbers reached have surpassed targets;*
- *While WIF aims to facilitate a process of decision-making and empowerment of aspiring women migrants through provision of information and facilitation of decision-making, so far a majority of those reached in India and Nepal have received information through door-*

---

<sup>12</sup> UN, 2015, para 29

*to-door visits, visits to Migrant Resource Centers (MRCs) while a minority have undergone a facilitated pre-decision process involving a half-day orientation or 2-day workshop.*

- *The evaluation team found evidence of women who attended half-day workshops, learned about migration opportunities, and made their decisions whether to migrate – an indication of a facilitated process undertaken successfully.*
- *Yet there are real challenges for WIF in targeting and accessing those women migrants who may be characterized as more vulnerable. These include geographical constraints and servicing villages far from the town center, and working with women who do not wish to be identified as aspiring migrants. In both Nepal and India, distress migration is a reality, which makes decision-making based on genuine choice less relevant.*
- *The issues of foreign employment, safe migration and human trafficking are integrated to local development priorities and plans in Nepal due to WIF's work – already a sign of sustained efforts. WIF in India faces greater challenges due to a more complex political environment.*

WIF has effectively surpassed its targets for the first half of the programme in reaching 384,512 community members as part of its empowerment component in source communities in Bangladesh, India and Nepal.<sup>13</sup> The provision of a service in each of the source communities was, for the most part, implemented in an area with high out-migration rates. Dolakha in Nepal and Jharkhand, Chhattisgarh and Odisha in India all experience relatively high out-migration rates.

The types of interventions identified in the following table are categorized in 3 areas: (1) outreach, including door-to-door visits, and community theater, reached the largest number of people, approximately two-thirds of the total; (2) pre-decision orientations, which reached just over one-third; and (3) vocational training which was provided to just 2,412 participants across the 3 countries.

**Table 3: Total numbers reached through Component 1 activities<sup>14</sup>**

<b>Means of targeting aspiring migrants</b>	<b>Numbers reached in India</b>	<b>Numbers reached in Nepal</b>	<b>Numbers reached in Bangladesh</b>	<b>TOTAL</b>	<b>Total as percentage of target</b>
<b>Outreach</b>	84,600	59,400	67,400	211,400	140% of 5 year target
<b>Pre-decision orientations</b>	90,800	23,700	56,200	170,700	379% of 5 year target

<sup>13</sup> The total number reached is based on numbers provided in the ILO Technical Progress Report on WIF Activities, 1 April 2013 – 31 March 2016.

<sup>14</sup> As reported in the ILO Technical Progress Report on WIF activities, 1 April 2015 – 31 March 2016. Further break-down of figures is found in Annex 9 and 10, which was data provided by WIF partners to the evaluation team.

<b>Vocational skills curricula which includes rights</b>	645	250	1,517	2,412	19% of 5 year target was achieved and 29% of annual target
	176,045	83,350	125,117	<b>384,512</b>	

While the numbers reached for vocational skills curricula are all women, both men and women partake in the outreach and pre-decision orientation activities. Complete disaggregated numbers are not available in the Technical Progress Report (TPR), yet figures available include 59,400 reached in outreach activities in Nepal, of whom 43,000 are estimated to be women. In the pre-decision orientations, mostly women were reached, with 74,300 out of 90,800 women in India participating, and 20,900 out of 23,700 in Nepal.

The evaluation team found the means for reaching out to aspiring migrants varied within each of the source communities visited in Nepal and India. In India, the range of interventions included street plays, puppet theatre and TV spots, as well as Adolescent Drop-in Centers.

### The experience in Dolakha, Nepal

In Dolakha, one of the 5 sites in Nepal where WIF partners are implementing community-based empowerment interventions, the evaluation team found clear examples of WIF's engagement of aspiring migrant women having led to increased levels of empowerment and self-determination. The team also identified evidence where the distribution of information to women about safe migration and the government policy "free visa free ticket" has helped increase understanding and awareness. The evaluation team found evidence of women interacting with WIF partners and experiencing their outreach efforts, whether through information dissemination or pre-departure orientation, and making decisions as a result that they believed were informed and good for themselves and their families.

#### **Box 1: Deciding not to go - a focus group discussion with women in Dolakha, Nepal**

*The evaluation team met with 6 women to discuss their experiences with the WIF programme. Four of the women took the 2-day training nearly 1 year prior and ranged in age from 18 to 29. There were 2 older women, aged 45 and 50, who participated in a 4-hour orientation just 3 months earlier. The women had all heard about the trainings through a visit to their homes by peer educators. The visit to their homes was for just 5-10 minutes to inform them about the training and ask about their interest. What they learned at the trainings was the need to learn more skills and contribute to the local economy, that local training was available, and that wages for women were less than men for the same work. They also learned from other returned migrant workers about the problems they faced while overseas, and that there are different kinds of equipment used in destination countries for cooking and cleaning. When asked what was most valuable about what they learned in the training, they responded that gender equality was important, and that boys and girls should be treated equally.*

*The 2 older women had decided not to go and opted for skills training locally. They said that the training helped them calculate whether going overseas would benefit them, and they were convinced they should not go when hearing the stories shared by the returned migrants. They had calculated that an investment of 150,000 Nepali Rupees would be required with a salary of 300 USD. While they had learned of the 'free visa free ticket' policy and that no fee should be paid to the recruiter, in practice they did not find this to be the case. They elected to stay and receive training for sewing and animal*

*husbandry. While they did not find the training to be sufficient, they indicated their small businesses are getting better over time. When asked whether they are satisfied with their decision, they indicated yes, that people go overseas and suffer a lot. When asked whether their families support them in their decisions, the women gave a range of responses from “my family advised me to stay and find work locally” to “I haven’t yet asked my family” to “We mutually agreed, based on the information I learned in the training, that I would not go”.*

In Dolakha the evaluation team identified strategies for engaging women to include door-to-door visits, provision of information at a Migrant Resource Center (MRC) located next to the district government building issuing passports, 2-4 hour orientations for interested men and women, and a 2-day pre-departure training for women. The team also noted the district government adopting WIF’s approach to empowered decision-making as part of its policy, an early indication of sustainability.

While areas of reduced vulnerability are noted by the evaluation, the team also identified certain operational challenges of the programme to engage potential migrant women in a participatory and empowering manner, and, in particular, to engage those women who may have higher levels of vulnerability within the community. These challenges involve the nature of the outreach, the capacity of the staff or official to facilitate such a reflective process, issues of access due to geographical constraints, and the lack of genuine alternatives to migration for some women:

- ***The capacity of local government staff and NGO staff to facilitate a participatory and reflective process.*** The evaluation team notes the programme has achieved significant gains in this area, investing in TOTs by GAATW and others, and virtually beginning from a very basic level with facilitators without significant formal education and who are used to didactic methods of learning. Yet challenges remain at the individual level as well as at the organizational level given the varied capacity and understanding among partners.
- ***Gaining access and authority in villages.*** The evaluation team noted Pourakhi and district staff experienced a dynamic process in relating to communities. In addition to the facilitation skills discussed above, keeping updated on migration information to effectively convey within the community was expressed as a need among some of the staff to better command respect on the topic, particularly when relating to older community members. Staff turn-over seemed to be a related issue.
- ***The numbers reached through orientation sessions and 2-day pre-decision trainings, in which participatory methods are used over information dissemination, are a small percentage of the total.*** While the intent for WIF is to go beyond information dissemination and raising awareness and to distinguish itself from other anti-trafficking prevention programming, the types of interventions that best facilitate this type of approach are not employed as much as other types of approaches which use awareness raising and information dissemination.
- ***The door-to-door visits in Dolakha, which should provide for greater opportunity to engage in a more informal way through providing information and supporting***

*decision-making, is used as a means for recruitment to the orientation sessions.* Some of the project Village Development Committees (VDCs) are remotely located where there is limited access to transportation, and the households are scattered. This has limited the ability of the POURAKHI peer educators to engage in regular door-to-door meetings and community facilitation activities. The evaluation team found in a number of instances that the door-to-door meetings were used more for the purpose of recruitment for the orientation and pre-departure workshop with brief 5-10 minute stops rather than a means of conveying information about safe migration.

- **Barriers to access due to geographical challenges:** Further, the evaluation team noted of the 2 villages visited, there was less activity and the project was less known in the village further from the city center. This village was also an ethnic minority village.

**Box 2: The negative aspect of the migration experience within origin communities: a common story in Dolakha**

*In a focus group discussion with a group of women in Dolakha, migration was described as posing real hardships for families. The women described a common scenario they have observed: "The majority of husbands do not want their wives to go, but many do. It's the circumstances that push women to go, not husbands. Once a mother sees the economic problems, she becomes strong in her heart and migrates for her family. Then she sends money back while the husband has gotten another wife and spent the money. When she returns, her children don't know her anymore and she faces stigma. She does not want to tell others the pain she faced, but people regard her in a different way. And this happens the other way around too. Men can go away too, and the wife goes with another man, and they lose everything. This happens to couples who had good relations before migration as well as to those couples who did not."*

The WIF program also faces several other challenges within the community in managing government relations and maintaining a balance between promoting migration and controlling movement. In Nepal, for example, the project builds upon earlier anti-trafficking programming, which had the objective to control people's mobility with the message, "Don't go, but if you go, try to go safely". Planning for out-migration is not something openly admitted in the villages, and the Nepali Government's official position has been to try and manage it, not promote it. Thus it is a fine line to tread, where Pourakhi has been accused of promoting migration, while at times controlling of people's movement and actively discouraging migration has occurred. The ILO's coordination and active presence and support appear to effectively facilitate between Pourakhi and local district officials.

Finally, a significant programmatic challenge is the provision of genuine alternatives to migration for aspiring women migrant workers as a means of facilitating meaningful choice. Box 2 above describes the lack of real choice as a driver for migration, particularly for women with families. Creation of livelihood opportunities in the villages visited by the evaluation team was expressed as a real priority for most women, as well as for returned migrant workers.

In Dolakha women have been referred to government small business training as an alternative to migration, yet it is reportedly insufficient. There is also a lack of ties to the local job market in all project sites visited. While the WIF project's approach is distinctly

dissimilar to previous programming in its focus on promoting analysis and consideration of the pros and cons, and then making an informed decision, a greater sense of options as a means of preventing distress migration is a real challenge in promoting decision-making based on genuine choices.

### The India experience: Jharkhand, Odisha and Chhattisgarh

In source communities in India, WIF deploys two types of strategies. Both begin with information dissemination about safe migration, but the first may be characterised as a 'welfare' approach while the second aims to collectively defend labour rights. Participatory Rural Appraisal (PRA) and skill training are common to both approaches.

1. A series of 3 door-to-door visits per family by peer educators; court yard meetings animated by a community volunteer; institutional outreach through government health and child care workers; 2-day pre-departure training; interaction with adolescent girls; registration of migrants in the panchayat office; linkage to government welfare schemes; and, in the case of Samarthan, support to self-help groups for livelihoods;
2. Information dissemination through street plays and booklets on migration; unionisation of women; linking them to social security schemes such as Rashtriya Swasthya Bima Yojana (RSBY - health insurance), pension, etc; collective action against social undesirables such as alcohol; and to recover unpaid wages from employers.

The evaluation team found mixed levels of knowledge among women participating in FGDs. There were many women who had participated in either intervention who were well informed about precautions to be taken when migrating, such as registration at the local *panchayat*, and leaving copies of one's identity documents and address at destination with the family. Many participants particularly appreciated the training in the use of mobile phones and the financial literacy component of the training, which enabled them to open bank accounts. Yet there were others participating in FGDs who did not recall the content of the training yet remembered well the free lunch provided. And the evaluation team also interviewed women in Jharkhand and Odisha who were participating regularly in courtyard meetings with community volunteers and/or had done the 2-day training on safe migration who clearly showed that their perception of migration had changed, from something wholly negative, to migration as a viable means of contributing to family well-being on condition that certain precautions were taken.

However, the evaluation team found mobility by choice in India implies addressing the causes of distress migration as well as giving access to labour market information. Some of the well-established NGOs with which WIF has partnered have succeeded in alleviating poverty in the rural areas by providing information on welfare schemes of the government and helping people access them. Child in Need Institute (CINI) in Jharkhand, for example, has facilitated the submission of 5,197 forms for widow's pension, the Indira Awas Housing scheme and the Mahatma Gandhi National Rural Employment Guarantee Scheme by organising linkage camps from time to time. They have also registered 1,500 workers for Social Security under the Unorganized Workers Social Security Act, 2008. In addition to such

linkages, partners like Samarthan in Chhattisgarh are assisting self-help groups of women to start small businesses to generate incomes.

Yet the provision of information on job opportunities in their region of origin or elsewhere is still lacking. Employment exchanges only register job seekers who have completed Standard X of high school and generally have little information from prospective employers. The National Career Services Portal launched by Ministry of Labour and Employment (MoLE) holds promise. It is designed to provide access to career guidance, skill training and a wide choice of jobs but is not yet operational in all States. WIF is planning an assessment of information on job opportunities.

Another barrier to 'mobility by choice' is the declared policy of certain state governments to stop migration. Police in Chhattisgarh try to stop women moving out for work and often accuse recruitment agents of trafficking. Besides, when anyone leaves their place of origin in Chhattisgarh for more than 3 months, their names are removed from the family ration card and they lose their right to subsidised essential commodities from the public distribution system. As a result, women often do not disclose their intention to migrate and are reluctant to register as migrants in the local *panchayat*.

### *Reaching women migrants: On target and off target*

The evaluation team notes that the numbers reached through the variety of methods in each of the site areas visited in India amounts to 103,935, well beyond the targeted number of 69,360. Yet of these numbers reached, the programme has faced problems in targeting those aspiring migrant women who may be identified as vulnerable.

## **1. Communities of origin**

***Casting the net wide:*** Information on safe migration and on the value of domestic work are disseminated to a wide public through street plays by Jharkhand Gharelu Kaamgar Union (JGKU), and puppet shows and TV spots by Aiina. While some aspiring migrants are identified through door-to-door visits, the participants in 'pre-departure' trainings are not only the aspiring migrants but also poor women, women who are household heads and family members of those who have already migrated. In this way, it is hoped that the message is widely shared in the target communities.

Similarly, the women who join the SEWA union in source communities are usually engaged in farming or collecting forest products that they can sell. For them, the union enables collective action on social problems like alcoholism and domestic violence and opens possibilities for collective income generating activities. Most of those the evaluator met with are more interested in livelihoods in their villages than in migrating. It must also be noted that there is a stigma attached to migration for domestic work and women do not openly admit that they plan to migrate. Besides, in Mander Block for instance, seasonal migration by whole families to work in brick kilns is much more common than migration for domestic or garment work.



***Choice of target blocks and districts within states:*** Whereas the choice of States that form the operational area for WIF are those from which women migrate for domestic and, to a lesser extent, garment work, the blocks and districts in which WIF activities take place are sometimes chosen because they can be easily accessed from main cities. It is those that lie on the border with neighbouring States, like Sundargarh in Odisha and Gumla in Jharkhand, that are often targeted by traffickers. These 2 are covered by WIF but staff saw the need for working in other remote districts of Jharkhand. It is likely that budgetary restrictions exclude travel to these areas that are not connected by motorable roads.

***Youth versus adults:*** The Advisory Board had recommended that WIF focus on adults. However, the FGDs conducted revealed that young tribal girls from the age of 11 upwards are being sent by their parents through fellow village women to work in cities. Hence, the initiative by CINI in Jharkhand to start Adolescent Drop-In Centres or Kishori Groups and the work in Chhattisgarh with adolescent school drop-outs are welcome additions to WIF's protection strategy.

## **2. Destination:**

***Distinguishing between migrants: the recent migrated versus the well-established, and live-ins versus freelance migrant domestic workers:*** While the target group of WIF partner interventions in destination areas is largely female domestic workers, not all of them are migrants. In Ranchi, most JGKU members were from Ranchi itself and some had come from districts like Gumla years ago and no longer had ties with their places of origin. Similarly, in Delhi, the group of SEWA members the evaluation team met with, were domestic workers who had come to Delhi many years before and lived with their families in one-room tenements. They worked in several houses in the neighbourhood where they lived. These workers were extremely capable of defending their rights and gaining the respect of their employers. SEWA members said they flashed their union identity cards and told employers: "We are union members. Don't use bad language with us." WIF needs to target the more vulnerable domestic workers, the tribal girls from Jharkhand and Chhattisgarh, who live in the homes of their employers with little contact with the outside world. They are difficult to reach, but strong unions such as these should derive strategies to reach out to them.

***Political challenges faced:*** Outreach to the destination areas in which garment factories are located has proved difficult. The Government of India (GOI) advised the ILO to engage with state governments on the protection of workers in this sector. The project team approached the states of Haryana, Karnataka and Tamil Nadu with an offer of tripartite consultations on the subject. The first two declined the offer due to fear of the negative impact this could have on this growing export sector. Only Tamil Nadu has expressed interest in WIF operating within its state – a state where exploitation of young girls in spinning mills has been widely publicised -- and plans are underway to initiate social dialogue. In addition to the social partners, the brands and the media could exert the necessary pressure to improve working conditions both in garment factories and down the supply chain in spinning and weaving mills.

## C. The problem of recruitment

### *Findings:*

- *While efforts have been made through workshops with global partners to educate and raise awareness about fair recruitment, agencies in Nepal and Jordan are slow to see the value of finding a way to make a profit yet not charge migrant workers.*
- *In India the informal nature of recruitment for domestic work and the non-recognition of the positive role placement agents play in reducing unemployment has meant little progress has been made at the national level in influencing the recruitment process. WIF has engaged at the state level in policy, notably in Jharkhand, as well as supported 2 models to support the ethical recruitment into decent work within India.*
- *WIF's search for alternative models includes support to Gram Tarang in India, which offers vocational training and places trainees directly with employers or unions at destination as a means of ensuring ethical recruitment into decent work. SEWA's innovative recruitment of domestic workers through cooperatives is another promising development, which provides early signs of success.*

WIF works with the recruitment industry, in both places of origin and destination, to foster ethical practices by raising awareness of the provisions of the ILO Private Employment Agencies Convention, 1997 (No. 181) and industry good practice, and by promoting the implementation of codes of practice based on full respect for workers' rights. Global partners International Confederation of Private Employment Services (CIETT - now called World Employment Confederation - WEC), Verite and International Human Rights and Business (IHRB) have collaborated on regional workshops to bring groups of recruitment agencies together to discuss and share lessons learned about the roles and responsibilities the industry should take on.

These workshops were noted and appreciated by national-level partners, and there appeared to be a working relationship and level of trust built between the actors. Yet progress in this area is slow. In the words of one stakeholder, "We need a cultural shift, a shift in mindset to occur in order for the industry to understand that fair recruitment is good for business." This reality concerns not only individual recruitment agencies but associations as well, as observed in both Nepal and Jordan. A regard for profit at the expense of human rights generally appears to be the norm, with finger pointing between agencies in origin and destination, as well as toward governments when something goes wrong. The following discussion specific to Nepal and India, where WIF has been more active on recruitment, provides further insight into local and national-level realities and challenges. In Jordan, while WIF has not engaged much on recruitment yet, the evaluation team notes several emerging realities taking shape.

### **Recruitment in India**

In India WIF has worked at the national and state levels at the policy level, as well as supported partners Gram Tarang and SEWA to implement several models aimed to facilitate fair and safe recruitment. Areas of progress have been uneven, particularly on advocacy. A difficult reality in India is the non-formal nature of recruitment, particularly for domestic work, where, according to the Institute for Human Development (IHD) study supported by WIF, recruitment is done primarily by kinship networks and agents within neighbourhoods.

- ***Policy gains at the state level:*** The informal nature of recruitment for domestic work and the non-recognition of the positive role placement agents play in reducing unemployment has meant little progress has been made at the national level in influencing the recruitment process. Yet WIF has engaged at the state level, notably in Jharkhand, where the state government has followed ILO counsel and drafted the Placement Agencies Regulation Bill, effectively recognizing their role in the labour market. During the evaluation the state assembly had passed the bill, and other states are reportedly exploring the issue. The Bill provides for registration of sub-agents, obligation to pay at least the minimum wage, and written contracts between worker, agent and employer stating working conditions that correspond with C189.
- ***Work with associations and development of codes of conduct on fair recruitment:*** The workshop held in Delhi with CIETT and Verité did give rise to the formation of an association of recruitment agents (FORAI) but they are engaged in recruitment of skilled workers to go overseas. WIF has also carried out 3 major consultations with placement agencies in Delhi. The agencies have decided to form their association and it has been agreed that the agencies will develop a code of conduct on fair recruitment. While certainly beneficial and of relevance, most of these agencies recruit groups of workers for construction work overseas and skilled workers for other jobs.
- ***WIF's support to the strategy of the vocational training provider placing trainees directly with employers or unions at destination organizing placement of their members holds promise of ensuring ethical recruitment into decent work.*** Partner Gram Tarang combines skilling, placement and follow-up to ensure ethical recruitment into decent work. The Ministry of Skills Development and Entrepreneurship (MSDE) releases payment for training to the vocational training provider only if the trainee has been placed for at least four months in a job with a minimum salary of 7,500 INR. This condition ensures that employable skills are being imparted and that constant feedback is being obtained from employers on the evolution of skills demanded. The post-placement support being given through on-the-job training and intervention in case of emergencies by the Gram Tarang teams at destination are effective in ensuring decent working and living conditions.<sup>15</sup>

---

<sup>15</sup> Gram Tarang staff provided an example to the evaluation team of a company where they stopped placing their trainees because living conditions in the hostel did not meet their standards. The soft skills training observed by the evaluation team trains the girls in solving problems they encounter at the workplace or in the hostel and with support from the 'buddy' programme these problems have been solved so far. The reasons given for quitting the job are pressure from families to return mainly for marriage. Most girls would prefer to stay on, indicating satisfactory conditions.

Further, Gram Tarang's provision of skills training as part of its placement process provides a real sense of empowerment for young women in Jatni, Odisha, as was observed by the evaluation team. Skills training as sewing machine operators was effectively transformative as a group of young women were preparing to leave for garment factories in Bangalore. They were self-confident, excited about going to a big city and planned to support their families to some extent while saving to build their own futures. They hoped to work for as long as possible and were willing to delay their marriages to do so.

- ***WIF's support to cooperatives as a means for recruitment also holds promise of ensuring ethical recruitment.*** SEWA's cooperatives, in which domestic workers recruit new entrants into the occupation, safeguard both the interests of employers and workers. The cooperatives conduct police verification of the job applicants and eliminate those with a criminal record. They can also black list employers who have ill-treated their workers. WIF has supported the establishment of 2 such cooperatives in Delhi and Patna. Similarly, JGKU's cooperative of domestic workers in Ranchi will be a major step towards formalisation of the occupation through collective bargaining with institutional employers. The cooperative has just been set up with the intention to train workers to use more professional equipment as well as to develop written contracts for teams of workers for a fixed period of time with better conditions than they can get working in private households.

## Recruitment in Nepal

WIF's work with recruitment agencies in Nepal demonstrates the delicate balance involved in maintaining good relations, as well as the regional economics involved in the recruitment process. In 2016 WIF has focused on the drafting of operational parameters to assess fair recruitment practices, and to inform the development of Fair Recruitment Guidelines. It has also focused on guidelines for overseas employment of domestic workers, the Free Ticket Free Visa policy and the SAARC Action Plan to further WIF objectives on safe migration into decent work.<sup>16</sup>

In Nepal the recruitment agencies' involvement in the labour migration process has only recently been openly acknowledged; agents were recruiting informally, liaising with recruitment agencies in the Middle East until 2014. The GoN then authorized their work, and stipulated a \$25,000 deposit to send domestic workers to the Middle East as a form of insurance. Of the 49 agencies selected, approximately 35 have made the deposit and are authorized to send domestic workers. The process is now in place for 500 domestic workers who have received preapproval to go to Kuwait. In Lebanon 22 agencies have also deposited 10,000 USD to Nepali Embassy for recruitment of Nepali domestic workers.

---

<sup>16</sup> While more greatly focused on protection issues and work in communities in Nepal, the evaluation notes there is some cross-over between WIF and other ILO programmes focused on fair recruitment, where WIF's work has sometimes been 'handed over' to other programmes to take forward.

Yet another provision required, in addition to the deposit, is \$1,000 per job/worker. If the domestic worker is not paid a salary, or if there are any other problems, then the Embassy can assist to send the domestic worker back to Nepal. While Kuwait has agreed, in Lebanon, recruitment agencies have complained about the requirements and the labour flows from Nepal have ceased. Other countries are still under discussion. As no other South Asian country have made such stipulations, The Nepal Association of Foreign Employment Agencies (NAFEA) is worried the business will go elsewhere. While frustrated with the ILO and wanting a stronger and consistent voice in the other South Asian countries, as well as in the Middle East, the discussion has been on the agenda of the South Asian Association for Regional Cooperation (SAARC).

### Recruitment in Jordan

WIF in Jordan has focused its efforts thus far on working with partners on the anti-trafficking bill and supporting the Worker's Center. The ILO office is well connected with recruitment agencies in the country and has engaged them in various ways, yet WIF has had more limited engagement so far. The evaluation team notes the following as several emerging realities and/or opportunities taking shape for WIF:

- ***The Government of Jordan's (GOJ) interest to 'Jordanize' the labour market and increase the numbers of Syrian refugees working in the garment sector may impact labour migration flows from Asia:*** The EU and Jordan reconfirmed their solid partnership, strengthening their relations on political, security, trade and cooperation matters, at the 10th EU-Jordan Association Committee in Amman on July 2016. A decision was reached to simplify the rules of origin that Jordanian exporters use in their trade with the EU.<sup>17</sup> This will boost investment and create jobs for Jordanians, but also for Syrian refugees hosted within Jordan's borders. It is part of the EU's support to Jordan, including in response to the impact of the Syrian refugee crisis on the country and another positive step forward towards the finalization of the partnership priorities. This agreement will make it easier for Jordan to access the EU market and make better use of the preferential access to the EU market that it already enjoys. Together with other EU efforts to support Jordan, these measures will help boost investment, export and employment opportunities in the country, including for Syrian refugees.

There are certain barriers faced (see Annex 11 for further discussion) to hire Jordanians and Syrian refugees, so it is unclear how successful the effort may be. Further, there are some garment factory owners in Jordan who prefer the USA market over Europe. Yet the ILO will be active in supporting this effort, and WIF may need to reassess and align its objectives with this reality in work going forward.

---

<sup>17</sup> *Rules of origin* are the technical criteria which determine whether a specific product qualifies for duty free or other preferential access under a given trade agreement. The agreed relaxations of rules of origin cover a wide range of manufactured products and include both items that Jordan currently exports in small volumes to the EU and others where currently there is no trade. The alternative rules of origin now made available for Jordanian exports of these products to the EU are those applied by the EU to imports from Least-Developed Countries (LDCs) under the EU's Everything But Arms (EBA) initiative.

- ***The development of an ‘Insurance Policy’ for recruitment agencies:*** The new policy has been applied by Jordanian Law since April 20, 2016. The policy is a composite of three policies; 1) Life & accident insurance in the event of death, the family of worker will be the beneficiary and take care of employer initial recruitment investment and repatriation of body; 2) Health insurance which is very expensive in Jordan covering in-patient costs in hospital; 3) Refusing and leaving work insurance if worker wishes to discontinue working for a specific employer, provided the worker receives all her rights and the insurance will cover the rest of the contractual period.

Its application is uneven at best, with only 2 local insurance companies licensed by the GoJ to issue this policy in Jordan so far. Yet the evaluation team learned that one recruitment agency reported 500 cases of claims in the past 6 months. There is speculation that some recruitment agencies and/or employers abuse the policy and place false complaints to claim insurance value.

- ***The ILO’s FAIR project is currently implementing in collaboration with the Better Work Jordan (BWJ) programme a pilot intervention model to eliminate deceptive and coercive recruitment practices from Nepal to Jordan in the apparel industry and thus reduce the vulnerability of migrant workers to forced labor.*** The aim of this pilot recruitment model is to demonstrate that fair recruitment is possible and that it benefits both employers and workers. Where there are areas of collaboration in Nepal, more can be explored in Jordan.

#### **D. Collective representation of migrant workers in India and Jordan**

##### *Findings:*

- *WIF funds have contributed toward accessing migrant workers at the Al Hassan QIZ Worker’s Center in Jordan, a significant resource for providing entertainment and information to migrant workers in the garment sector; yet while ad hoc initiatives were identified for supporting worker organization, a more structured work plan targeted at more vulnerable workers is advised to warrant further support.*
- *In India membership in SEWA and JGKU has largely resulted in effective empowerment and collective bargaining for women in India, both in communities identified as source and destination. Although, as noted above, the majority of women are not recently arrived migrants but well established in destination communities.*
- *WIF’s greatest need and challenge going forward is to devise effective strategies to access the most vulnerable migrant workers in both garment and domestic work sectors, which include live-ins in the domestic work sector and garment workers in sub-contracting factories.*

##### **Experience in India**

WIF strategies of supporting unions have thus far proven effective in providing greater protection for women migrant workers while also serving to increase membership rates. As the CTA put it, "Organization is transformative". The evaluation team observed that women were much more vocal and self-confident after becoming members of SEWA or of JGKU. In Ranchi, the evaluation team had witnessed woman leaders of JGKU effectively changing the power dynamics in the work place and making the employers realize how dependent they were on their domestic workers. It was enough for a few union members to accompany the domestic worker to the employer's home to recover unpaid wages or get a worker who was dismissed without reason taken back on the job. This was also the case with SEWA, Delhi. Both JGKU in Ranchi and SEWA in Delhi had fixed rates for different housekeeping tasks and convinced employers to adhere to them. Collective bargaining with Resident Welfare Associations had been successful in Delhi in fixing wage rates, overtime payments and obtaining 4 days off per month.

SEWA in Delhi had increased their membership from 3,500 to over 7,000 domestic workers in Delhi since obtaining support from WIF. Leadership training had enabled domestic workers themselves to organize monthly meetings in their neighbourhoods. This had also been done earlier by SEWA staff. Skills training in care of new-born babies, children and the elderly was much appreciated by those the evaluation team met with but had not yet translated into higher wages for them. They had serious problems with the landlords of the buildings they lived in concerning provision of water and price paid for electricity. They have had some success so far in access to potable water and could take up collective action with the local authorities concerning electricity bills.

JGKU had also recruited 1,760 new members and created 28 new groups in the first phase of the WIF programme. During their second annual contract, they aimed to institutionalise collective bargaining and are now in the process of registering a cooperative that would negotiate contracts for teams of cooperative members to clean all homes in a Residential Society or the premises of an institution. This will lead to the formalization and professionalization of domestic work.

While the evaluation team identified women both in source communities and at their places of work as much more vocal and self-confident after becoming members of SEWA or of JGKU, it must be stressed that these were not recent migrants to the city and none of those that the evaluation team met with were live-in workers. The evaluation team also found unionization on a large scale being done in source communities among women engaged in different occupations. Here too village women had started approaching government officials with their demands.

Central trade unions in India now have a domestic work focal point. At a national workshop held in April 2016 WIF succeeded in getting the agreement of the unions and civil society organizations (CSOs) concerned to the essential components of legislation on domestic work based on C189. In Odisha and Jharkhand, the evaluation team noted booklets available for migrants that give information on minimum wages at destination, leave time, and overtime payment, as well as addresses of union offices at destination sites.

**Box 3: A story of unpaid wages in India**

*Six months ago, 50 Adivasi women from Alapoka Village, Sundargarh District, had worked under MNREGA for 24 days at 200 rupees per day to dig a pond. There was no crèche for their children as required by the scheme and they had still not received their wages. After becoming SEWA members, they went together to the Block Development Officer and then to the District Collector to demand their wages amounting to 240,000 rupees. The District Collector had promised to pay them in a week. At the meeting with the national consultant, they said that they planned to 'gherao' (surround his office and not let him leave) him if he did not keep his promise. In another case of a domestic worker who had migrated to Delhi, they recovered 22,000 rupees in unpaid wages with the help of the SEWA union in Delhi.*

Of the 2 strategies deployed by WIF partners focused on both destination and place of origin, unionization was observed to have made the women more combative and willing to take initiative even in the face of opposition. While a conclusive assessment could not be made by the team, the type of response and action by the organized women seemed more assertive in comparison to those women who had been informed about safe migration and given access to government schemes without forming collectives.

Another strategy employed involves the General Federation of Nepalese Trade Union's (GEFONT) attempt to access and organize Nepali workers in India through staging four mass rallies in Chennai Mumbai, Calcutta and New Delhi. The evaluation team could not assess the nature of the collaborations between GEFONT and Indian trade unions in this effort due to limited data, nor could it determine what outcome has resulted from this work. Attendance at these rallies reportedly ranged from 70 to 170.

**Experience in Jordan: organization of garment workers at the Workers Center**

Thus far WIF has focused exclusively on the garment sector in Jordan under Output 3 in its support to the Worker's Center, a project that grew out of the BWJ programme. BWJ has contributed to regularizing the garment sector by having a common contract for migrant workers in place, a collective bargaining agreement (CBA) that has governed the relationship between workers, employers, trade union and GoJ, and establishing the first Worker's Center in Al Hassan Qualified Industrial Zone (QIZ) in northern Jordan, an area bordering Syria. The WIF budget supports the Center and overall budget, together with the Swiss Agency for Development and Cooperation (SDC).

The evaluation team found overall the access to services the Worker's Center provides to migrant workers are very positive and appreciated, yet again, there is an issue of targeting the most vulnerable of migrant workers in Jordan. There has been no focus on domestic workers who are in a much more precarious state, and those migrant workers in smaller sub-contracting factories within the garment sector who are not accessing services at the Worker's Center. Further, the main area of service is provision of support services to the migrant workers, and does not extend to collective representation. Finally, the evaluation team notes the inefficiency of the model, raising questions about continued support and expansion, as discussed below.



***Migrant worker membership in the trade union and their awareness about its benefits:***

The total number of workers in the Ready-Made Garment (RMG) sector in Jordan is 62,191 (44,855 females and 17,336 males) of which 45,592 or 73 percent are migrant workers and 16,599 are Jordanians. It is worth noting that there are 4000 workers in the small subcontractor companies. The total number of membership in the General Trade Union of Workers in Textile, Garment & Clothing Industries (GTUWTGCI) is 35,280, which constitutes about 56.7 percent of the total number of workers in the RMG sector. This is an indication that not all companies have union committees or encourage workers to join the GTUWTGCI.

The Al Hassan QIZ Worker Center supported by WIF is one of many QIZs in Jordan. It serves 24 companies and a total of 23,000 workers. Of the total number of migrant workers in the QIZ, approximately 55 percent are members of the GTUWTGCI. A monthly membership fee of JoD 0.5 is deducted from their salaries as per the sectorial CBA under the provisions of the Jordanian Labour Law No. 8 of 1996<sup>18</sup> between the representatives of Jordan Garments, Accessories and Textiles Exporters' Association (J-GATE) and the Association of owners of Factories, workshops and Garments (AOFWG) {first party} and the GTUWTGCI {second party}. The parties are keen to ensure the continuity of the textiles and garments sector to support the Jordanian economy and improve the working conditions of workers in this sector.

The benefits or services attained from membership include access to 5 GTUWTGCI offices operating within the QIZ area. The union will advocate on an annual basis for improving salaries and enacting raises, improving health and safety conditions at workplace, facilitate electing workers committees within factories, and will address daily workers problems/complaints whether individual or collective complaints.

In FGDs with migrant workers at the Workers Center, the evaluation team found that they understood the importance of joining a trade union, "We all come for different countries and we need the trade union to fight for our rights." Yet most of the FGDs participants had not joined union committees within their factories or knew the location of the GTUWTGCI premises or the MoL Office within the QIZ.<sup>19</sup> Further, a large majority were not aware of the deductions to their salary for membership in the GTUWTGCI. More focused effort is needed to raise the awareness of migrant workers about their rights under the new CBA.

***WIF's support for the Workers Center: provision of general support services versus collective representation services:*** The Workers Center in the Al Hassan QIZ has provided a recreational space for migrant workers where they can meet, conduct religious and cultural

---

<sup>18</sup>The Sectorial Collective Bargaining Agreement (CBA)- The companies covered by this Agreement shall deduct monthly membership dues in the amount of JD 0.5 per worker as provided by article 11 of the memorandum of agreement dated 8 November 2014 and published in the Official Gazette in 31/12/2014. All dues shall be deposited in the union's bank account by the 15th of each month.

<sup>19</sup> The MoL Office within the QIZ has an Inspection Division to visit factories, inspect and fine employers in the case a violation is detected. Labor Inspectors are to conduct one or 2 visits per month to talk to workers directly and investigate complaints in the presence of the employer/company manager. Accordingly, individual or collective complaints can be resolved.

ceremonies, perform art contests, use the gym and dance floor, buy snacks at a canteen, and attend English Language classes and computer classes. They are also able to connect with their families in the computer labs through the internet. These general support services serve a vital function for migrant workers in the QIZ, and enable dialogue and exchange outside the workplace. The Workers Center has largely been seen as successful, leading to migrant workers in other QIZs in the country to request their own centers. WIF is reportedly planning to establish a new workers center in Al Dulayl QIZ during the latter half of 2017.<sup>20</sup>

The Workers Center has also reportedly organized – or has in the past – a number of trainings and awareness-raising sessions about rights and responsibilities, the Jordanian Labour Law, the role of trade unions and the importance of participation, basic financial skills, basic health, nutrition and hygiene, as well as gender-based violence in the workplace. However, none of the migrant workers participating in the FGDs at the Workers Center were aware about such trainings, and there is currently no work plan for such work known to WIF partners in Jordan.

While the Workers Center primarily fulfils a service-oriented function for those migrant workers working in the larger factories who are able to access, the evaluation team did come across a few examples of advocacy support for migrant workers by the GTUWTGCI, J-GATE and the AOFWG, in addressing exploitation in the workplace, as described in Annex 13. While stakeholders were clear that the large companies party to the CBA and in support of the Workers Center are largely free of exploitative practices, there are 4000 migrant workers in the small sub-contracting factories still experiencing exploitative practices. Those migrant workers accessing the Workers Center are from the larger factories who do enjoy better conditions overall.

***Certain inefficiencies in Workers Center operations:*** The Workers Center is effectively designed to give safety to migrant workers with the opportunity to come together to share stories, seek advice, receive information, and advance their interests in different areas of learning, such as language and computer skills. The evaluation team identify it as an engaging program that offers migrant workers a productive collective space outside their dormitories and work in the factories. It also offers a vital means with which to communicate with migrant workers and engage them in any programmatic objectives and services. However, in addition to challenges in accessing those migrant workers who are most vulnerable, as discussed above, it is financially expensive to establish, operate, and it is donor dependent. The financial sustainability for the Center is currently not identified, as understood by the evaluation team, and thus provides challenges for possible future replication in Dulayl and Al Tajamuout. The evaluation team notes the following inefficiencies in its operations:

- ***Channelling of DFID funds to the Workers Center:*** The streamlining and channelling of both DFID and SDC funds to the Workers Center also vary. SDC funds are reportedly easier and more accessible as compared to DFID funds. The channelling of DFID funds from ILO India to Jordan requires an initial transfer to Lebanon, where a request is initiated for expenditure approval from Geneva before it reaches Amman. Financial

---

<sup>20</sup> As per work plan, WIF September 2016 – January 2016

resources allocated to Amman office has to be sent from programme HQ office in India to the ILO Arab States office in Lebanon (Beirut) as the Amman office does not have an official legal registered presence in Jordan as a mission. As a result, the transfer has to go through the UN system.

This has led to the WIF budget reportedly 'under-spending' for 2016 until the first quarter of 2017. To add to the complexity, the Workers Center is an established association under the Jordanian Ministry of Social Development, and the Ministry needs to approve the Center's receipt of foreign funds plus security clearances. This takes months to be concluded.

- ***Slower expenditure for Worker Center activities as a result:*** WIF personnel have experienced slow transfer of allocated funds in budget lines needed for implementation of activities. For example, the canteen is stocked by a limited variety of items from the income received from sold goods. The budget allocated to buy canteen goods needs to be streamlined promptly to avoid reaching the minimum stock level or running out of stock. This has adversely affected the canteen sales and rendered canteen services less attractive to the migrant workers.
- ***Hiring delays for the Workers Center:*** Internal ILO administrative delays were experienced to appoint the Al Hassan QIZ WC Manager since mid-August 2016. Many internal recruitment steps incurred to finalize the process within the UN system, especially to fund the contract from the Beirut regional office. These delays can impact the timely manner to achieve WIF outputs and will affect the work plan timelines developed for the Workers Center, as well as efforts to replicate the model in other QIZ industrial zones.

***WIF focus on garment sector over domestic work sector in Jordan – targeting the most vulnerable:*** Migrant workers in the domestic work sector are in a precarious situation, particularly those who are live-ins working for one employer. The *kafala* or sponsorship system ties migrant workers to individual sponsors for the contract period. Hence, domestic workers have no say in their contract or working conditions. The contract is effectively between two unequal parties with unequal bargaining powers between employer and worker. Their mobility is restricted, and they cannot terminate their employment contracts. While for many domestic workers migration is a life-enriching experience, for many others it is a journey of fear and unfair treatment. Excluded from labor laws in most Arab countries, complaints are done on an ad hoc basis with no clear complaint system in place. The domestic workers cannot establish trade unions and their voice and agency to claim rights are curtailed.

At the policy level, organizations representing domestic workers need devoted effort to assess the feasibility of establishing a committee for domestic workers under the General Federation of Jordanian Trade Unions (GFJTU). WIF should also review and advocate for changes in the regulations (initially developed in 2009) affecting the status of

domestic workers as they address employers', recruitment agencies' positions, and the governmental *Kafala* system.

## E. Law and policy strengthening: Advocacy gains and challenges

### *Findings:*

- *There is evidence of the use of WIF research studies produced for advocacy purposes, most notably in Nepal on the migration ban, where WIF has taken a lead role with other members of the Kathmandu Migration Group (KMG);*
- *The more complex political environment in India has made advocacy gains more elusive for WIF, yet some progress has been made in forming coalitions and commenting on draft laws;*
- *WIF has benefitted from BWJ's work in reducing the incidence of forced labour in Jordan. WIF's primary advocacy contribution has been providing inputs to the Anti-Trafficking Law. WIF is well positioned to further advocate and influence the development of the Law.*

The Law and Policy Strategy (dated 14 Sept 2016) outlines a wide range of relevant policy categories for WIF in both origin and destination areas, including local development policies, labour migration policies, migrant worker rights, and justice with regard to forced labour. There are varying levels of progress made in influencing policy, as discussed below. With all advocacy pursuits, timing is of essence, as well as capacity building and the development of awareness among identified constituents, and effective leadership and representation. The evaluation team notes the progress made and the ongoing analysis of the ILO WIF team as they engage in advocacy. The team also notes the one-step forward and two-steps back experience of the programme, the challenge to affect change on a complex issue, and overall the need for greater collective representation and mobilization among WIF partners.

### Successful advocacy on the migration ban in Nepal

The WIF project in Nepal has successfully used its research on the migration ban to inform policy-makers about the negative aspects of the law and to advocate for the lifting of the ban. The GoN has agreed to lift the ban for a one-year period to review the impact and to then decide whether to impose it again or not. The WIF project has taken a high profile lead on this advocacy, with the ILO chosen to represent the KMG. The successful organization among multiple actors who are members of this group, including the SDC, has resulted in sufficient pressure on the GoN to reconsider the policy. The capacity of the KMG to monitor and influence GoN interpretation of the ban lift's impact after one year will be crucial.

In the foreign employment policy review and implementation process, the WIF partners' participation in dialogues, advocacy and technical meetings have been effective to raise several issues around foreign employment and rights of migrant workers. In this context, the role of ILO and WIF partners have been appreciated by senior officials of Ministry of Labour

and Employment and other partners such as SDC, DFID and the Foreign Employment Promotion Board (FEPB) – especially in capacity development and empowering communities for safe migration and foreign employment at the grassroots.

### **Advocacy challenges in India**

Advocacy in India is more complicated due to restructuring of MoLE, the line Ministry of the ILO, and the creation of a new MSDE that has taken over its skills training mandate. WIF has used safe migration as an entry point for discussion, however, from the interaction the evaluation team had with MoLE in Delhi, it seemed that information on the programme had not reached the highest level. This may be because there is no Project Advisory Committee for WIF in India, a body that would be headed by the MoLE, as well as the national level's preference for WIF engagement at the state level.

Concerns in India relate to business interests over work welfare and government preference for a protectionist approach over a right-based approach. In Jharkhand, there was even the suggestion that the programme did not correspond with the present policy of the government, which was to stop migration and bring women migrants back to Jharkhand. While the NPC has been very active and maintains regular contact with Labour Departments in the States covered by the programme, the evaluation team notes, however, that the collective strength of the ILO constituents have not yet been sufficiently mobilised by WIF. Overall the evaluation team notes that WIF operates in a reticent political climate, and identifies WIF advocacy challenges and achievements in the following areas:

#### **Domestic work sector**

Recognition of domestic work as an occupational category has recently made some headway. It was included as such for the first time in 2008 in the Unorganized Workers' Social Security Act. The State Social Security Boards that are mandatory under this Act have not yet been formed in all states. In 2011, domestic workers, irrespective of their levels of income, were given access to subsidised health insurance under the Rashtriya Swastha Bhima Yojana. Once again, in 2013, the Sexual Harassment in the Work Place Act makes official reference to domestic work.

The GoI is revisiting the National Policy on Domestic Work. WIF is now advocating for separate legislation on domestic work. At a national workshop held in April 2016 it succeeded in getting the agreement of the Trade Unions and CSOs concerned to the essential components of such a legislation of which C189 will be the basis.

The ILO advocated for and facilitated the establishment of the Sector Skills Council on Domestic Work that was set up in 2015 by a consortium of members under the leadership of Prayas. So far, 300 vocational training providers have applied for affiliation. It aims to train 2.5 million women and girls in domestic work by 2025 and place them as well. It would be advisable to adjust these numbers to the evolution of demand for them so that over supply does not depress their wages.

The Labour Ministry would like the States to be the first to legislate on recruitment practices and rights of domestic workers to test its feasibility before introducing a bill in parliament. The NPC has worked closely with the Labour Department in Jharkhand in drafting a “Jharkhand Private Placement Agencies and Domestic Workers Regulation Bill” which was enacted in the winter session of the Legislative Assembly in 2016. The bill has the advantage of recognizing the activities of sub-agents and providing for their registration. It stipulates that the agent must provide a written contract between the employer, worker and agent that guarantees at least the minimum wage of the destination state, overtime payment, healthy and safe travel and living conditions. Jharkhand has also created a Social Security Board for domestic workers in which JGKU has registered 400 workers of which 185 applications have been approved. In Odisha, a similar Social Security Board for domestic workers is being set up. Chhattisgarh has an Act to regulate placement agencies but, as the wording of the Act tends to criminalise them, not one placement agency has registered under it so far.

### *Garment Sector*

The reluctance of the Central Government and certain concerned states to allow WIF interventions in the garment industry is a major constraint faced by the project team. Following a complaint submitted by the Garment Labour Union in Bangalore and the International Trade Union Confederation (ITUC) in Brussels under Article 23 of the ILO Constitution denouncing the Sumangali system in spinning mills in Tamil Nadu, WIF is negotiating possible work on social dialogue with the Tamil Nadu Government. Steps taken to adopt coordinated advocacy on domestic work legislation could be extended to other amendments, including the consolidation of labour laws envisaged by the Central government. Most importantly, policies to prevent mobility in the name of protection, must be countered as these are forcing women to migrate in secret, thus making them more vulnerable.

### *WIF engagement on other policy advocacy initiatives*

In the past, legislation in India restricted the definition of trafficking to movement for sexual exploitation. As a signatory to the Palermo Protocol, India amended its Penal Code in 2013 to introduce Article 370 A that concerns trafficking for labour exploitation. An Anti-trafficking Bill to replace the Immoral Traffic Prevention Act, 1956 is on the anvil and will include trafficking for labour exploitation. The ILO, as well as several implementing partners of WIF, sent comments on the first draft. However, later versions of it have not been made public. Since trafficking comes under the Ministry of Women and Child Development (MWCD), the Joint Secretary of the Labour Ministry said that MoLE is not participating in the drafting committee.

An amendment to the Interstate migrant workers’ Act is also being drafted with the active participation of the ILO. It may include demands of migrant workers such as access to health care, portability of ration cards that will allow them to purchase essential food items at subsidized prices near their places of work, and wage payments directly in their bank accounts. WIF recently organized a meeting of experts to envisage action by source states on destination states to take these issues up.

There are several government schemes that WIF partners have made accessible to vulnerable groups in the rural areas, but laws such as the Unorganized Workers' Social Security Act (2008) have only been partially implemented. The recent failure of the proposal to oblige enterprises with 10 or more workers to register for the Provident Fund is indicative of the priority given to 'Ease of Business' over social security for workers.

### State of WIF advocacy on migrant workers' rights in Jordan

WIF's work in Jordan benefits greatly from the gains made by the BWJ programme over the past decade. Just prior to the evaluation team's visit to Jordan, The US Bureau of International Labor Affairs (ILAB) announces the publication of its seventh edition of the List of Goods Produced by Child Labor or Forced Labor (List), pursuant to the Trafficking Victims Protection Reauthorization Act (TVPRA) of 2005. The 30 September 2016 edition features the removal of Jordan from US forced labor listing.<sup>21</sup>

Collaborating with the ILO on the BWJ programme has been Jordan's most significant step to combat forced labor in the garment industry. It is the result of the collaborative effort of J-Gate, BWJ, and the MoL in influencing effective changes in multitude of areas: recruitment fees prevention; freedom of migrant workers' association and organization under general trade union; developing, endorsing and translating a unified contract to 9 languages; developing the CBA that regulated wages, employment conditions and seniority issues in the garment sector; improving the living conditions of migrant workers in dormitories; and achieving zero cases of migrant workers' passport confiscation in the garment sector.

While the main WIF intervention in Jordan has focused on provision of funds to the Worker's Center, which includes ad hoc advocacy initiatives as discussed above, the programme has also devoted efforts to commenting on the legislative review of the Anti-Trafficking Law and will provide comments specifically on labour trafficking, preventive mechanisms and how to address root causes of trafficking. A draft of the law was still to be shared for comment by the GOJ at the time of the evaluation.

The ILO office has taken a lead role on several workshops and is well placed to continue providing inputs at the request of the GOJ and in cooperation with other civil society groups and international organizations. A recent August 2016 workshop was especially productive with collaborative inputs and reviews as well as discussion on a trust fund for victims of trafficking under the new anti-trafficking legislation. Given the restrictive political environment in Jordan, it is worth noting that judges from the Ministry of Justice facilitated the workshop for the first time. They presented the main outcomes and recommendations of the workshop, which included the addition of CSOs, unions and employer associations as members in the National Anti-trafficking Committee.

---

<sup>21</sup> Federal Register / Vol. 81, No. 190 / Friday, September 30, 2016 / Notices  
<https://www.gpo.gov/fdsys/pkg/FR-2016-09-30/pdf/2016-23479.pdf>

## Use of research results to inform advocacy

The evaluation team identified just 2 WIF studies that have successfully informed advocacy efforts for the programme:

- ***Advocacy on the migration in Nepal:*** The results of the “No Easy Exit: Migration Bans Affecting Women from Nepal” study was used to inform policy-makers about the issue by WIF in collaboration with the KMG.<sup>22</sup> This led to a lifting of the age ban for women under 24 years of age to do domestic work in the Middle East. This new policy, while representing a victory in WIF’s advocacy efforts, also introduces a new issue: women with children under 2 years of age cannot migrate. The KMG, together with GAATW has advocated to reduce the age ban for women to 18 years of age, equal to that of men regardless of the age of their children. A review of the policy’s effect specific to these 2 areas after one year will inform whether the ban will continue to be applied or abolished. To solidify this advocacy gain, it is vitally important for WIF to effectively monitor and help define for the GoN what constitutes success under the suspension of the ban. This should be used for further advocacy efforts.
- ***Informing the drafting of the anti-trafficking action plan in Jordan:*** The study “Migrant Domestic and Garment Workers in Jordan: A Baseline Analysis of Trafficking in Persons and Related Laws and Policies” was used to enhance WIF stakeholders’ knowledge on the legal framework governing migrant domestic and garment workers in Jordan. It was used in drafting the NPC workplan, in reviewing the Anti-trafficking action plan and developing specific capacity building interventions for judges in addressing labor trafficking.

## F. Capacity development and learning

*Findings:*

- *A clear challenge to the regional and national-level workshops is to follow up on outputs and to move the agenda forward.*
- *There is evidence of the WIF studies providing ILO staff and partners opportunities for learning and reflection, a means for influencing broader discussions among the public, and, in the case of the Nepal study on the migration ban, as discussed above, a means for influencing policy.*

### Regional workshops, capacity building and coordination.

---

<sup>22</sup> The ILO currently plays a leading advocacy role in the Kathmandu Migration Group, an inter-agency group uniting donors and international agencies in Nepal. Its purpose is to promote the wider application of all relevant instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better-coordinated approaches to the issue of migration. Members are EU, GiZ, ICIMOD, ILO, IOM, SDC, UNDP and UN Women.



While workshops with global partners held in various locations were reportedly highly rated and the wealth of knowledge global partners brought to the workshops well received, there has in some cases been a struggle to connect the topic of issue discussed with local realities on the ground. National partners in Nepal did speak favorably, however, of the capacity building benefits provided by MFA, GAATW, and CIETT in particular. It is clear to the evaluation team that the primary challenge lies in following up on its outputs and moving the agenda forward, both in terms of advancing programme objectives and building capacity in a more systematic way. A significant role in this effort falls on the WIF CTA and NPCs to coordinate and assist with communication.

Coordination has also been a challenge, with multiple global partners wanting to understand what is going on in other areas of the project, whether it is in other programme countries or other programme components. While all partners conveyed understanding of the 5 components and the overall objective of the programme, a desire to better understand what is going on and how their work can coordinate with others was expressed.

Overall, the evaluation team found the collective strength of WIF partners, particular those at the national and community levels, together with the ILO constituents, particularly employers’ organizations, have not yet been sufficient mobilized by the programme. More interaction and sharing of information between partners on a regular basis is necessary. This would enhance the efficiency, effectiveness and sustainability overall of the programme.

### Learnings from research

The evaluation team surveyed the ILO CTA and NPCs on WIF research published to date, learnings it provided for the programme, and any implications it had for programme strategy and guidance. Nine studies were cited by the respondents, and in most cases, those studies most relevant to their respective countries of work were discussed.<sup>23</sup> The study “For a Fee” was commented upon and discussed by 4 of the 5 respondents, indicating greater usefulness and relevance across all countries. Overall there are examples of the studies providing ILO staff and partners opportunities for learning and reflection, and a means for influencing broader discussions among the public. The evaluation team found 2 examples of the “No Easy Exit” research findings providing a means for influencing policy: in the case of the Nepal study on the migration ban, as discussed above; and as the basis for a policy brief to thwart the same ban implemented in India.

The evaluation team notes that none of the studies have been translated into local languages. Such an effort would assist capacity building efforts more broadly. Table 5 outlines the learning and use of 4 WIF studies.

**Table 4: Learnings and use of highlighted WIF research for the programme**

Name of study	Focus of research	Programme learning and use
---------------	-------------------	----------------------------

<sup>23</sup> A compilation of the survey data is found in Annex 8.

<b>“For a Fee”</b>	Revealed the complex organization of the recruitment system of Bangladeshi women for work in Jordan and Lebanon, and provided evidence of fee payment by workers	<ul style="list-style-type: none"> <li>• The question it provoked was concerning ways of bringing down the cost of recruitment and the need for more research on the business and motivations of sub-agents and, more widely, on the impact of bad policies on migration.</li> <li>• It was released in Geneva at a joint UNODC-ILO Call for Action. It has been used in Lebanon and Jordan for capacity building of private employment agencies on fair recruitment and policy meetings on migrant rights protection and deductions from wages.</li> <li>• More generally, it is part of the body of evidence required at international level to draft Fair Recruitment Principles and Guidelines.</li> </ul>
<b>“Intertwined” and “Persisting servitude”</b>	The study in India showed that only 5% of employers recruit their domestic workers through agencies and that they would be unwilling to pay higher wages for certified skills.	<ul style="list-style-type: none"> <li>• Both studies helped WIF programme staff understand the employers’ point of view.</li> <li>• Both studies disseminated through public events and workshops. Reactions to the Indian study were captured in a short film.</li> <li>• In Lebanon, it reactivated a debate on social media on the rights of migrant domestic workers and the growing need for care and for inclusion of domestic work in labour law.</li> </ul>
<b>“No Easy Exit”</b>	A qualitative study on how bans precipitate unsafe migration	<ul style="list-style-type: none"> <li>• The study was discussed in the Project Advisory Committee in Nepal and with the social partners.</li> <li>• Workshops were organized in districts covered by WIF and project partners disseminated the research online. Reactions to it were that there was a need to protect women while upholding their rights and to resist patriarchal gender stereotypes and prejudices against lower castes. Stakeholders also said that there was a need to promote local employment over migration.</li> <li>• This study informed the drafting of legislation in Nepal and, more importantly, the age limit for emigration of women from Nepal was reduced from 30 years to 24.</li> <li>• In India, attempts to introduce a similar ban were thwarted by a policy brief from WIF backed by the findings of this study.</li> </ul>

## G. WIF M&E

### Findings:

- *While a detailed logframe exists and has been revised according to new learning, the programme lacks a developed M&E framework or system in place that is known, contextualized to each country context, and used by programme staff and partners. Such a programme would enable better identification and collection of pertinent data, its analysis and use to monitor progress toward reaching programme objectives, as well as provide greater depth for the evaluation process.*

The WIF project has a well-designed Theory of Change and well-crafted strategies for each of the components. These documents have been developed recently within the past year since the current CTA came on board. A full M&E framework for the programme has not been developed, however, there is a logframe that has been used and updated that includes articulated assumptions and targets. An evaluability assessment was concluded in late 2015 that served to further inform its development. A revised version is soon to be finalized by the ILO and DFID.

In addition to assumptions identified in the TOC and the logframe, targets are articulated in the logframe. Output and outcome indicators are identified, as are notes on which output could be measured during the mid-term and/or final evaluation and where it may be sourced and in some cases there is reference as to how. While the logframe contains more detail than normally found in such a tool, the evaluation team found that it was not a 'live' document or a user-friendly document providing guidance to all WIF team members and partners to inform the monitoring of the programme.

A developed M&E Framework for the programme would address the underlying assumptions to the programme logic, and based on that analysis, identify where data might be collected for on-going monitoring and analysis as a process distinct from the focus of the mid-term and final evaluations. The data collected during the monitoring process then should be easily accessible and used during the evaluations. Further, identification of roles with regard to the collection of monitoring data identified relevant within the country context and its frequency would enable better clarity for WIF team members as to what is their responsibility. The logframe appears to be an exercise among certain stakeholders and does not provide for operationalizing an M&E plan that is known and understood widely.

The evaluation team came across reference to data collected by the Nepal partners just following orientation or pre-departure training. This data reportedly has been used to refine key communication messages and adapt them to local needs, yet it has not been analyzed to identify changed attitudes and knowledge as a means to monitor progress toward achieving objectives. Similarly, there is data collected in origin communities in India that is at present under-utilized. It has so far been used at the local level to give access to services to potential migrants and family members of migrants as well as to improve communication. The records kept by partners have the potential to support the evidence base being created by the project if they are consolidated at national or even sub-regional level.

The evaluation team understands the LSHTM will be providing their findings from over 10 different studies done in the WIF countries, primarily all in origin communities and focused on pre-departure decision-making of migrants. The results of the studies may help to further inform WIF activities, yet given the timing and difficulties in coordination between the two partners, there is the likelihood of the studies more adequately serving a learning purpose for the anti-trafficking field as a whole more than as a means for monitoring progress toward achieving objectives for the programme. Indeed the lack of an M&E plan from the start of the programme gives indication of a lack of coordination between the 2 partners and how the

LSHTM's research would be used in a timely manner as one means for the programme to monitor overall progress in reaching its desired goal.

Despite the lack of coordination and a better-developed M&E framework for WIF, the evaluation team identified several ad hoc instances of learning specifically from shared findings by the LSHTM team. The Nepal WIF team, for example, shared several areas of planned activity based on a 3-page report of LSHTM findings. These included the need to develop multilingual materials for women from different ethnic groups as part of community-based work; sensitizing further within the communities about the prospects of debt; accessing various applications for mobile phones to disaggregate data by gender; and identifying potential resources for aspiring migrants to access at destination.

The evaluation team was struck by the obvious opportunity to track migrants from origin to destination to identify varying stages of the migration process, the coping mechanisms adopted and decisions made, services provided and accessed to give meaning to and study in a more systematic way levels of varying vulnerability. While the LSHTM team has attempted this in certain areas, challenges reportedly exist with regard to access and privacy issues. Yet if achieved, such a process would bring to greater light the levels of exploitation experienced by live-in domestic workers, as well as serve as one means to monitor progress toward achieving programme objectives while giving further shape to the term 'vulnerability' as used in the desired programme outcome.

As for the use of M&E as a means of accountability to stakeholders, the evaluation team identifies WIF as having largely engaged in upward accountability to donors. Downward accountability to partners and direct beneficiaries in providing information and knowledge dissemination and sharing has been weaker. Such a strategy, as discussed above, should be detailed as part of an M&E framework for the programme.

#### **H. An assessment of WIF's Value for Money: economy, efficiency and effectiveness**

##### *Findings:*

- *The challenge to target women migrant workers who experience greater levels of vulnerability, the lack of an M&E framework, and the Workers Center's inefficient operations are areas of WIF programming that represent low value for money;*
- *WIF's cost sharing with other ILO labour migration programmes constitutes good value for money;*
- *Building upon existing structures and frameworks, institutionalization of WIF's efforts and uptake by partners are all signs of sustained progress for WIF, which constitute good value for money.*

Discussion above on several crucial areas of the programme point to a certain amount of inefficiency in the implementation of the program. A more targeted approach to both aspiring women migrants and migrant women workers who do experience higher levels of

vulnerability would make for a more efficient use of funds. These include women in more remote areas near the border of Jharkhand, India, for example; women in the sub-contractor garment factories in Jordan who are more likely to experience abuse; and live-in domestic workers in Jordan and India.

Secondly, the challenges with regard to programme management in the first several years of implementation point to inefficiencies which had undeniable impact on delayed implementation of all programme components, and, specifically for the community-based work, difficulties in choice of partners in striving for a uniform rights-based approach.

Thirdly, the lack of a well-developed M&E framework to guide the monitoring and evaluation of the programme can only result in certain inefficiencies in implementing this area of work. Greater purpose and differentiation between what is to be monitored versus evaluated for the programme would give better focus and greater efficiency in understanding progress toward desired programme outcomes.

It is also worth noting here the certain inefficiencies in operating the Worker's Center in Jordan related to financial management and the specific challenges the ILO Jordan office faces. Moreover, the different financial management systems used in India and Lebanon, which channels funds to Jordan, make for certain operational challenges, including transfer of funds, which accounted for some real inefficiencies.

And finally, a third area relates to WIF contracting of partners on a yearly basis – a practice that has led to a high administrative workload for the ILO Delhi team, and seemingly detracting from other project management functions for the CTA. Given the complexity of the programme and the travel required, the administrative workload has been substantial. In addition, the inability to plan longer term for WIF partners beyond one-year contracts makes for more inefficient and less effective implementation of activities.

The evaluation team found good Value for Money in other aspects of the programme, including the cost sharing WIF has experienced in each of the countries with other ILO labour migration programming. Signs of sustained activity also point to a very high level of efficiency and Value for Money. These relate to the building upon existing structures and frameworks and thus further strengthening and institutionalizing these efforts, as well as the uptake of WIF by partners which may lead to sustained programming.

#### **Maximizing impact: WIF collaboration with other ILO programmes**

WIF is well integrated into the DWCPs of India, Nepal and Jordan, contributing in full to desired outcomes associated with labour migration and reduced vulnerabilities within the ILO. Other ILO programming areas on labour migration seek to promote the rights of the migrant worker in a rights-based approach, thus adding value to WIF's work in a variety of ways. Further, WIF is aligned with SDG 8 on labour migration and the welfare of migrant workers, thus contributing to the global development agenda.

As a result of WIF contextualized within ILO DWCPs and the SDGs, there has been interaction and contribution of resources, both technical and financial, which have provided WIF with a high level of Value for Money as implemented by the ILO. Table 6 outlines WIF cost shared activities across the 4 countries amounting to a total of USD 893,532, with 25 percent contribution from other ILO programmes. Detailed information by country is found in Annexes 13 to 16.

**Table 5: Cost sharing between WIF and other ILO labour migration programmes in USD**

	Types of activities	WIF funds	Other ILO labour migration programme funds	TOTAL
<b>Nepal</b>	Consultative workshops, documentary, capacity building workshops, development of training modules, policy review, support to drafting BLAs for Jordan and Lebanon	647,009	141,163	788,172
<b>Jordan</b>	Consultations with government, workshops and trainings	11,000	11,000	22,000
<b>India</b>	National consultations, research studies, evaluations	14,351	66,688	81,039
<b>Bangladesh</b>	Multi-stakeholder consultation	1,500	821	2,321
<b>TOTAL</b>		<b>673,860</b>	<b>219,672</b>	<b>893,532</b>

Further, the evaluation noted examples of labour migration work initiated by WIF and then handed to other ILO programmes for further implementation, particularly in the case of Nepal.

#### Signs of sustained and institutionalized activity

The evaluation team noted both examples of work building upon existing structures and further strengthening processes, as well as signs of genuine interest among local government actors in furthering WIF work after the programme finishes. Promise of sustained activity adds to the efficiency and value of the work in the sense that it has contributed to and generated sufficient interest and commitment on the part of stakeholders. Evidence of this includes:

- **Government prioritization of safe labour migration in local policy framework.** The district office in Dolakha, Nepal has prioritized labour migration and safe practices within its policy framework, a policy development that has been directly impacted by WIF's

work. They have developed guidelines to mainstream safe migration and foreign employment, and these are provided to VDCs for consideration in local level planning and resource mobilization processes. The evaluation team understands that in other project sites in Nepal, prioritization of safe migration, foreign employment and human trafficking issues are also in the local development agenda, although the team has not identified whether this is a direct result of WIF programming.

- ***Building and reinforcing existing structures in place.*** WIF partners in Chhattisgarh, Jharkhand and Odisha, India are building on existing structures in the community and involving government health workers and child care workers as community mobilizers. They are delivering information on safe migration to patients and parents with whom they are in constant contact. Panchayat Facilitation Centres in Jharkhand and Soochna Kendras in Chhattisgarh are examples of using the infrastructure of the local government to deliver benefits to vulnerable families and reduce the pressure to migrate.
- ***Linking with existing networks.*** Both SEWA and NDWM have branches in several States of India that would allow information about individual migrants to be communicated between source and destination. In the case of Odisha, there is even a network within a network, NAWO -- an Alliance of Women's Organizations that is working through SEWA as a WIF partner -- which covers both source and destination areas within Odisha.
- ***WIF collaborations with non-WIF partners to augment the value added of each stakeholder.*** The collaboration on the revision of the Anti-trafficking Bill in Jordan between WiF and the International Center for Migration Policy Development's (ICMPD) project, "The Support to the Mobility partnership between the European Union and the Hashemite Kingdom of Jordan (JEMPAS) Project," complements and supplements WIF interventions. JEMPAS collaborated with WIF to provide technical assistance to the National Anti-trafficking Committee under the Jordanian MoJ through sharing the lead on conducting workshops and carrying out assessments of the strategy and action plan.<sup>24</sup> Another example is WIF's involvement in the KMG in Nepal, where collaborative advocacy efforts have led to a stronger voice in advocating for safe migration into decent work.

### Implementation of activities: an inefficiency balanced by an efficiency

---

<sup>24</sup> WIF supported conducting a multi-stakeholder workshop to review the anti-trafficking legislation, and another workshop will be organized to endorse the outcomes of the first workshop before sending the draft amended legislation to parliament. ICMPD will conduct the initial assessment of the current National Anti-trafficking Strategy and action plan, followed by a workshop with WIF to combine forces in the reform strategy/action plan. They will also engage in capacity building of National Anti-trafficking Committee members but WIF reportedly does not consider this as a priority with the experienced high turnover of government officials within government institutions; ICMPD will also assisting the MoJ in setting a sound 'National Referral Mechanism NRM', and WIF will focus on the policy making and legislative reform, where potential for high policy level impact is anticipated. WIF will also provide direct assistance to empower migrant workers by focusing on pre-departure preventive measures to make informed decisions (WiF component 1) and offering various services at the Workers Center (WiF component 3).

The evaluation team also found that where there was an inefficiency identified, there was also a corresponding and related area of efficiency. An example includes:

- ***Number of programme partners:*** The large number of partners has involved a high level of effort to effectively manage, monitor, and engage in activities and capacity development initiatives. Yet at the same time, an area of efficiency that counteracts this inefficiency can be found in the other ILO labour migration programmes, as discussed above, and the networks and common advocacy agendas WIF shares. While the NPC in Nepal, for example, is out in the field monitoring programme partners engaged in community-based work, her colleagues in Katmandu are able to cover advocacy initiatives where relevant to the overall ILO agenda.

## Conclusions

During its first several years of programme implementation, WIF has overall made greater progress in reaching the first half of its overall desired outcome, *“Women are empowered to make informed migration decisions”*. Yet much more remains to be done about the second half of the outcome, *“an enabling environment is created for their safe migration into decent work.”* WIF has also invested more on the garment sector than on the domestic work sector.

Overall the programme is well conceived and designed in its holistic attempt to address all phases of the labour migration process from source community to destination. Each of the components is designed to contribute toward a better enabling environment for reducing vulnerabilities during the labour migration process, and the programme is effectively designed to create new knowledge and further learn about what works and does not work with regard to prevention of trafficking and forced labour. Greater clarity on strategies for each component and a more developed Theory of Change came about more recently for the programme with the hiring of the current CTA.

The evaluation team found evidence of women both in India and Nepal who were able to reflect on their participation in WIF activities in source communities and talk about their decision-making process to migrate or stay. Yet overall the programme has faced real challenges in effectively reaching those women migrant workers who are most vulnerable. Issues of access were identified both in source communities as well as destination, particularly among live-in domestic workers. Further, another challenge has been to effectively support genuine choice among women in source communities. Distress migration is a reality due to lack of investment in employment opportunities locally, which lessens the overall value and relevance of the programme approach.

The evaluation points to successes achieved in other output areas. While there have not been concrete actions taken, there has been increased levels of awareness about fair recruitment among the recruitment agencies participating in WIF, particularly among those in Nepal. Yet



the evaluation notes a fundamental challenge in the need for a cultural shift; recruitment agencies are slow to see that upholding worker rights is good business.

Several initiatives are rather innovative and warrant further support, including Gram Tarang's approach of recruitment, skilling and placement of young girls in the garment sector in India, effectively linking destination with origin. Further, their approach to engaging the young women in their jobs through a radio programme promises to be a novel way to help facilitate communication and possibly help to keep them in their jobs for a longer period before returning home. SEWA and JGKU's approaches to organizing also appear to reduce women migrant worker vulnerabilities, although the evaluation team notes their targeting of workers who had previously migrated and not the newly migrated who are more vulnerable. Finally, in Jordan, the organization of workers was more focused in the garment sector, yet again, those migrant workers accessing the Workers Center and who were not among the most vulnerable, were targeted by the programme.

The research studies have generated some interesting findings for WIF stakeholders, and there is just one example – “No Easy Exit” -- that fulfilled an advocacy objective for WIF in both India and Nepal. Their dissemination could be improved, however, particularly their translation into other relevant languages.

While the complexity of the programme design was identified as needing a complex array of actors involving nearly 30 actors working across the globe, operationalizing the programme has proven difficult for both coordination and communication. Efforts to share information, create greater synergies, enable follow up to meetings and workshops, and to better facilitate capacity development would enable better momentum and energy around achieving WIF's goal and objectives. Due to the complexity of the multiple issues addressed by WIF, timely sharing of information would also better facilitate participation among stakeholders.

A more developed M&E plan would better enable the programme to better understand what is happening in other areas, a communications plan would assist in more strategic and purposeful coordination, and a more holistic and comprehensive capacity development objectives and plan would enable both planning and follow-up to the regional and national workshops.

## Lessons Learned

- ***Vocational training and placement even in decent working and living conditions can be further maximized with post placement support to more sufficiently reap the benefits of migration. Post placement support is necessary particularly for young, rural women being trained and placed in an urban, industrial setting, as found in India.*** Such support can create an informal network of industrial workers in enterprises where formal unions do not yet exist. Gram Tarang's programmatic support goes beyond vocational training and placement to providing services such as a buddy programme for young female workers in garment factories, which ensures some level of engagement and support in time of need. Gram Tarang's initiative of creating a digital community using a service provider that streams content to mobile phone users (not necessarily smart

phones) has also recently been launched. By allowing garment workers themselves to tell their own success stories, it holds real promise to be an antidote to homesickness, thus increasing retention time of young workers on the job. Technology holds promise in helping to facilitate this, as WIF studies have shown. Gram Tarang's work is featured in Annex 17 as a lesson learned for the programme.

- ***While advocacy at the policy level is ongoing, forming a collective within a union has provided domestic workers (largely freelance) some capacity to challenge unequal employment relationships.*** Supported by JGKU, they have taken collective action to ensure decent wages for various tasks, four days off per month and access to some degree of social security. They have made some progress in giving professional status to an occupation that is often considered unskilled. It empowers women and gives them more decision making power in their working as well as living spheres. JGKU's work with domestic workers is featured in Annex 18 as a lesson learned.

### Good Practices

The evaluation team has not identified any good practices mid-way through project implementation. However, the Gram Tarang model as described above under Lessons Learned, as well as the JGKU approach, may well be good practices after more experience is garnered and evidence is identified as to their effectiveness.

## Implications for stakeholders: reflections and recommendations

The evaluation team offers a range of recommendations for WIF in completing the second half of the programme. The evaluation team puts forward 17 recommendations below organized in 3 areas concerned with effectiveness and efficiency. These include effective targeting of vulnerable women migrants, especially domestic migrant workers in both recruitment and organization in Nepal, India and Jordan; and the better targeting of vulnerable garment factory workers in sub-contracting agencies in Jordan. A second area is M&E and learning, with development of an M&E framework as priority with improved coordination and communications. A third area is capacity development.

The 3 groups of recommendations are presented in order of priority. The better focused targeting of vulnerable migrant workers, specifically domestic migrant workers, is suggested to receive the highest priority going forward, while recommendations focused on capacity development may receive lower priority.

### A. Clear targeting of vulnerable potential migrants and vulnerable migrant workers: recommendations for the ILO and WIF partners

**More 'on' than 'off' in origin communities and reducing vulnerabilities through promoting genuine choice**

- 1) ***Better targeting of vulnerable women in communities of origin and greater effort in supporting genuine choice.*** Prioritize greater investment at the community level to build incentive and capacity among those local staff at the ‘frontlines’ in working with potential women migrants. Consider developing an incentive system for reaching more remote and difficult to access areas by community workers. In the case of India, reconsider targeted areas to include other vulnerable areas with greater out-migration rates and higher levels of vulnerability.

As the evaluation team found most women are interested in livelihoods in their places of origin, link with the National Rural Livelihoods Mission in India to provide training for livelihoods in a rural setting such as processing agricultural produce or forest resources. Skills training offered should always consider previously acquired knowledge of the trainees, and it should not be restricted to domestic work and garment manufacturing. Facilitate access to information on job opportunities through the National Career Services Portal with greater involvement of employer organizations. In Nepal, advocate for greater investment in local skills development programmes. Greater effort must be made to support a genuine choice for potential women migrant workers in their home communities. Only when they find choices available will distress migration be less of a reality, and WIF’s empowerment efforts more relevant and impactful.

#### Recruitment of domestic workers

- 2) ***Consider advocating for an independent non-governmental body to monitor the recruitment process of domestic workers in Jordan.*** Similar to the BWJ model, WIF can explore implementation of a monitoring system for domestic work as a ‘mechanism of branding or accreditation’ to enable recognition that recruitment practices and employment at households are fair and decent. As BWJ has identified 20 indicators for factories to ensure compliance, and such an approach might be a means of identifying ‘fair and decent households’. BWJ has published periodical annual reports to show percentage progress as per each indicator. As the MoL cannot approach households due to privacy concerns, an “independent non-governmental body” might oversee the process in direct coordination with the different concerned government ministries. Domestic workers could connect to this body rather than going back to recruitments agencies. As an example, an amount of USD 200 could be paid -- perhaps as part of the Insurance Policy, should it prove to be an effective mechanism to reduce domestic workers’ level of vulnerability -- to this body to ensure proper treatment through regular household visits, regular phone calls, employer background checks, the reporting of violations to concerned ministries and to the Syndicate of Recruiting Agents Association of Jordan. And finally, it could also ensure financial sustainability of this independent body in offering these services to domestic workers in their native languages.

It is worth noting that the Syndicate of Recruiting Agents Association of Jordan is currently assuming the role of this non-governmental body but it is not independent in practice due to its involvement in developing the MoUs and BLAs. Some members have a stake in the recruitment agencies in both source and destination counties, which poses a

conflict of interest. Therefore, the monitoring system and mechanism for such an initiative needs to be governed by an independent non-governmental body.

- 3) ***Explore advocating for background checks for employers as a monitoring mechanism for reducing levels of vulnerabilities and offering protection to domestic workers.*** The challenge is to have an up to date database for employers, employee and all stakeholder involved in the recruitment process. Article 90, which regulates the relationship between employer and employee, supports the development of a database by Labor Inspector under MoL. The labor inspection at household is difficult due to employer privacy concerns, but a monitoring system could be put in place to give domestic workers access to voice complaints to labor inspection in order to initiate the investigation process. Labor inspectors' capacities need to be developed to effectively perform database administration and to use specialized software to store and organize data. Scaling up the monitoring mechanism to include officially registered recruitment agencies at source & destination countries will reinforce prevention and protection of domestic workers.
- 4) ***Explore the option of conducting ToTs for recruitment agencies to raise awareness of employers as a prerequisite application for domestic services.*** The employer perceptions of benefits gains can be gauged, a bank account to be opened to deposit salary and to allow for wire transfer to the family of the domestic worker in her country, and employers will then become aware of penalties/violations under the revised anti-trafficking legislation.
- 5) ***In India encourage other source states to follow the Jharkhand example of registration of sub-agents and written contracts between worker, employer and agent.*** The ILO may also support unions in setting up their own skill training and placement services for domestic workers. For garment workers, the ILO can work with vocational training providers using Gram Tarang as a model.
- 6) ***Consider implementing a study of the Insurance Policy in Jordan.*** The policy has not been implemented or piloted on a large scale to assess its effectiveness or efficiency in protecting domestic workers' rights, employers' recruitment investment, induce behavioral changes and increase respect to domestic workers by their employers and recruitment agencies.
- 7) ***Consider carrying out a study to determine the cost structure of the domestic work sector in Jordan.*** The recruitment fees for domestic workers in Jordan are higher than other neighboring countries (about 5000 USD including labor permit, residency permit, cost of processing papers at government entities, and air ticket). Under the Jordanian Labor Law, the recruitment regulation stipulates that recruitment fees are to be 10 percent of the annual salary for the first year and 2 percent of the annual salary from the second year and onwards as permit maintenance. In practice, the domestic work sector recruitment is not a regularized market, and therefore a study is needed to know the cost structure in source and destination countries to understand the determinants of this inflated fee in different countries as well as the salary comparisons among domestic

workers of different nationalities. Section C of “For a Fee” gives a cost-benefit analysis of the recruitment in Jordan but does not highlight the causes for not complying with the Jordanian labour law.

### Support and organization of migrant domestic workers

- 8) ***Prioritize the exploration of various options to reach and organize migrant live-in domestic workers in both India and Jordan.*** Organization of migrant domestic workers is one of the most difficult and pressing tasks for WIF in destination communities in both Jordan and India. Their dire situation commands the efforts of WIF partners to actively find ways to reach them. The evaluation team challenges SEWA, a well-established and resourceful trade union, to develop strategies to effectively target live-ins in India. Outreach to live-in domestic workers might be done through identifying employers who are willing to reach out to the workers of their neighbours and mediate in case of problems. Explore how the ‘buddy programme’ of Gram Tarang could be adapted to support live-in domestics in India.

Further, the evaluation team points to the ILO publication, “Cooperating out of Isolation – a case study on Migrant Domestic Workers in Jordan, Lebanon, and Kuwait”, published in 2015, to find ways to reach out to domestic workers. The evaluation team advises the ILO to explore the feasibility of the following 3 options for organizing migrant domestic workers in Jordan in particular.<sup>25</sup>

- ***Option 1: Establishment of local branches of a foreign-based NGO.*** While local NGOs are required to receive approval from the Council of Ministers in the event of migrants joining the organization, a branch of a foreign NGO only requires approval from the Ministry of Social Development. The creation of such a branch will require external support for networking between domestic workers in Jordan and foreign NGOs. This networking could eventually lead to establishing a ‘cooperative’. The branch of the foreign NGO would be important in advocating for legal reform and promoting the rights of migrant workers; sponsoring and initiating non-profit projects by migrant workers; providing training on financial literacy and saving. It would also be relevant in providing legal counseling for migrant domestic workers; and developing human resource capacities and knowledge of the values, advantages and benefits of the cooperative movement. This might also be a good step towards developing the concept of cooperatives and developing the managerial and entrepreneurial capacities of migrant workers.

A promising potential partner for the establishment of such a branch of a foreign NGO is the International Domestic Workers Federation (IDWF)<sup>26</sup> which is a membership-based global organization of domestic and household workers with the objective to

---

<sup>25</sup> [http://www.ilo.org/beirut/publications/WCMS\\_325243/lang--en/index.htm](http://www.ilo.org/beirut/publications/WCMS_325243/lang--en/index.htm)

“Cooperating out of Isolation – a case study on Migrant DWs in Jordan, Lebanon, and Kuwait”. A working paper issued and published by ILO Regional Office for Arab States (2015) pp. 22-23.

<sup>26</sup> <http://www.idwfed.org/en/about-us-1>

build a strong, democratic and united domestic/household workers global organization to protect and advance domestic workers' rights everywhere. IDWF does not yet have an affiliate in the Arab region. It is advisable that any such initiative also involves organizations already working on migrant domestic worker issues in Jordan such as the Jordanian Women's Union and Tamkeen Center for Legal Aid and Human Rights.

- **Option 2: The creation of a domestic worker committee within the trade unions.** The General Federation for Jordanian Trade Unions (GFJTU) has expressed interest in exploring the opportunity of forming a domestic worker committee either under the Federation itself or within the General Trade Union for Workers in General Services. Likewise, the General Federation of Independent Unions is positive to establishing a committee for domestic workers, however, this requires more analysis and support. Yet, this is worth exploring following a similar example in Lebanon with The National Federation of workers and employees trade unions in Lebanon (FENASOL)<sup>27</sup>, which led to the establishment of the Domestic Workers Union in January 2015.
- **Option 3: Improvement of the national legal system.** Jordan should undergo several legal reforms, including amendment of the labor law to allow foreigners to establish unions, as well as amendment of the labor regulation for domestic workers in order to cease any institutionalization of discrimination. It is also of utmost importance to call for Jordan's ratification of the ILO Domestic Workers Convention, 2011 (No. 189) and the ILO Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87). Moreover, a reform of the Jordanian cooperative legislation and practices is necessary to align the law to the ILO Recommendation No. 193 on the Promotion of Cooperatives. Such reform should explicitly allow non-Jordanians to become members in cooperatives and pave the way for the formation of a domestic worker cooperative in Jordan.

#### Organization of migrant workers in the garment sector in Jordan: targeting the most vulnerable in sub-contracting factories

- 9) **The evaluation team advises more focused financial support of the Workers Center that is specific to WIF objectives, namely, the support to collective action for migrant workers in the garment industry, and specifically for those who face greater vulnerability in the small sub-contractor companies.** Due to inefficiencies in the operation of the Workers Center, the evaluation team does not advise to continue support of its operational budget, nor to support expansion of an unsustainable model. In Annex 19 the evaluation team offers recommendations that may be helpful for the ILO in finding ways to sustain the Workers Center into a more viable long-term strategy. In supporting more focused activity of the organization of vulnerable migrant workers at the Workers Center, consider the following:

---

<sup>27</sup> <http://www.ituc-csi.org/lebanon-statement-of-fenasol?lang=en>

- *Organize trainings and awareness-raising sessions for migrant workers in a more structured manner.* The Worker Center's outreach to migrant workers would benefit from a comprehensive annual or biannual work plan. None of the participants in the FGDs attended training or raising awareness sessions organized by the General Trade Union at the Workers Center. Providing more capacity in this area, including language and translation, would help the Worker's Center shift from a center focused on service provision to one that provides both services and support in organization.
- *Consider a particular focus of trainings for migrant workers on rights and responsibilities.* A focus should be raising awareness about the terms of the sectorial CBA terms in full and their rights and responsibilities under the CBA and the unified contract. Further, all FGDs participants in the mid-term evaluation were aware of the deduction of 0.5 JoD from their salaries but never questioned its purpose. They do not have the financial acumen to calculate the breakdown of deductions or overtime in their salaries. Through the Workers Center, WIF can offer continuous support to the General Trade Union in publishing and disseminating all CBA updates and other sectorial agreements in different languages.

10) ***Consider organizing training and raising awareness sessions targeting employers of small subcontractor company in cooperation with the Workers Center, the Jordan Garments, Accessories & Textiles Exporters' Association (J-GATE) <sup>28</sup> and the Association of owners of Factories, workshops and Garments (AOFWG).*** The main objective should be to introduce the CBA terms and encourage ethical recruitment practices and business processes. Currently, the main source of problems and strikes arise for the small sub-contractors companies, which taint the garment industry's image in Jordan.

11) ***Consider offering technical assistance to expedite the judicial process in prosecuting, institute or conduct legal proceedings against the small subcontractor companies violating migrant worker labor laws.*** This would allow the Labor Inspector, according to its mandate, to close companies and move migrant workers to other companies in QIZ areas.

12) ***Consider targeting the workers committees in the factories as a means of building capacity and enabling better organization.*** WIF can raise the capacities of workers committees in the factories to address health and safety within the workplace, effective representation, problem solving, and conflict resolution. The evaluation team advises that this should not be done at the expense of substituting worker committees as a way of satisfying collective bargaining and freedom of association requirements.

13) ***Consider offering technical assistance to assess and address the bottlenecks experienced and to determine how best to expedite the process of work permit issuance.*** The health examination takes a long time to issue a health certificate needed to complete permit issuance. The whole process should take one month since date of

---

<sup>28</sup> As representative of large labor-intensive companies in the Ready-made Garment (RMG) sector in QIZ Jordan

entry to Jordan, yet in reality it takes 6 months. During that time, the migrant worker works without an official work permit and is subject to police arrest.

## B. Promoting M&E and learning: recommendations for the ILO

- 15) ***Develop a sound comprehensive M&E and Learning system for the latter half of the programme to monitor progress toward and achievement of overall objective.*** The evaluability report recommends a 'women's empowerment framework' to be developed. A similar framework might be considered for what could be called a 'women's vulnerability assessment framework' specific to migration along identified criteria or dimensions. While these words are commonly used by programme stakeholders – indeed they are 'buzz words' within the development field -- a more specific definition would support common understanding as well as a common approach to measurement in an M&E system. Specific vulnerability dimensions/criteria like the underlying causes for distress migration need to be identified and targeted.

As part of the M&E system, consider working with LSHTM to develop and implement a 'tracking/tracing system' to monitor the migrant workers who have been empowered at source countries and end up in Jordan or Lebanon as a destination country, as well as migrant workers who migrated within India. Tracking can be performed to a certain percentage of migrant workers to give a clear indication of how WIF pre-departure training has impacted their lives, the benefits attained, and the sustainability of those benefits. The tracking system can inform ILO on how and to what extent has the women migrant workers made informed migration decisions.

A developed M&E Framework for the programme should address the underlying assumptions to the programme logic, and based on that analysis, identify where data might be collected for on-going monitoring and analysis as a process distinct from the focus of the mid-term and final evaluations. The data collected during the monitoring process then should be easily accessible and used during the evaluations. Further, identification of roles with regard to the collection of monitoring data identified relevant within each country context and its frequency would enable better clarity for WIF team members and partners as to what is their responsibility.

- 15) ***Strengthen the programme's capacity to document learnings.*** As a programme that aims to test and try strategies in reducing the vulnerability of migrant workers, there is an inherent learning aspect of the programme that needs to be better fostered. This documentation should serve to consolidate learnings about migrant work in the domestic work and garment factory sectors, as well as for the broader anti-trafficking and forced labour community. There should also be a clear linkage documented between learning from programme research conducted and from various strategies applied and what 'works'. A recommendation in the July 2016 annual report of the Advisory Board expressed a desire to see this. It is suggested to establish means or a system for capturing these learnings and promoting a more purposeful reflective culture among programme partners.



Along these lines, the evaluation team suggests hiring a well-skilled facilitator to assist with drawing out this analysis with the team during retreats and other significant forums that may provide opportunity for reflection. The work plan for the newly hired M&E Specialist in Nepal should include setting up an M&E system for the program that includes a knowledge management aspect. This Specialist may also support the CTA in capturing and documenting new learnings, or the programme may hire a writer to assist with documentation. The exploring of a communications approach with the consultant attending the Delhi workshop early October can then more effectively use these documented learnings to translate them into effective messaging where appropriate, both for learning purposes and advocacy.

In the remaining period of the project, plan to document the migrant workers' experiences. To bring out the voice of the migrant worker and to gain greater insight into her experience around the labour migration experience. What is the community experience? What trends can be identified and what might be sustained?

- 16) ***Invest more in communication and coordination among the ILO WIF team to promote learning.*** Ensure greater coordination among NCPs to make linkages between the countries and for encouraging greater learning and understanding as a team. Invest resources to meet more than one time per year; instead strive for a quarterly basis to maintain links between all 5 countries and to ensure knowledge transfer and sharing, best practices in implementing specific activities, and to promote the learning aspect of the M&E system. Use the opportunity to strategize on communication efforts across the countries, to monitor activities, and to further along the outputs from workshops.

As a part of greater coordination, encourage more sharing between partners within each country. A monthly teleconference between partners and their NPCs in each of the 5 WIF countries would help with information sharing, strategizing on problem solving, designing IEC materials and training curricula, formulating joint advocacy strategies, and follow up with learnings and other outputs from global partner workshops. Each of WIF's implementing partners has strengths that could be better shared with others. More partner meetings such as the one organized in June 2016 in Odisha can go a long way towards reducing the workload and replicating emerging good practices. More exchange visits such as the one undertaken by CINI to Samarthan and regular teleconferences of partners with the NPC could enhance the efficiency and the sustainability of the programme.

Finally, make research findings accessible to field staff of partner organizations. Translation into local languages would enable greater dissemination of WIF research reports.

### **C. On capacity development approaches: recommendations for the ILO and partners**

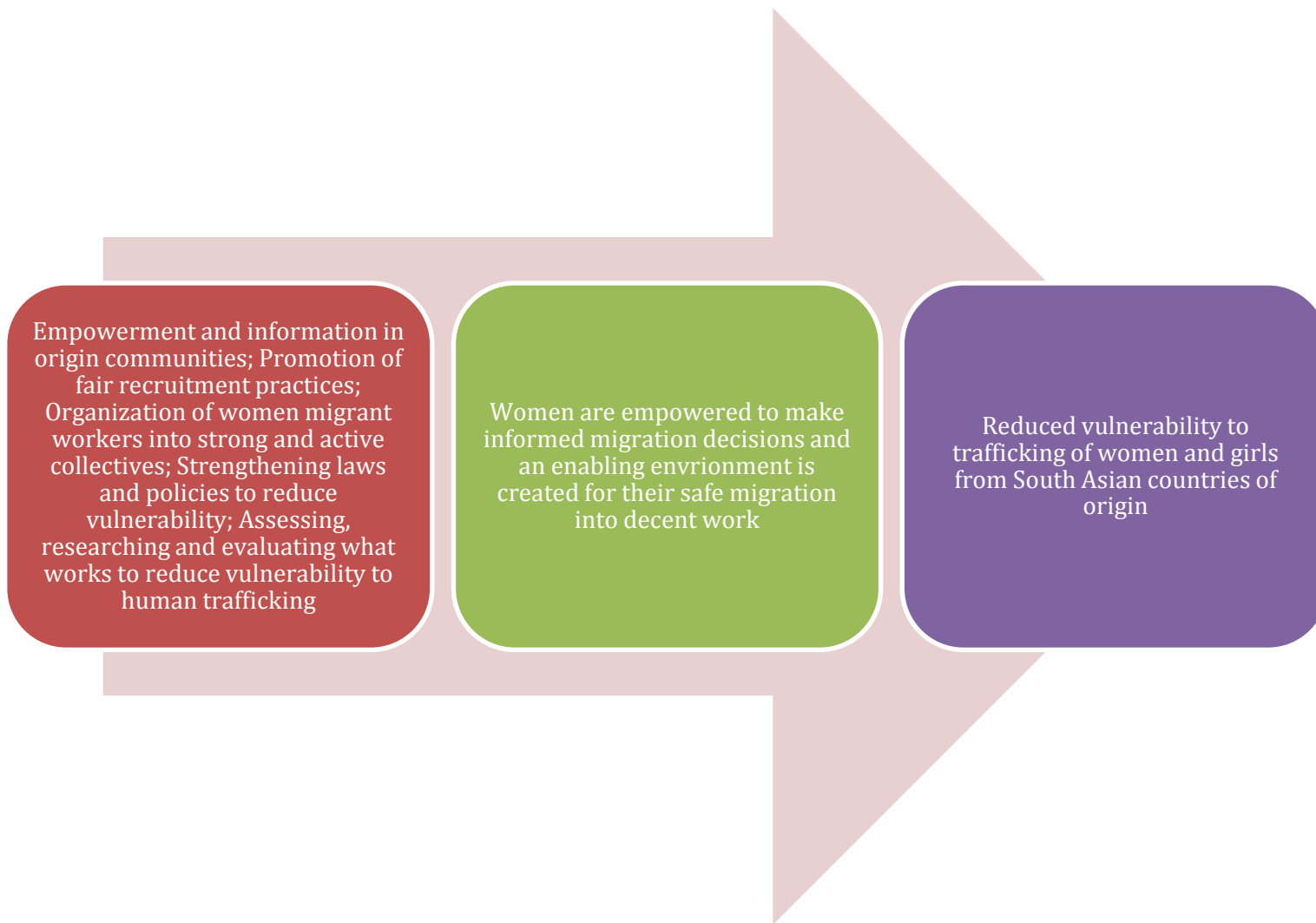
- 17) ***Utilize the DWCPs in developing stakeholder organization capacity development plans, employ a systematic approach to determining capacity development needs, and explore alternative means for developing capacity.*** The ILO DWCPs can develop a

comprehensive 'learning trajectory' to individual stakeholder organization rather than developing capacity building plans under each project under the Decent Work Programmes. By having a learning trajectory, WIF and other projects can complement each other's resources on building capacities of all stakeholders in a systematic manner rather than overlapping activities (and repeating training activities with individual stakeholder) to ensure effective and efficient use of resources.

Employ a systematic approach to determining capacity development needs of stakeholder organizations. A programmatic approach to developing capacities of stakeholders under Decent Work Programme can be adopted based on mapping/assessment of individual/organizational stakeholder capacity development needs and not wants or requirements.

Consider alternative means for developing capacity. Stakeholders' capacity building can be implemented in unconventional/untraditional modes other than training workshops. Ensure capacity development objectives and activities are included in the M&E framework and is monitored.

## Annex 1: Programme logic model



## Annex 2: Evaluation TORs



International  
Labour  
Organization

Final Version  
29 July 2016

### **Terms of Reference For Independent Midterm Evaluation**

“Work in Freedom (ILO Partnership Programme of Fair Recruitment and Decent Work for

ILO Programme Code	M27005300885/GLO/13/53/UKM
ILO Iris Code	104043
Countries	India, Bangladesh, Nepal, Jordan, Lebanon and Middle East countries
Starting Date	20 April 2013
Ending Date	31 March 2018
Programme Locations	India, Bangladesh and Nepal
Programme Language	English
Executing Agency	ILO Decent Work Team for South Asia and Country Office for India ILO FUNDAMENTALS HQ
Financing Agency	United Kingdom Department for International Development (DFID)
Donor contribution	£8.3 Million

Women Migrant Workers in South Asia and the Middle East)”

## **List of Abbreviations**

CTA - Chief Technical Advisor

DFID - UK Department for International Development

DWCP - Decent Work Country Programme

DWT - Decent Work Team

EVAL - ILO Evaluation Unit

FPRW - Fundamental Principles and Rights at Work

ILO - International Labour Organization

M&E - Monitoring and Evaluation

NGO - Non-Government Organization

WIF - Work in Freedom Programme

ROAP - Regional Office for Asia and the Pacific

SAP-FL - Special Action Programme to Combat Forced Labour

## **I. Background and Justification**

1. Wealth gaps between Middle Eastern middle classes and populations living in precarity in South Asia, combined with the globalizing transformation of local economies and other factors such as historical, social and cultural links, have prompted significant flows of migrants to seek jobs and livelihoods in Gulf countries of the Middle East. Similar dynamics are occurring internally within South Asia prompting migration to major urban areas. While the construction sector is one of the main sectors that absorbs men from low income households, the garment and especially the care sectors tend to absorb women from similar social-economic backgrounds. Migrants originate from areas affected by unemployment, poverty, conflict, discrimination, climate change or a combination of these and other dislocating factors. For women an important issue is escaping different forms of gender, caste and ethnic discrimination emanating from the varying manifestations of patriarchy in South Asia. The transition from source to destination, is not an easy one. Pathways to jobs in domestic, garment and other similar sectors are intersected by various agents or contractors in an environment shaped by multiple rules and practices determining the mobility of aspiring workers. The fluidity and segmentation of labour supply chains and labour regimes are such that none of the key stakeholders such as labour recruiters, regulators and even employers can guarantee on their own, a fair migration outcome for any worker. In spite of strong public calls to protect migrating women from the pitfalls of trafficking, forced labour and modern slavery, in practice the presumed responsibility of ensuring fair migration outcomes is eroded among multiple formal and informal stakeholders. Migrants therefore face multiple risks and challenges in their efforts to find jobs such as paying exorbitant fees, taking out high-interest loans ahead of their departure that can lead them into debt bondage, lengthy transit routes to avoid travel bans, deception about the nature and conditions of work, having contracts substituted by less favourable ones on arrival, having passports confiscated, being subject to illegal wage deductions, threats or physical violence and others. Migrant workers often do not have access to trade union representation. Nevertheless migrants still prefer leaving rather than staying in their home communities or States. For origin communities and States, the drain of human capital, usually consisting of young men and women at the beginning of their adult life,

represents a net loss that would otherwise contribute to the local economy, a factor which is only partially compensated by remittances. At the receiving end, the gain is all the more significant as receiving economies do not invest in the upbringing of the migrants. The introduction of migrant labour, also creates the conditions for the expansion of the care economy. It increases labour supply and generates a downward pressure on wages in sectors where migrant work is absorbed. Women migrants enter the more precarious areas of the economy as they lack the human and economic capital to integrate other sectors.

2. While labour migration represents a livelihood opportunity for many low-income women in South Asia, there are multiple, overlapping laws, policies and practices spanning across States and borders that generate environments where they are unknowingly brought and trapped in situations of forced labour. These laws and regulatory practices affect working and living conditions, contracting and recruitment processes, migration options and mobility. While these laws and practices differ somewhat across countries, sectors of employment, social and economic status and gender, labour and recruitment practices are commonly structurally biased against women and migrants from low income households. Domestic and garment workers find it very difficult in practice to avail themselves of their labour and mobility rights as other professionals would. In fact the professional value of their work is often unrecognized and instead their labour is associated with non-remunerated affective, subsistence and reproductive characteristics of women's traditional roles. The responsibilities of employers and labour recruiters to ensure fair recruitment and decent work tend to be dissipated by their patriarchal and asymmetrical power and over female migrant workers, the prevalence of informal hiring and working arrangements and the multiplicity of intermediaries involved in contracting and recruitment processes. Policy makers in patriarchal and socially segregated contexts tend to opt for politically expedient yet discriminatory restrictions of women's mobility for women's "own protection", and rely on political support from employers and labour recruiters making it difficult to have laws, policies and practices that work in the interest of migrant women.
3. To achieve Decent Work which is a necessary pre-condition to the attainment of Sustainable Development Goal 8 on Decent Work and Economic Growth, it is important to have productive employment by persons above the minimum working age, and that is freely chosen and maintained – underpinned by rights, social protection, and democratic participation in social dialogue. The exploitation of migrant workers are a clear hindrance to this objective.
4. The protection of migrant workers, elimination of forced labour and child labour are among the 19 global outcomes that have been identified under the ILO's Strategic Policy Framework (2010-2015).
5. For 2014-2015 biennium, India, Nepal and key countries of the Middle East have been identified as target countries under Outcome 15 on Forced Labour, anchored in

International Labour Organization's Decent Work Country Programme (ILO DWCP)<sup>29</sup>, which set out broad parameters of ILO collaboration with its constituents in a particular country.

6. This project is implemented under one of the 5 ILO Flagship programmes, International Programme on the Elimination of Child and Forced Labour (IPEC+) which is the ILO's response to the persistent global challenge of eradicating child labour and forced labour. ILO is implementing other projects in fair recruitment in some common countries. For instance the Integrated Programme on Fair Recruitment (FAIR) project with the long-term goal of reducing deceptive and coercive practices during the recruitment process and violations of fundamental principles and rights at work, as well as other human and labour rights, brought about through increased safe migration options, effective regulation of public and private employment agencies, and unscrupulous actors being held accountable for violations.

### **Programme Background and Current Status**

7. The Memorandum of Understanding between UK Department for International Development (DFID) and the ILO for the Work in Freedom (WiF) Programme was signed by both parties in April 2013.
8. The Work in Freedom programme adopts an integrated and targeted approach to reduce vulnerability to trafficking of women and girls especially from South Asian countries of origin (Bangladesh, India and Nepal) and in selected countries of destination (India, Jordan, Lebanon and Middle East countries). The programme focuses on the domestic work and garment sectors – among the most prevalent areas of trafficking for women and girls.
9. To achieve this the programme works with governments, employers and worker organizations, CSOs and international agencies to promote decent work of migrant women and contribute to reduce unacceptable forms of work. The Programme's five-prong strategy include:
  - Addressing issues in the communities of origin through women empowerment and information;
  - Promoting fair recruitment practices by bringing together key stakeholders (other international organizations, governments of origin and destination countries, trade unions, employers' organizations and recruitment agencies) to shape the global, regional, national and local policy debate.
  - Addressing issues in destination areas by organizing stronger and more active collectives of migrant domestic and garment workers to advocate for improved rights and services for migrant workers and more balanced worker-employer relations.

---

<sup>29</sup> For 2016-17 biennium, the Programme falls under "Outcome 9: Promoting fair and effective labour migration policies"

- Strengthening the laws and policies to reduce vulnerability to human trafficking through engagement with constituents and other stakeholders of selected origin and destination countries to exchange best practices and ideas.
- Assessing, researching and evaluating what works in terms of interventions and policy options to reduce vulnerability to human trafficking.

10. Mainstreamed throughout the Programme are:

- Building stronger evidence base for future anti-trafficking and forced labour interventions. For this purpose the Programme team was paired with a research and evaluation programme to be carried out by the London School of Hygiene and Tropical Medicine;
- Gender concerns through the promotion of equality of opportunity in access to jobs, income-earning activities, assets, education and training; women's empowerment through employers' and workers' organizations; promotion of social dialogue and collective bargaining for gender equality;
- Promotion of the Medium-Term Development Goals to Eradicate Extreme Poverty and Hunger (1), Achieve Universal Primary Education (2), Promote Gender Equality and Empower Women (3), Reduce Child Mortality (4) and Global Partnership for Development (8).

11. The desired outcome of the Programme is: "Women are empowered to make informed migration decisions and an enabling environment is created for their safe migration into decent work."

12. The following outputs are envisaged to lead to the realization of this outcome. Each one correspond to a specific strategy mentioned in (9):

- Output 1 - Women and their family members have better information, rights-awareness, knowledge, and skills on which to base decisions about migration;
- Output 2 - Recruitment agencies adopt recruitment practices based on international standards and are subject to improved monitoring and enforcement;
- Output 3 - Women migrant workers in domestic work and garment sectors enjoy better collective representation, support services and recognition of rights;
- Output 4 - Policy makers have improved knowledge to reform laws and policies to protect migrant worker rights through advocacy and technical inputs;
- Output 5 - Improved analytical understanding of risks and vulnerabilities in the migration process leads to improved intervention measures and evidence bases; and
- Output 6 - Work in Freedom is initiated and managed effectively, in line with DFID, ILO and LSHTM rules and procedures for aid effectiveness and financial management.

13. The Programme reported by 31 March 2016 the following accomplishments:

- In source communities, the number of women having participated in pre-decision training and other orientation have reached over 170,000;
- In destination areas, the number of migrant women organized into collectives and receiving services, have reached over 29,000 with a particular boost in India with respect to migrant domestic workers and in Jordan with respect to migrant garment workers;



- Skills development trainings provided on institutional curricular development in Nepal and Bangladesh with an emphasis on awareness of rights with 170,600 women receiving vocational skills training for local or overseas employment.
  - 10 new policy and/or legal initiatives are undertaken by and between source and host countries that protect the rights of migrant workers. WIF provided technical support for Governments in Nepal and India to improve effectiveness and accountability of recruitment regulation and initiated dialogue in Lebanon and Jordan. Four recruitment practices were tested as part of the programme with a potential for replicability. 20 enforcement/policy level measures are taken by the project countries to ensure compliance by labour recruiters in source and destination countries. Emphasis focused on Governments of India and Nepal to increase migrant worker protections for domestic workers, and remove discriminatory bans on women's migration. While targets were reached further efforts will need to be pursued in Bangladesh, Lebanon and Jordan.
  - Drafting of operational parameters to assess fair recruitment practices to inform the development of Fair Recruitment Guidelines in Q3 2016, Guidelines for oversea employment of domestic workers, Free Ticket Free Visa policy and SAARC Action Plan
  - Provision of professional rights and career counselling services to migrant workers 51,300 women access services using mobile phone/social media/technology and associated services provided by NGOs, Governments and Trade Unions.
  - 3 standard outreach methods in each country were tailored with additional methods tested in each country; 211,400 women migrant workers, girls and their families who benefit from outreach activities (courtyard meetings, street dramas etc.) on how to make informed migration decisions
  - Six quality research papers published on topics including labour migration from south Asia to Middle East and within India, recruitment and policy determinants of forced labour work in the garment and domestic work.
  - 450 community workers with better understanding on issues related to gender, migration and trafficking
  - 275 staff of recruitment agencies from 17 different networks are sensitized through a combination of international partners (e.g. CIETT, Verite and IHRB) and national partners (e.g. Ask in India and INCIDIN in Bangladesh)
14. The programme consists of two major parts: RAS/12/15/UKM implemented by ILO's field offices (outputs 1-4), whereas GLO/12/39/UKM is implemented by FUNDAMENTALS in Geneva (output 5). The implementation of the programme is managed by ILO country office for India and the Decent Work Team in South Asia.
15. The ILO staffing structure includes a dedicated Chief Technical Advisor (CTA) based in Delhi, five national coordinators in India, Nepal, Bangladesh, Lebanon (50%) and Jordan (50%) supported by finance and administration assistants in each office.
16. National Programme Coordinators report directly to ILO country office directors and are under the technical supervision of the CTA. At HQ level in Geneva, the ILO has a Technical Officer acting as DFID's key point of contact for all research under Output 5 and

programme related matters, and provides technical support to Programme staff. ILO The Fundamentals Unit in HQ manages the global research and supports coordination with other HQ Units. ILO Country Offices and Decent Work Teams coordinate closely with regional offices to oversee procurement operations and management of local partners.

### **Evaluation background**

17. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all Programmes in accordance with ILO evaluation policy and based on the nature of the Programme and the specific requirements agreed upon at the time of the Programme design and during the Programme as per established procedures.
18. In agreement with the donor the mid-term evaluation is scheduled on the second quarter of 2016 to conform to ILO principles, methods and strategy of ILO's evaluation policy.
19. The ILO has submitted four narratives reports from 2013-2016 for this Programme. Additionally, Annual Review processes have been undertaken and have provided recommendations to the programme. The first Annual Review was completed by DFID in January 2014 and the second in January 2015, with a third review after 6 months in August 2016 to help in resetting the clock for annual reviews.
20. An Evaluability Assessment is required in the ILO Evaluation Policy for projects over USD 5 million, and therefore from this project. Its purpose was to enable stakeholders to understand the complexities, how these are being addressed and what measures could be taken to strengthen the Programme's design, learning and eventual impact.<sup>30</sup>

## **II. Purpose and Scope**

21. The evaluation shall be undertaken mainly for the purpose project improvement by providing all stakeholders with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources, including recommendations for the remaining period of implementation.
22. Specifically, the mid-term evaluation aims to:
  - a. Examine the relevance of the Programme design and implementation strategy with the Evaluability Assessment as one of the key references;
  - b. Determine the implementation efficiency of the Programme and how it may have achieved value for money;
  - c. Assess the extent to which the Programme has achieved its stated objectives at outcome level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement;
  - d. Identify unintended changes, both positive and negative at outcome level, in addition to the expected results;

---

<sup>30</sup> WIF Evaluability Assessment Report, November 2015

- e. Assess the relevance of the sustainability strategy, its progress and its potential for achievement, identifying the processes that are to be continued by stakeholders;
- f. Identify lessons learned and potential good practices. Good practices criteria to use are: effectiveness/impact, efficiency, replicability, relevance and sustainability;
- g. Provide recommendations to Programme stakeholders to support the completion, expansion or further development of initiatives that were supported by the Programme.

### **Scope**

- 23. The evaluation will focus on the WiF Programme mentioned above, its achievements and its contribution to the overall reduction of vulnerability to trafficking of women and girls within and from India, Bangladesh and Nepal. The evaluation should focus on all the activities that have been implemented since the start of the Programme to the time of the field visits for the evaluation.
- 24. The evaluation should look at the Programme's extent and means of promoting an enabling environment to reduce vulnerability to forced labour and trafficking of women and girls in the target areas. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national processes – including the roles of different stakeholders.
- 25. The evaluation should examine the effectiveness and functionality of existing partnerships in delivering the programme (e.g. between ILO and partners, between ILO and LSHTM and DFID).
- 26. The evaluation should review the project's efforts to address the issues and recommendations from the past annual reviews and recommendations from the evaluability assessment report. Programme's introduction of innovative approaches should also be assessed.
- 27. The evaluation should also cover issues about Programme design, implementation, lessons learnt, as well as scalability and recommendations for current and future programmes.
- 28. The analytical scope should include identifying levels of achievement of objectives and especially explaining how and why they have been attained in such ways to help the stakeholders to learn from the on-going experience.

### **Clients of this evaluation**

- 29. This evaluation will be useful for both internal and external ILO stakeholders.<sup>31</sup> For the WiF Programme, this will inform them on improvements needed based on lessons learned, as well as good practices that may be scaled up or replicated. Other non-WiF stakeholders may use the findings for opportunities of convergence. External clients will be the key stakeholders listed under Annex A and includes the donor, DFID.

---

<sup>31</sup> The results of the mid-term evaluation will be tackled during a country Partners' meeting to be conducted on December 2016 or January 2017.

### III. Suggested Aspects to Address

30. The evaluation should be carried out in context of criteria and approaches for international development assistance as established by OECD/DAC Evaluation Quality Standard. The ILO policy guidelines for results-based evaluation<sup>32</sup> and the technical and ethical standards and abide by the Code of Conduct for Evaluation on the UN System<sup>33</sup> are established within these criteria and the evaluation should therefore adhere to these to ensure an internationally credible evaluation. Particularly the evaluation will follow the ILO EVAL Policy Guidelines Checklists 5 and 6: “Preparing the evaluation report” and “Rating the quality of evaluation reports”.
31. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects”<sup>34</sup>. All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the project should be considered throughout the evaluation process.
32. The following issues have to be addressed through the evaluation:

#### **Effectiveness**

- Examine whether significant progress have been made related to the Programme’s desired outcomes and the contributing and hindering factors for moving towards their achievement and whether the Programme’s response were appropriate and sufficient. This could also include *changes in attitudes and perception, especially with regard to gender and power, across all structural levels.*<sup>35</sup>
- Review and analyse whether the Programme approaches are appropriate in achieving the immediate objectives of the Programme? How are issues of timing or coherence on intervention delivery affecting the Programme and what are the recommended actions to be taken? <sup>36</sup>
- To what extent has the Programme improved women’s ability to assess the benefits and risks of available migration options, strategies and practices?
- What is the Programme’s level of accomplishment in terms of increasing the number of recruitment agencies with business practices in line with fair recruitment standards?
- To what extent has the Programme increased the voice and representation among women workers at destination based on number of worker collectives report?

---

<sup>32</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_168289/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm)

<sup>33</sup> <http://www.unevaluation.org/ethicalguidelines>

<sup>34</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

<sup>35</sup> Recommended in the Evaluability Assessment Draft Report, November 2015

<sup>36</sup> It is noted in the Evaluability Assessment that “An immediate conclusion is that it is unfortunate that the start of the work in the destination locations is so out of sync with that in the sending locations. There are many questions and issues from the situation in Lebanon regards migrant domestic workers, especially those from Bangladesh, who would appear much more vulnerable to trafficking than the MDWs from other countries, that clearly have implications for the work in Bangladesh.”

- What are the Programme's contributions to new or revised legal or policy initiatives that protect the rights of women migrant workers?
- Are policy makers, researchers, practitioners and donors accessing and/or using robust evidence on labour migration and human trafficking supported by the Programme? How and why?
- How successful has the Programme been in mainstreaming the issue of forced labour into ongoing development efforts? As far as possible identify the Programme's contribution to these achievements.
- Examine the extent of key stakeholders, including trade unions) involvement in the implementation of the project as well as what their role should be going forward.
- Examine how the Programme's approach to anti-trafficking and migration issues differ or resemble those of other projects/programmes and how these Programme approaches may be affecting results (e.g. on sustainability and empowerment).
- Examine the systems, networks, processes that are in place towards influencing laws, policies, and resources.

### **Efficiency**

- Examine delivery of Programme outputs in terms of quality and quantity. Have they been delivered in a timely manner?
- Were the right resources chosen to deliver outputs and expected quality?
- Is the program adequately resourced to enable the achievement of desired outcomes?
- How did the programme achieve (or not achieve) value for money?
- Could the use of the resources be improved?

### **Relevance of the Programme**

- Examine whether the programme responded to the real needs of specific target groups in consideration of the different contexts in covered countries. *This should include intersecting dimensions such as class, caste, religion, sexuality, race and identity, which influence behaviours and change at all levels.*<sup>37</sup>
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Has the strategy addressed the different needs and roles, constraints, access to resources of the target groups?
- Are the Programme initiatives aligned with the national policies and priorities?
- Has the Programme identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the Programme?
- Examine the Programme's relevance and contributions to the DWCP of each country of coverage and to FUNDAMENTALS HQ.

### **Sustainability**

- Determine the potential to sustain the outcomes of the Programme beyond its life and what measures are needed to ensure this.

---

<sup>37</sup> Recommended in the Evaluability Assessment Draft Report, November 2015

- Assess current project key partnerships that can contribute to the sustainability of the initiatives under the Programme and to what extent. Identify if there would be other partnerships to consider.
- Identify potential good practices and models of intervention that could inform future migration/ human trafficking/child labour/forced labour Programmes, especially those that the national partners could incorporate into national policy and implementation.
- Assess the role and contribution of the Programme to the development and the strategies of the targeted governments in reducing vulnerability to forced labour/trafficking.

#### **IV. Methodology**

33. The Evaluation Consultant will carry out a desk review of all appropriate materials including Programme documents, progress reports, studies, copies of outputs of the Programmes, results of internal planning processes and other documents from secondary sources, whichever are available. At the end of the desk review, an inception report will be submitted to the Evaluation Manager defining the methodological approach and instruments that will be used throughout the evaluation. Both DFID and the Evaluation Manager will review and sign-off the inception report. Interviews will include the donor representative from DFID, ILO DWT South Asia, technical backstopping from ILO Headquarters, Programme staffs, representatives from the governments, Workers' Organizations, employers and other key stakeholders which will be discussed between the Evaluation Team Leader and the Programme CTA and will be incorporated in the inception report.<sup>38</sup>
34. The Evaluation Consultant and a National Consultant will undertake field visits to areas where interventions are delivered to be identified and agreed in consultation with the WiF Programme. Selection of field visit locations should be based on criteria defined by the Evaluation Consultant in the inception report and required for mid-line purposes. Area selection should take into account the socio-political and cultural contexts. Informal feedback meetings with stakeholders will be held in each area.
35. At the end of the field missions, a national stakeholders' workshop in each country will be held where preliminary findings of the evaluation will be shared. The Evaluation Consultant will be responsible for developing the methodology of the workshop. However, Programme team will select the participants based on guidelines provided by the Consultant. Further information may be gathered through workshops led by the Evaluation Consultant. Participants will also be encouraged to give feedbacks on the preliminary findings presented.
36. Logistical support for the fieldwork activities above will be provided by the Programme in terms of coordination interview schedules with respondents/group of respondents, provision of interpretation services when needed, introduction to stakeholders, in-

---

<sup>38</sup> This will include separate interviews with DWT specialists (i.e. Workers Specialists) in Beirut and Delhi and separate meetings with ILO constituents, including national trade unions.

country transportation and organizing of stakeholders' validation workshop in each country.

37. It is expected that the Evaluation team composed of Team Leader and the National Consultants will work to the highest evaluation standards and codes of conduct for UN evaluations as embodied in the UN Evaluation Guidelines<sup>39</sup>.

38. The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation and evaluation analysis. It will be also a criteria to consider for composition of the evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

### The team responsibilities and profile

39. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> <li>• Desk review of Programme documents and other pertinent materials.</li> <li>• Develop evaluation methodology and tools.</li> <li>• Prepare inception report.</li> <li>• Conduct telephone and in-person interviews with selected stakeholders and Programme staffs.</li> <li>• Undertake field visits to conduct focus group discussions and interviews in selected</li> </ul>	<ul style="list-style-type: none"> <li>• <u>Has not been involved in the Programme.</u></li> <li>• <u>Relevant background in social and/or economic development.</u></li> <li>• <u>Experience in the design, management and evaluation of development Programmes, in particular with policy level work, institutional building and local development Programmes.</u></li> <li>• <u>Experience in evaluations in the UN system, DFID or other international context as team leader</u></li> <li>• <u>Relevant sub-regional experience</u></li> <li>• <u>Relevant country experience highly preferred</u></li> <li>• <u>Experience in the area of migration, forced labour, gender, rights-based approaches, workers' organizations, normative frameworks around labour rights and operational dimensions are highly appreciated.</u></li> <li>• <u>Experience at policy level and in the area of human rights and legal issues would also be appreciated.</u></li> <li>• <u>Experience in the UN system, DFID or similar international development experience including preferably international and national development frameworks.</u></li> </ul>

<sup>39</sup> See Annex A and B on "UNEG Code of Conduct for Evaluation in the UN system" and "Standards for Evaluation in the UN System", respectively

<p>communities or at the local and national level with government and civil society organizations.</p> <ul style="list-style-type: none"> <li>Facilitate stakeholders' workshop.</li> <li>Draft evaluation report.</li> <li>Finalize evaluation report.</li> </ul>	<ul style="list-style-type: none"> <li><u>Fluency in English is essential. Speaking Hindi, Bangla, Nepali or Arabic is an advantage.</u></li> <li><u>Experience facilitating workshops for evaluation findings.</u></li> </ul>
--	--

National consultants

Responsibilities	Profile
<ul style="list-style-type: none"> <li>Desk review of programme documents</li> <li>Contribute to the development of the evaluation instrument</li> <li>Organize interviews of stakeholders and field visits in the country</li> <li>Conduct key informant interviews or focus group discussions jointly with the Team Leader</li> <li>Contribute to the evaluation report through systematizing data collected and providing analytical inputs</li> <li>Others as required by the team leader</li> </ul>	<ul style="list-style-type: none"> <li>Relevant background in country social and/or economic development.</li> <li>Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects.</li> <li>Relevant country experience, prior working experience in migration, gender and forced labour.</li> <li>Experience conducting key informant interviews or focus group discussions.</li> <li>Fluency in English (and other national relevant language) essential</li> <li>Knowledge of local languages in the field visit areas an asset</li> <li>Experience in the UN system or similar international development experience desirable.</li> </ul>

Tentative Schedule

Phase	Dates	Team Leader's no. of work-days	National Consultant's no. of work-days



Desk review	12-16 Sept 2016	5 days	2 days
Inception report	20 Sept 2016	2 days	1 day
Field mission including Interviews and Presentation/Validation of Results with the Stakeholders (including travel consultant's home residence to India, Nepal and Jordan)	26 Sept-21 Oct 2016	20 days	5 day
Draft report	24 Oct- 4 Nov 2016	10 days	2 day
Comments from key stakeholders and ILO on the draft evaluation report	7-18 November 2016		
Final report reflecting stakeholders' comments	21-23 November 2016	3 days	
TOTAL WORK-DAYS		40 days	10 days

## Sources of Information and Consultations/Meetings

### 40. Sources of Information

The following sources, to be provided by the Project, should be consulted:

- PRODOC
- Technical progress reports
- Baseline reports, if applicable
- Workplans
- Studies and research undertaken
- Monitoring and evaluation data including evaluability assessment and annual reviews
- Project files

### 41. Consultations/meetings will be held with:

- Project management and staff in ILO
- ILO HQ backstopping and technical officials
- Implementing partner agencies
- Social partners from Workers' and Employers' Organizations
- Civil society organizations
- Government stakeholders at national and local levels (e.g. representatives from Department of Labour, Social Development, etc.)
- Direct beneficiaries
- Community authorities and leaders
- Community members as identified by the project management and evaluation team leader
- the donor

### **Report submission procedure**

42. The following procedure will be followed in submitting the inception report, draft and final evaluation reports:

- The Evaluation Consultant will submit the report to the Evaluation Manager.
- Evaluation Manager will forward a copy to the WiF Programme, DFID and other key stakeholders for comments and factual check.
- Evaluation Manager will consolidate all comments and send them to the Evaluation Consultant.
- The revised report is submitted to the Evaluation Manager and DFID with explanation for those comments that might not have been reflected in the report.
- Once the report is approved, it is forwarded to key stakeholders and disseminated.

### **V. Outputs**

43. The expected outputs to be delivered by the Evaluation Consultant are:

- Draft inception report defining the methodological approach and instruments;
- Final inception report incorporating comments from the ILO;
- Draft evaluation report incorporating the following:
  - Executive Summary with key findings, conclusions and recommendations
  - Methodology of the evaluation (including methodological limitations)
  - Clearly identified findings addressing all evaluation questions
  - A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
  - Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
  - Lessons learnt
  - Potential good practices
  - Appropriate Annexes including present TORs
- Final evaluation report incorporating feedback from Validation Workshops
- A Powerpoint presentation of up to 15 slides summarizing the report
- Notes with reflections on the process of the evaluation identifying lessons learnt and suggestions for future ILO evaluations

44. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO and the Consultant. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

### **VI. Resources and Management Budget**

45. Proposed budget breakdown is as follows:

<b>Expenses</b>	<b>Computation</b>
-----------------	--------------------

International Consultant's fees inclusive of: <ul style="list-style-type: none"> <li>• Professional fee</li> <li>• local DSA in Programme locations</li> <li>• Travel from consultant's home residence to India, Nepal and Jordan in line with ILO regulations and rules</li> </ul>	40 days
National Consultants (3)	10 days
In-country travel (transportation)	
Meetings and workshops' expenditures	

### **Management**

46. The evaluation consultant will report to the ILO Evaluation Manager and DFID and should discuss any technical and methodological matters with them should issues arise. WiF Programme team will provide administrative and logistical support during the evaluation mission.

### Annex 3: List of stakeholders interviewed

Interview date	Name	Title	Organization	Interview location
3 Oct	Igor Bosc	Chief Technical Advisor	ILO	New Delhi
	Bharti Birla	NPC for India		
	Sher Verick	Deputy Director, ILO DWT for South Asia and CO for India	ILO	
	Suneetha Eluri	Project Coordinator, Gender Equality in the World of Work Project	ILO	
	Seeta Sharma	Project Coordinator – South Asia Labour Migration Project	ILO	
	Magnus Berge	Senior Specialist for Workers’ Activity, DWT for South Asia	ILO	
4 Oct	Orlanda Ruthven	Project Manager	Gram Tarang Employability and Training Services	New Delhi
	Annanya Bhattacharya	Researcher	Society for Labour and Development Asian Floor Wage	
	Preet Rustagi	Professor	Institute of Human Development	
	Anuja Bapat	Director and Focal Point for WIF	MoLE - Ministry of Labor and Employment (?)	
	Manish Gupta	Joint Secretary Labour Welfare	Ministry of Labour and Employment	
5 Oct	Amod Kanth	Chairperson	DWSSC Office/Prayas	New Delhi
	SEWA FGD	Sonia Rani and group of over 20 women	SEWA	Outside New Delhi
6 Oct	WIF Programme Workshop		ILO	New Delhi
7 Oct	Prabha Kotiswaran	Academic and Member, WIF Advisory Team	ILO	
	WIF Programme Workshop		ILO	
	FGD with 3 garment workers	Falak Jalali, SLD + Nari Shakti Manch Secretary and 2 garment workers	Nari Shakti Manch SLD	Gurgaon
8 Oct	Bandana Pattanaik	International Coordinator	GAATW	New Delhi
	WIF Programme Workshop		ILO	
10 Oct	Tareq Abu Qaoud	Project Director, Better Work Jordan	ILO	Amman
	Suha Labadi	Project Coordinator, WIF	ILO	
	Haitham Khasawney	Assistant Secretary General	MoL	

	Amjad Adarbeh and Mohanad Warq	Country Programme Manager and National Project Officer	UNODC	
11 Oct	Mohammad Al Nsour	Director of Human Rights	MoJ	Amman
	Fathalah Al Omrani and Kaled Omrani (son)	President	The General Trade Union of Workers in Textile Garment and Clothing industries	
	Ruba Al-Abboushi	Counter Trafficking Focal Point	IOM	
	Cariline Ronsin	Research and M&E		
	Enrico Ponziani	Chief of Mission to Jordan		
	Tariq M. Al-Nouti	Vice-President	Recruiting Agents Association of Jordan	
	Ibrahim Al-Refae	General Secretary	Classic Fashion Apparel Industry, Ltd.	
K.S. Sanal Kumar	Chairman and Managing Director			
12 Oct	Basim Al-Dahashma	Manager of Naturalization and Foreigners Affairs	Ministry of Interior	Amman
	Rami Asrawi	Managing Director	Orient Private Recruiting Agency for Domestic Workers	
	Linda M. Al-Kalash	Executive Director	Tamkeen	
	Farhan Ifram	Member and Vice Chairman, J-GATE; and CEO of Masactive Holdings	Jordan Garments, Accessories and Textile Exporters (J-GATE)	
	Patrick Deru	Head of Jordan Office and Skills Specialist, Decent Work Team	ILO Lebanon	
13 Oct	Phil Fishman	Senior Advisor	Fundamental Principles and Rights at Work	Amman
	Focus group with 8 domestic workers		Tamkeen	
	Helene Bohyn	Manager (incoming)	Workers Centre	Skype call
	Suha Labadi	WIF Project Coordinator (NPC)	ILO Jordan	Amman
14 Oct	Mervat Jumhawi	Advocacy Manager	Workers Centre	Irbid
	Bader Al-Omari	Operations Manager	Workers Centre	
	3 Focus group sessions with Burmese workers, Bangladeshi and Indian, and Sri Lankan		Workers Centre	
17 Oct	Richard Howard	Chief of Mission	ILO	Kathmandu
	Nita Neupane	Senior Programme Officer		
	Bina Kunwar Thapa	Programme Officer		
	Bharati S. Pokharel	NPC, WIF		

	Raghu Kafle	Executive Director	Foreign Employment Promotion Board (FEPB)	
	Nirmala Thapa	Director	FEPB	
	Abha Shrestha	Joint Secretary	MoLE	
	Govind Bhurtel	Acting Secretary		
	Bishnu Lamsal	Secretary General	General Federation of Nepalese Trade Unions (GEFONT)	
	Jitendra Jonchhe	General Secretary		
18 Oct	Bharati S. Pokharel	National Project Coordinator, WIF	ILO	Kathmandu
	Ram Mani Pokharel Tilak Jung Khadka	Focal Person WIF Executive Officer	NTUC	
	Barbara Weyermann	Programme Manager	SDC	
	Asmita Sapkota	Project Coordinator	WOREC	
	Niyama Rai	NPC, FAIR Recruitment	ILO	
	Sauray Ram Joshi	NPC, LIFE Project	ILO	
19 Oct	Prayina Gurung	National Programme Officer	IOM	Kathmandu
	Manju Gurung	President	POURAKHI	
	Karuna Onta and Priti Prajapati	Social Development Adviser and Employment, Skills and Migration Adviser	DFID	
	Muna Uprety	Project Coordinator	ABC Nepal	
	Hans van de Glind	Decent Migration Specialist, Decent Work Technical Support Team for Arab States	ILO Beirut	Skype call
20 Oct	Bikram Karki	Programme Officer/WIF focal point	DDC Dolakha	Dolakha, Nepal
	Narayan Sedhai	Social Development Officer	DDC Dolakha	
	Jagdish Aryal	Account Officer	DDC Dolakha	
21 Oct	Tirtha Raj Ghimire	VDC Secretary	DDC Dolakha	
	Saroj Kumar Shrestha	VDC Secretary	DDC Dolakha	
	Rup Lal Ray Yadav	VDC Secretary	DDC Dolakha	
	Rama Chaulagai	Social Mobilizer	Bhimeshwor Municipality	
22 Oct	Tara Dahal	Peer Educator	POURAKHI	
	Goma Rimal	Social Mobilizer	DDC Dolakha	
	Laxmi Dhakal	Women Development Officer	DDC Dolakha	
23 Oct	Bharati S. Pokharel	NPC Nepal, WIF	ILO Nepal	Kathmandu
24 Oct	Briefing meeting with Richard and Bharati S. Pokharel	Country Director and NPC WIF	ILO Nepal	
	Bimal Prasad Dhakal	President	NAFEA	
	Kumud Khanal	General Secretary	NAFEA	

25 Oct	xx	Regional Director, ILO South Asia Regional Office	ILO Delhi Regional Office	New Delhi
	Bharti Birla	NPC India, WIF	ILO Delhi	
	Igor Bosc	CTA, WIF	ILO Delhi	
28 Oct	Mike Dottridge	Independent consultant and member of WIF Advisory Committee		Skype call
3 Nov	Sandro Pettineo	Global Public Affairs Manager	CIETT (now World Employment Federation)	Skype call
7 Nov	Elizabeth Tang	General Secretary	IDWF	Skype call
	Agnes Matienzo	Program Coordinator	MFA	Skype call
17 Nov	Cathy Zimmerman	Xx	LSHTM	Phone call

#### FIELD VISIT INDIA

22 Oct	Sanghamitra Acharya	Project Manager	CINI	Ranchi
	Suchismita	Block Coordinator, Namkum		
	Ashok Kumar	Block Coordinator, Mander		
	Depak Mishra	Block Coordinator, Gumla		
	Saurav Kumar	Block Coordinator, Khunti		
		FGD with women in Jamgai gaon, Namkum Block		
23 Oct	Sanghamitra Acharya	Project Manager		
	Ashok Kumar	Block Coordinator, Mander		
	Jaipal Kisputta	Community Volunteer		
	Lothe Kujur	Community Volunteer		
		Village meeting at Sarwa gaon, Mander Block		
	Tanvi Jha	Programme Coordinator, Protection		
24 -25 Oct	Fr. Chetan Chandran	Director	NDWM -JGKU	
	Lix	Programme Coordinator		
	Poonam	District Coordinator Ranchi and Khunti		
		Group meeting in Kathar-Kocha-		
24 Oct	Mr. Praveen	Labour Commissioner	State Labour Dept	
	Mr. Pathak	Deputy Labour Commissioner		
	Renu Linda	President	JGKU Cooperative	
		Group meeting at Solanki		
	Bharti Birla	NPC, WIF	ILO	
25 Oct		FGD with leaders of JGKU		
26 Oct	Subashree and Rajinder Ray	Director	Pragati	Sundargarh
		FGD with women of 5 villages at Alapoka		

27 Oct	Lalita Mishra	Director	NAWO	Bhubaneswar
	Heena Nayak	Project Manager	NAWO	Bhanjnar
	Swaha Das	Project Coordinator	AIINA	
	Tukuna Khatai	Block Coordinator, Bhanjnar		
		4 Gram Panchayat Coordinators		
28 Oct	Heena Nayak		NAWO	
	Ritanjali	Peer Educator	AIINA	Kandhamal Dist
		FGD with SEWA members in Podasahi, G-Udaygiri		
		FGD with women leaders in Rambha village, Bhanjnar Block, Ganjam Dist		
29 Oct	Sonali Mohapatra	Project Assistant	Gram Tarang	Jatni
	Dhruba Charan Sahoo	Post placement officer		
		Observation of a Life Skills class		
		Interviews of girls having completed training and those doing training		
	Subrat Kumar Nayak	Editor, Tarang Vani		
Nov 1	Nalini Nayak	Head	SEWA	Skype call
Nov 4	Tanvi Jha		CINI	Skype Call



## Annex 4: Survey

12 October 2016

Dear Igor, Bharati, Bharti, Suha, Zeina and Suraia:

The evaluation team requests your participation in a survey. The questions in Part A below relate to each of the pieces of research so far published by the program. These questions are presented in the form of a matrix below, yet you may respond more fully in paragraph form if you wish.

Part B below includes a few more questions for you to reflect on.

These areas of discussion may well come up in our face-to-face interviews, yet the evaluation team would like to solicit your written response and reflections to provide you with greater opportunity to more systematically think through the research in particular, and the implication it has had in your country context and more broadly for the whole program.

**Please send your responses to Amy at [amyjersild@yahoo.com](mailto:amyjersild@yahoo.com) by Friday, 21 October.** If the team has any further questions for clarification we may be in touch. Your responses may be compiled and annexed to the evaluation report, but will be anonymous.

Thank you so much for your time!

Kind regards,

Amy, Asha, Hanan and Jhabindra

### **Part A:**

No.	Title of published research by WIF	What was meaningful about the research? What did you personally learn from it?	Were the research findings disseminated? How so? Who involved? Numbers reached/in attendance? Please describe the context/process.	If disseminated in an interactive way, what were some of the main questions and points of discussion by stakeholders?	Were the research findings relevant for the WIF project? Can WIF use/or did WIF use the findings in anyway? How?	If any aspect of learning from the research findings has been applied by WIF, have you observed any implications or results? (extent of ownership by govt and other stakeholders; extent to
-----	------------------------------------	--	--	---	--	---

						which it influenced policies and plans, etc)
1						
2						
3						
4						
...						
...						

**Part B:**

1. What do you find particularly innovative about WIF, compared to other anti-trafficking programming?
2. How does WIF complement other ILO projects under Decent Work in your country office?
3. What is the ILO's added value to WIF project?

## Annex 5: Description of methodology

**Desk review:** The desk review of relevant project documentation included WIF documentation (Project Document, work plans, technical progress reports, published research, strategy documents, and evaluability assessment), as well as other relevant labour migration documents – both ILO and non-ILO published.

**Semi-structured interviews with key stakeholders:** The evaluation team conducted 94 semi-structured interviews with 117 respondents representing the ILO, global partners, and country-level partners in Jordan, Nepal and India over a one-month long period, from early October to early November. The evaluation team interviewed on site those national and local level stakeholders in Nepal, India and Jordan. Skype calls with key global partners were completed at the end of visits to the 3 countries.

**Observation:** Several members of the evaluation team observed and engaged with the ILO WIF team and other participants, including a member of the advisory board and a representative of a global partner, during a 2.5-day project-planning workshop in New Delhi from 6-8 October. Side conversations, observation and direct engagement during the 2.5 days provided for good exchange among the ILO team. The evaluation team also observed a pre-departure orientation session with a district social mobilizer and Pourakhi peer educator in Nepal. Approximately 25 women attended. And finally, in Southern India the team observed a life skills training implemented by partner Gram Tarang.

**Survey:** A written survey (found in Annex 3) was distributed to the 5 National Project Coordinators (NPCs) and the Chief Technical Adviser (CTA). The survey focused specifically on the research published to date by WIF, and respondents' reflection on its use and application for learning and advocacy. Additional questions focused on the relevance of WIF in each country program context, and the degree of innovation from their country perspectives. The rationale to focus fully on the ILO WIF team was to provide opportunity to reflect on learnings, relevance and impact at the country, regional and inter-regional levels. The targeting of this survey, in addition to learning for the ILO team, was also pragmatic given the length of time devoted to data collection and analysis. While the interviews focused on a range of issues discussed, the survey allowed for more in-depth reflection specific to the research and the programme's learnings.

**Focus group discussions:** The evaluation team conducted a total of 20 focus group discussions (FGDs) with migrants in both source communities in Nepal and India and in destination communities in Nepal and Jordan. A total of 371 participated in these FGD sessions, 232 of who were in source communities in Nepal and India. A very small number participating in these groups were observed to be returned migrants.

The numbers of FGDs done by the evaluation team and the numbers of women participating were purposive in sampling size, with the interest to acquire a range in representation of

types of women, both young and old, in each location visited. The initial approach to FGDs was to meet with women in source communities (India and Nepal) who fell into 2 groups: aspiring migrants who had been trained; and returnees, both those who had been trained through WIF and returned and those who were not trained. Instead the evaluation team was able to meet with the first group, aspiring migrants who had been trained.

The original intent was also to meet migrants in destination areas (India and Jordan), with the interest to interview those who had involvement with WIF in origin communities and those who did not. While this was somewhat accomplished in India (although the evaluation team did encounter mixed groups), in Jordan those migrants interviewed did not have any connection with WIF in their home communities, and they had mixed interaction with the programme in Jordan as well. Table 7 outlines the number of FGDs and participants in each location.

**Table 6: Focus group discussions conducted by the evaluation team**

Jordan	3 FGDs with approximately 40 garment workers in Irbid, Jordan from Bangladesh, India, Sri Lanka, and Myanmar.
	1 FGD in Amman with over 10 domestic workers from multiple countries including Philippines, Kenya, and Indonesia.
Nepal	4 FGDs in Dolhaka with 35 women (source community)
India	6 FGDs with 197 women in Jharkhand and Odisha (source communities)
	5 FGDs with 89 women in Ranchi and Delhi (destination communities)
	1 FGD with 3 women in Gurgaon, outside New Delhi (non-WIF related)

The team collected data in India, Jordan and Nepal, spending a total of nearly 2 weeks in India (both Delhi and project sites in the south), 1 week in Jordan, and 1 week in Nepal. Skype calls with global partners were arranged following the field visits in early November. All data were collected and analyzed by the team, and evidence was triangulated to arrive at the evaluative conclusions discussed below.

## Annex 6: Summary matrix

Evaluation Criteria	Evaluation questions (from TORs or otherwise identified)	Key indicators	Summary Assessment
<b>Relevance</b>	Has the programme responded to the real needs of specific target groups and in consideration of the different contexts in covered countries?	The extent to which project approaches are relevant and in alignment with target group desires and realities	As part of Component 1, the evaluation team found the targeting of communities overall with sound rationale, with the exception of one area in India. Targeting within communities has been more problematic, with challenges to effectively reach those who may be most vulnerable. In destination areas in both Jordan and India, domestic workers have yet to be reached and supported, and within the garment industry in Jordan, while there is outreach and services provided to migrant workers, those who work in the sub-contracting factories and who are more vulnerable are not effectively reached.
	Do the problems and needs that gave rise to the programme still exist?	The degree of sophistication of problem analysis, and the degree to which stakeholders agree on the problem and their analysis of any change	The problems and needs that gave rise to the programme indeed still do exist, and the programme design is relevant in its response to the problem. Indeed it constitutes an innovative approach to the problem as framed in the effort to prevent trafficking. Yet the evaluation finds the reality of distress migration posing a fundamental challenge to the programme rationale. Supporting women in origin communities to engage in informed decision-making about whether or not to migrate requires genuine choice with options available within the community.
	Has the strategy addressed the different needs and roles, constraints, and access to resources of the target groups?	The degree to which the programme has adequately assessed the needs of the target groups	As noted above, the programme has yet to address the needs and constraints of migrant domestic workers in destination areas in a meaningful way. The evaluation recommends this as priority going forward.

	Are the Programme initiatives aligned with the national policies and priorities?	The degree to which alignment is achieved in all programme countries	The programme aims to work with multiple stakeholders whose interests are not always aligned, e.g., recruitment agencies' interest in making a profit vs the needs and rights of migrant workers. At the national level, the programme is largely aligned overall, yet the programme faces challenges around notions of gender and protection vs fulfillment of rights. There are also varying degrees of priority to the issue, which is also challenged by government attention to other competing interests.
	Has the Programme identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the Programme?	The degree to which the programme has learnt from experience and reflected on those learnings; the degree to which the research component has been successful in generating new ideas and reflection for the programme.	A more evolved analysis of the programme has been demonstrated over time as a result of learning and reflection. Well articulated output strategies have been developed and decisions taken during the second year of implementation, such as reframing efforts in origin communities with certain partners. Many of the research studies have resulted in learning for the ILO WIF team and partners. The Nepal report has effectively fulfilled its purpose in providing evidence for advocacy initiatives in both Nepal and India. A well developed M&E framework would enable more planned and strategic gathering of data, its timely analysis and shared learnings among a wider WIF audience. Currently the programme has demonstrated upward accountability more than downward accountability.
	Is the programme relevant to ILO DWCP objectives and to the goal of Fundamentals HQ?	The degree to which the programme's desired outcomes and actual work in practice is relevant to ILO DWCP objectives and to the goal of Fundamentals HQ	Yes, the program is relevant to ILO DWCP objectives and to the goal of Fundamentals HQ in its aim to address migrant worker's rights and reduce vulnerabilities to labour exploitation and trafficking.
<b>Effectiveness</b>	Has the programme made significant progress in achieving its desired outcomes mid-way through the project timeline?	The extent to which activities have been carried out and identified outputs achieved; the extent to which there is evidence of outcomes achieved	Progress is uneven between components and across countries, as well as within countries. Greater progress has been made in supporting decision-making in origin communities than on supporting an enabling environment for safe migration into decent work. WIF has effectively reached for the 'low hanging fruit' in Jordan in

		its work at the Workers' Center, while the situation of migrant domestic workers remains dire. Work with recruitment agencies has required dedicated and ongoing inputs, with relationships at present positive yet yielding little outcome thus far.
Has the project been able to adequately identify and address contributing and hindering factors that influence the achievement of its desired outcomes? Was the Programme's response appropriate and sufficient? <sup>40</sup>	The extent to which the programme has learnt from its work; the extent to which the programme was able to revise its course based on learnings	ILO WIF staff have worked hard on various advocacy initiatives where learning is demonstrated. Sound analysis of the local politics was observed overall. Strategies for all components have been further refined and articulated, demonstrating learning from programme experience.
Are the programme approaches appropriate in achieving the immediate objectives of the Programme? How are issues of timing or coherence on intervention delivery affecting the Programme and what are the recommended actions to be taken? <sup>41</sup>	The extent to which the programme approaches adopted are aligned with the local political and socio-economic context of each project site; the extent to which the underlying logic of the approaches as a means of achieving the desired outcome is sound	As noted above, greater progress has been made in supporting decision-making in origin communities than on supporting an enabling environment for safe migration into decent work. Yet the evaluation team found a real need evident in origin communities visited for greater investment in livelihoods training and support to effectively support genuine choice about migration. Distress migration was found to be a reality, which undermines the programme logic and rationale. The hard and difficult work of addressing the competing interests and agendas of recruitment agencies, employers, governments, and migrant workers and effecting both policy change and influencing practice will require greater mobilization of WIF partners. While the evaluation team did not find strong disparity in sequencing and coherence between the countries in its

<sup>40</sup> As recommended in the Evaluability Assessment Draft Report, November 2015. The report refers to the problem of *changes in attitudes and perception, especially with regard to gender and power, across all structural levels.*

<sup>41</sup> It is noted in the Evaluability Assessment that "An immediate conclusion is that it is unfortunate that the start of the work in the destination locations is so out of sync with that in the sending locations. There are many questions and issues from the situation in Lebanon with regard to migrant domestic workers, especially those from Bangladesh, who would appear much more vulnerable to trafficking than the MDWs from other countries, that clearly have implications for the work in Bangladesh."

			focus on Jordan, India and Nepal, the need for greater coordination, communication and shared learning (more than one annual meeting) was evident.
	How successful has the Programme been in mainstreaming the issue of forced labour into on-going development efforts? As far as possible identify the Programme's contribution to these achievements.	The extent to which the programme's advocacy efforts have been adopted by local governments	WIF has experienced uneven success thus far. In origin communities in Nepal, for example, WIF has experienced significant progress with district governments in the programme sites mainstreaming WIF activities in both budget and policy.
	How have key stakeholders (including trade unions and employer associations?), contributed toward the implementation of the project and achievement of outputs? What their role should be going forward?	The degree to which partners have contributed to programme outputs and desired outcomes; the quality of these contributions	Partner trade unions in India have played a strong role in WIF and have been instrumental in progress noted. Trade unions in Nepal were just starting to get involved. While there are challenges with targeting those most vulnerable, both SEWA and JKGU have done outreach and organization identified as positive.
	What systems, networks, or processes are in place towards influencing laws, policies, and resources?	The extent to which the programme has contributed toward systems approaches that aid in achieving desired outcomes	The KMG in Nepal has held real significance for the WIF team. While taking a lead role on influencing government policy on forced labour, KMG members' collective support has been instrumental in advocating <i>vis-à-vis</i> the GoN. WIF in Jordan has capitalized upon the system and network set up by the BWJ programme.
<b>Efficiency</b>	Have the programme outputs been achieved in a timely manner?	Extent to which the programme outputs have been achieved, their sequencing and timeliness	The term 'outputs' are used by WIF to refer to outcomes, and outputs per se are not fully identified as the immediate effect of a specified activity performed. The level of achievement of programme outputs may be viewed within the context of WIF's overall level of ambition for change. An example is the change in mindset needed, the 'cultural shift' noted above, in recruitment agencies understanding that observing worker rights is good for business. While some fundamental obstacles are part of WIF's challenges, other areas of progress in reaching overall desired outcomes are noted, particularly



		with regard to empowering women on making informed decisions about migration.
Were the right resources chosen to deliver outputs and expected quality?	Degree to which relevant and adequate resources (human, organizational, etc) were applied	The evaluation did not consider budgets as part of data reviewed. Questions concerning choice of partners from the start of the project for work in origin communities has been problematic. A rights-based approach has not been fully grasped by all.
Is the program adequately resourced to enable the achievement of desired outcomes?	Degree to which the programme budget is sufficient for its planned activities in relation to the desired outcome	The evaluation team did not have access to the programme budget.
How did the programme achieve (or not achieve) Value for Money?	The extent to which the outcomes achieved are a good value for the money spent	<p>Areas of inefficiency identified include the need for a more targeted approach to both aspiring women migrants and migrant women workers who do experience higher levels of vulnerability. These include women in more remote areas near the border of Jharkhand, India, for example; women in the sub-contractor garment factories in Jordan who are more likely to experience abuse; and live-in domestic workers in Jordan and India. The lack of a well-developed M&amp;E framework to guide the monitoring and evaluation of the programme can only result in certain inefficiencies in implementing this area of work. Greater purpose and differentiation between what is to be monitored versus evaluated on for the programme would give better focus and greater efficiency in understanding progress toward desired programme outcomes. In addition, certain inefficiencies in operating the Worker's Center in Jordan related to financial management and the specific challenges the ILO Jordan office faces.</p> <p>In contrast the evaluation team found good Value for Money in other aspects of the programme, including the cost sharing WIF has experienced in each of the countries with other ILO labour migration programming. Signs of sustained activity also point to a very high level of efficiency and Value for Money. These relate to the building</p>

			upon existing structures and frameworks and thus further strengthening and institutionalizing these efforts, as well as the uptake of WIF by partners which may lead to sustained programming.
<b>Sustainability</b>	What is the potential to sustain those outcomes already achieved or close to being achieved beyond the life of the programme?	The degree or extent to which an achieved outcome might be sustained and why	The district of Dolakha, Nepal provides a concrete example within the programme of sustained WIF objectives mainstreamed into local development policy and programming.
	What kinds of measures (including partnerships) are needed to ensure sustained outcomes for the programme?	Identification of measures (including partnerships)	The evaluation team suggests the following: changed policy and continued political will to sustain/maintain; adoption of WIF objectives into local development policy and programming; continued programming/budgeting by partners beyond the end of the programme.
	Does the programme experience point to potential good practices and models of intervention that could inform future migration/ human trafficking/ child labour/ forced labour Programmes, especially those that the national partners could incorporate into national policy and implementation?	Extent of the evidence which demonstrates a good practice or model of intervention	The evaluation identified several lessons learned that may well be good practices after more experience of programming and with more evidence available as to its effectiveness. This includes Gram Tarang's work to skill, place and provide support to migrant women. JKGU's work with supporting the organization of cooperatives with domestic workers also points to work carried out alongside advocacy for policy change.
	How has the Programme contributed to the policy development and the strategies of the targeted governments to reduce vulnerability to forced labour/trafficking?	Degree to which the programme has contributed toward systemic change; degree to which the programme's experience has been adopted by partner governments	WIF in Nepal has been largely successful in focusing on the GoN's migration ban for women. The GoN has agreed to one year of lifting the ban, and WIF's monitoring as to its effectiveness will be important for its continued advocacy. Other areas involve pre-departure skilling/training in Nepal. WIF has been active in advocating at the state level in Nepal, yet overall the evaluation identifies the need for greater mobilization. In Jordan, work on the anti-trafficking bill is in the early stages.

## Annex 7: Extent of progress toward desired outputs

No.	Component	Desired output areas	Extent of progress toward desired outputs
1	Empowerment and information in origin communities	Women and their family members have better information, rights-awareness, knowledge, and skills on which to base decisions about migration.	WIF has made notable progress in Component 1, with a well-conceived approach to empowering women in identified communities with high out-migration rates. There is evidence of women making well thought-out decisions based on information provided. Better targeting overall of areas and groups with greater levels of vulnerability would make WIF more effective. Further, the focus on alternatives to migration would ward against 'distress migration' and provide for genuine choices to migrate, thus enhancing its degree of effectiveness and relevance.
2	Promotion of fair recruitment processes	Recruitment agencies adopt recruitment practices based on international standards and are subject to improved monitoring and enforcement	WIF has engaged recruitment agencies on fair recruitment practices in multiple venues, yet real challenges exist with regard to their commitment to supporting a rights-based approach with the possibility of decreased levels of profit. WIF has made progress on dialogue with recruitment agencies, notably in Nepal, yet less has been done in Jordan. In India, several models have been supported that hold promise of fair recruitment into decent work, one with a skilling and placement agency and another with a union.
3	Organization of women migrant workers into strong collectives	Women migrant workers in domestic work and garment sectors enjoy better collective representation and support services and employers have greater knowledge of workers' rights	WIF has gone for the 'low-hanging fruit' in Jordan in their work with the Worker's Center in the garment sector, effectively building on the work of the BWJ programme. There is greater urgency to make an impact in the domestic work sector where little work has been done to date, as well as to reach those garment migrant workers in sub-contracting factories who are more vulnerable. WIF's collaboration with SEWA and JKGU has yielded notable results with regard to empowering women in the domestic work sector, yet the evaluation team notes the targeting of women who are more established in the destination communities has yielded less impact overall than working with newly arrived migrants who are more vulnerable.
4	Strengthening laws and policies to reduce vulnerability	Policy makers have improved knowledge to reform laws and policies to protect migrant worker	There is evidence of the use of WIF research studies produced for advocacy purposes, most notably in Nepal on the migration ban, where WIF has taken a lead role with other members of the KMG. The more complex political environment in India has made advocacy gains more elusive for WIF, yet some progress has been made in forming coalitions and commenting on draft laws. WIF has benefitted from BWJ's work

		rights through advocacy and technical inputs.	in reducing the incidence of forced labour in Jordan. WIF's primary advocacy contribution has been providing inputs to the Anti-Trafficking Law, which was an ongoing process at the time of the evaluation,
5	Assessing, researching and evaluating what works to reduce vulnerability to human trafficking	Improved analytical understanding of risks and vulnerabilities in the migration process leads to improved intervention measures and evidence bases	The research studies produced by WIF has been identified as providing some learning for stakeholders, while one study in Nepal has been used effectively as a basis for advocacy <i>vis-à-vis</i> the Nepali Government. The programme has exhibited learning from experience, through active engagement of staff and partners in reflecting on what works and what does not, yet much more is needed to mobilize and share information more broadly in a timely manner. Greater levels of communication on LSHTM's contributions in this area and how the programme will effectively identify and communicate overall learnings will be important for the remaining half of the programme.

## Annex 8: Compilation of ILO Programme Staff Survey Response

### Q1.1: Research

- LEBANON, JORDAN, INDIA: [“For a fee: the business of recruiting Bangladeshi women for domestic work in Jordan and Lebanon”](#) (ILO, 2015)
- LEBANON: “Intertwined: Employers and migrant domestic workers in Lebanon” (ILO, 2016)
- JORDAN: “Migrant Domestic and Garment Workers in Jordan: A Baseline Analysis of Trafficking in Persons and Related Laws and Policies”
- INDIA: “Indispensable yet unprotected: working conditions of Indian domestic workers at home and abroad” (ILO, 2015)
- “Persisting Servitude and Gradual Shifts towards Recognition and Dignity Of Labour: A Study of Employers of Domestic Workers In Delhi and Mumbai” (ILO, 2016)
- NEPAL: “No Easy Exit, Migration Bans affecting Women from Nepal” (ILO, 2015)
- Report on Mapping of IEC materials (for internal use)
- Report on use of mobile phone technology
- CTA: “Operational parameters to assess fair recruitment practices”

<b>For a fee</b>	<b>Lebanon</b>	<b>Jordan</b>	<b>India</b>	<b>CTA</b>
<b>Learnings</b>	Complexity of recruitment process Evidence of fee payment by workers Inconsistencies in the recruitment system	Was not aware earlier of the recruitment model for Bangladeshi workers	Challenges in the recruitment process that vary from country to country	Organization of the business of recruitment particularly by formal agencies. Motivation and business of sub-agents needs further analysis Further research on relationship between bad policies and migration
<b>Dissemination</b>	Presentation in meetings	Was not yet in ILO	NA	Released in Geneva at a joint ILO- UNODC Call for action event to which international organizations and embassies were invited
<b>Stakeholder reaction</b>	NA	NA	NA	How to bring down the cost of recruitment
<b>Relevance of findings for</b>	Policy meetings on deductions from wages	Capacity building of PEAs on fair recruitment	NA	Inform policy discussions on foreign employment and migrant right protections in Bangladesh

<b>WIF/ Use made</b>	Ap for monitoring agents	Monitoring of PEAs by govt		
<b>Impact of application of findings</b>	Will know at the end of the project	Don't know if it was shared with govt	NA	Part of the body of evidence necessary to draft the Fair Recruitment Principles and Guidelines

<b>Intertwined</b>	<b>Lebanon</b>	<b>CTA</b>
<b>Learnings</b>	Links knowledge about exploitation of MDWs to behaviour of employers	Better understanding of viewpoint of employers in the Middle East
<b>Dissemination</b>	Public event for constituents, researchers, youth. ROAS web-site	Launched on 19.9.16 in Lebanon with government and civil society partners. Also on-line
<b>Stakeholder reaction</b>	Need for revision of soft language in recommendations	Need to address care economy trends Tackle the Kafala system
<b>Relevance of findings for WIF/ Use made</b>	Media campaign targeting employers. Hopefully policy change	Informed information campaign of ASI Highlights growing need for care
<b>Impact of application of findings</b>	Reactivated the debate on rights of MDWs on social media	Will become evidence for need for increased spending on the care economy

<b>Baseline Domestic Workers and Garment Workers Jordan</b>	<b>Jordan</b>
<b>Learnings</b>	Legal framework relative to migrant domestic and garment workers.
<b>Dissemination</b>	e-mail + workshop with all Ministries and AHTU
<b>Stakeholder reaction</b>	Anti-trafficking action plan too ambitious. ILO to revise it and build capacity of judges in addressing labour trafficking
<b>Relevance of findings for WIF/ Use made</b>	Used in drafting NPC work plan
<b>Impact of application of findings</b>	Govt more receptive to change. Challenge to progress in the constantly changing environment in Jordan.

<b>Indispensable yet unprotected</b>	<b>India</b>	<b>CTA</b>
<b>Learnings</b>	Enabled SEWA to develop strategies for delivering services to migrant workers and for coordinating with other unions and organizations	Showed need to reach out to domestic workers in destination countries
<b>Dissemination</b>	Public hearing in South India with National Commission on Women. Advocacy event for legislation on DW and regulation of PEAs and access to justice for migrants in India and in the Middle East	Public hearing organized by SEWA in Kerala Uploaded on ILO Geneva website
<b>Stakeholder reaction</b>	N/A	Need for information on rights of migrant workers in states where WIF is working
<b>Relevance of findings for WIF/ Use made</b>	Evidence based research by a TU. SEWA better able to render services to its members and coordinate with other unions. SEWA proposal for WIF built on findings.	Together with other research, justified choice of working in Jharkhand
<b>Impact of application of findings</b>	Feeding into policy advocacy. SEWA started work with Nepali DWs in Delhi. NDWM providing services to DWs who migrate from Tamil Nadu to Kerala.	Kerala government introduced pre-departure trainings in cooperation with SEWA

<b>No Easy Exit</b>	<b>India</b>	<b>Nepal</b>	<b>CTA</b>
<b>Learnings</b>	Qualitative assessment by GAATW on how bans precipitate unsafe migration.	Contrary to government's intention to protect, the ban places women at greater risk of abuse	First study published by a UN agency questioning bans
<b>Dissemination</b>	Done in Nepal	Project Advisory Committee chaired by Secretary, Labour Tripartite plus forum on law and policy dialogue Workshops in WIF districts organized by local govt Uploaded on the ILO Nepal website	On-line by WIF partners in Nepal who advocated for its removal

<b>Stakeholder reaction</b>	N/A	Age ban forces women to choose irregular migration and end up as undocumented workers. Attempts to falsify one's age. Need to promote local employment over safe migration.	Need for protection together with need to uphold women's rights. Influence of patriarchal, gender stereotypes and prejudice against lower castes
<b>Relevance of findings for WIF/ Use made</b>	Same type of ban is in force in India	District and national workshops on women's empowerment and safe migration Referred to while drafting Foreign Employment Act and Domestic Work Guidelines	Indicates need for future research on how poor regulation influences the cost of migration
<b>Impact of application of findings</b>	Policy brief was prepared but the ban has not been lifted.	Minimum age for emigration reduced from 30 to 24 years.	When India contemplated a total ban on migration of domestic workers to the Gulf, Igor wrote a policy brief that was conveyed to the Minister of External Affairs and the ban was not imposed.

<b>Persisting servitude</b>	<b>India</b>	<b>CTA</b>
<b>Learnings</b>	Caste loses its importance in cities. 45% of emps did not know the caste of their DW. Reconfirmed that live-in workers are recruited through acquaintances rather than registered agencies Employers are willing to pay higher wages for skills in elderly and new-born care Many middle class and lower middle class homes do not have DWs	Questions the excessive focus on trafficking since recruitment through formal or informal agents is 5% Since employers are not willing to pay for skills, focus should be on recognition of skills rather than building technical skills.
<b>Dissemination</b>	Workshop in April 2016 back-to-back with a workshop by the Gender project on DW legislation, attended by policy makers, placement agencies, employers' reps, trade unions and DW	Widely disseminated with accompanying video



	organizations. A 20 -minute film with the comments of participants together with the report will be uploaded on the ILO website.	
<b>Stakeholder reaction</b>	Discussion on care economy and skills that are in demand	Need for including domestic work in labour law Emphasize recognition of skills rather than skilling
<b>Relevance of findings for WIF/ Use made</b>	Helped shape the messaging of DW organizations	Need for including domestic work in labour law Emphasize recognition of skills rather than skilling
<b>Impact of application of findings</b>	DWSSC to create demand for skilled workers with higher wages Policies for regulation of DW by MoLE and State Labour Depts Campaign to create awareness among employers	Will be used for advocacy for a law on domestic work

<b>Mapping IEC materials</b>	<b>Nepal</b>
<b>Learnings</b>	Content mostly on safe migration; lack of rights-based approach; less materials on legal awareness
<b>Dissemination</b>	Disseminated by Foreign Employment Promotion Board meeting attended by government, NGOs, recruitment agencies and trade unions
<b>Stakeholder reaction</b>	To ensure uniformity and adherence to the rights-based approach, FEBP approval before publication FEBP to update its library of IEC materials
<b>Relevance of findings for WIF/ Use made</b>	Used for designing modules on empowerment and pre-decision training. Existing materials used and new materials created for GAATW Regional TOT
<b>Impact of application of findings</b>	FEBP is adopting the pre-decision manual for use country-wide

<b>Mobile phone technology</b>	<b>Nepal</b>
<b>Learnings</b>	Potential for raising awareness on safe migration. Comparison of smart phones and other mobile phones
<b>Dissemination</b>	Findings used in regional TOT organized by GAATW, with participants from India and Bangladesh
<b>Stakeholder reaction</b>	Beware of CCTV cameras in the employer's home; useful for keeping photos of important documents; communication less costly than telephone

<b>Relevance of findings for WIF/ Use made</b>	Used to design activities for women's empowerment and give access to information on labour migration
<b>Impact of application of findings</b>	SMS on safe migration by Migrant Resource Centres. Use of mobile phones now part of FEBP pre-departure training

<b>Assessment of fair recruitment practices</b>	<b>CTA</b>
<b>Learnings</b>	<b>Importance of ensuring responsibility for recruitment starting with the employer and including ALL recruitment intermediaries.</b>
<b>Dissemination</b>	<b>Disseminated among fair recruitment partners. Also posted on-line on MFA's recruitment reform website</b>
<b>Stakeholder reaction</b>	<b>The Advisory Board of WIF commended it for highlighting the importance of addressing recruitment holistically and including a strong analysis of informality of recruitment</b>
<b>Relevance of findings for WIF/ Use made</b>	<b>will allow evaluators of fair recruitment practices to know what to assess in recruitment practices.</b>
<b>Impact of application of findings</b>	<b>Too early</b>

### QB 1: What's Innovative about WIF?

<b>Lebanon</b>	<b>Jordan</b>	<b>India</b>	<b>Nepal</b>	<b>CTA</b>
Evaluability exercise Theory of change Work on whole migration cycle - empowerment at pre-decision stage	Trafficking for labour Work on policy at both source and destination	Change from criminal justice approach to trafficking and policies that restrict mobility. Attempt to understand causes of migration, facilitate informed	Rights-based approach not only on paper but in practice. Empowerment to make informed choices being done for the first time in Nepal.	Focus on asymmetrical labour relations between employer and worker Instead of focusing on employers' needs, the ILO forced labour perspective allows focus on working conditions.

Room for use of modern technology and social media		decisions and mobility by choice. Rights-based approach, focus on collective voice of migrants to enforce labour rights, social dialogue to sensitize employers Placement agencies seen as a player in the labour market.		Tackling labour migration end to end Work with unique combination of civil society partners
--	--	---	--	--

### Q B 2 Complementarity with other ILO projects

Lebanon	Jordan	India	Nepal	CTA
DWCP includes priority to migration Evidence base created will benefit work on MDWs	FAIR – recruitment from Nepal for Jordan. WIF working upstream of this at source. Better Work Jordan -WIF gives voice to garment workers and informs them of their roles and responsibilities	Priority 1 of DWCP Campaigning for ratification of C189 as well as Child Labour conventions 138 and 182.	Priority 3 of DWCP: Promotion of fundamental principles and rights at work"	In India, cooperation with South Asia Labour Migration Project: Sensitizing labour recruiters on fair recruitment principles and industry formation; Review of Emigrant Act and policy brief on mobility WIF prepared policy analysis on the care economy in the Middle East and SALM prepared the analysis on the Kafala laws – resulting in a joint policy paper NEPAL: Cooperation with SALM. Global Action Programme for Migrant Domestic Workers: review of foreign employment regulations: support to SAARC declaration and plan of action; film on migrant women’s rights Support to Migrant Resource Centres of Helvetas, FAIR’s work in Dolakha on skilling garment workers; Rupahendi employment resource centre of ILO;

				Bangladesh: SDC funded programme on labour migration – development of gender action plan; JORDAN; Cooperation with FAIR, Better Work, SDC project
--	--	--	--	---

**Q. B 3 ILO's added value to WIF**

<b>Lebanon</b>	<b>Jordan</b>	<b>India</b>	<b>Nepal</b>
<p>Norms on forced labour</p> <p>Experts and tools on migration are available</p> <p>Institutional memory to capture long-term anti-trafficking impact</p>	<p>Addressing discrimination and forced labour issues.</p> <p>Providing policy advice and technical assistance</p>	<p>Built on earlier ILO programmes on domestic work, bonded labour, child labour and inter-state migration.</p> <p>Support from management when previous CTA quit and DWT experts.</p>	<p>Tripartite structure allows open dialogue between workers, recruitment agents, employers and government.</p> <p>Role in linking source countries at SAARC and including labour migration in its agenda.</p> <p>Influences the law and policy framework.</p>

## Annex 9: Outreach to communities in Dolakha, Nepal

PHASE		FIRST PHASE ( Sept 2014- Dec 2016)		SECOND PHASE ( April 016- Aug 2017)	
SN	Particulars	Targeted (Till 016)	Reached (Till dec 016)	Targeted (Till aug 017)	Reached
1.	Door to Door Counseling & Orientations	10,000 PMWWs  (Including door to door visit and 4 hours orientation)	12,454 PMWWs  3592 (Door to Door) 8862 (Orientation)	10,000 community people including 7,000 PMWWs (Including door to door visit and 4 hours orientation)	<b>3499 Dolakha (Total till sept 016)</b> 2192 Female (Orientation) 214 Male (Orientation) 1088 Female (Door to door) 5 Male (Door to door)  <b>2294 Chitwan (Total till sept 016)</b> 1432 Female (Orientation) 178 Male (Orientation) 597 Female (Door to door) 87 Male (Door to door)
2.	Pre-decision training	750 PMWWs	834 PMWWs	375 potential women	It will start from mid of Nov 2016
3.	Migrant Resources Center Services	1500 PMWWs	2200 PMWWs	1600 women	<b>1124 Dolakha (Total till oct 016)</b> 838 Female 286 Male  <b>190 Chitwan (Total till oct 2016)</b> 121 Female 69 Male
4.	Village Information Desk	10 VID	10 VID	3 VID	Under Planning

5.	Joint Project Monitoring Visits	3 Times	3 Times	3 times	Under Planning
6.	Review & Planning Meetings	3 Times	3 Times	1 time	1 time
7.	VCCHT Formations	7 VCCHT	10 VCCHT	0	0
8.	DCCHT Meetings	5 Events	5 Events	0	0
9.	Media Orientations	2 Events	2 Events	0	0
10.	Case story publications	15 Cases	17 Cases	15 stories	Under process for publication
11.	Exhibition of Street Drama	3500 People 15 events	4200 People 18 events	0 0	999 community people In 3 events
12.	Advocacy and Lobby Program	2 Events	2 Events	1 Event	Planning to organize in Dec 18 <sup>th</sup> 016
13.	Referral Services to Women Migrants	50 Women	60 Women	0	85 Women

## Annex 10: Origin communities visited in India: strategies and numbers reached

Partner	Target	Strategies employed	Numbers reached
<b>Jharkhand</b>			
CINI (Phase 1)			
Community outreach	10,000	Community outreach	10,257
Direct outreach	10,000	Direct outreach	10,192
Women migrate safely	3,000	PDT participants	3,255
Linked to schemes	5,000	Forms for schemes filled	5,197
		Registered for Social Sec	1,500
		Institutional outreach	1,977
<i>Sub-total CINI</i>	<b>28,000</b>		<b>32,378</b>
<b>JGKU-NDWM</b>			
Women empowered	5,000	Street theatre in 20 places	5,000
Access social security	300	RSBY	193
		National Pension scheme	56
New union members	1,500		1,760
Leaders trained	100	Leaders from Ranchi	56
		Leaders from districts	44
Skills training	100		100
<i>Of which 90 placed</i>		<i>Of which 6 placed and 26 self employed</i>	
		Cooperative members	107
<i>Sub-total JGKU</i>	<b>7,000</b>		<b>7,316</b>
<b>Odisha</b>			
NAWO (No targets)		New SEWA members	3,500
AIINA PDT	800	AIINA PDT	940
<i>Sub-total NAWO</i>	<b>800</b>		<b>4,440</b>
<b>Gram Tarang</b>			
Pre- Post-placement support	1,000	Trainees placed since April 2016	2,500
Emergency team members	50	Of which health check ups for 380	
TOT	20	First TOT done	25
Tarang Vani Listeners	2,000	Phones contacted with push msg	2,600
<i>Sub-total Gram Tarang</i>	<b>3,070</b>		<b>5,125</b>
<b>Chhattisgarh</b>			
<b>Samarthan</b>			
Door-to-door visits	10,000	Door-to-door visits Female/Male	12,041/9,318
Community outreach	10,500	Community outreach Female/Male	11,736/1,652
Exposure visits	1,500	Exposure visits	1,448
		Institutional outreach Female/Male	5,930/2,595
PDT	3,240	PDT participants	3,363
Linkage to schemes	5,250	Linkage to schemes	5,593
<i>Sub-total Samarthan</i>	<b>30,490</b>		<b>53,676</b>
<b>Grand Total</b>	<b>69,360</b>		<b>102,935</b>

## Annex 11: An overview of the political-economic situation in Jordan and the Syrian crisis

The EU and Jordan reconfirmed their solid partnership, strengthening their relations on political, security, trade and cooperation matters, at the 10th EU-Jordan Association Committee in Amman on July 2016. A decision was reached to simplify the rules of origin<sup>42</sup> that Jordanian exporters use in their trade with the EU. This will boost investment and create jobs for Jordanians, but also for Syrian refugees hosted within Jordan's borders. It is part of the EU's support to Jordan, including in response to the impact of the Syrian refugee crisis on the country and another positive step forward towards the finalization of the partnership priorities. This agreement will make it easier for Jordan to access the EU market and make better use of the preferential access to the EU market that it already enjoys. Together with other EU efforts to support Jordan, these measures will help boost investment, export and employment opportunities in the country, including for Syrian refugees.

The new scheme will apply to 52 product groups for ten years. It will cover a wide range of manufactured products and be available to producers in 18 specified industrial areas and development zones which employ a minimum percentage of Syrian refugees (15 percent at the outset, increasing to 25 percent in year three). A mid-term review in year four will consider whether any changes should be made in light of experience. In addition, the EU and Jordan have agreed that once Jordan's own global target of bringing around 200,000 Syrian refugees into the formal labor market is achieved, they will look at ways to further simplify the initiative. It is worth noting that the garment sector aims to reach a target of employing 2000 Syrian refugees and the the General Trade Union of Workers in Textile, Garment and Clothing Industries is currently preparing the a 'unified contract for Syrian refugees', with minor differences from the unified contract for migrant workers as it doesn't cover air tickets and accommodation costs, the main concern is how to offer social security to Syrian Refugees (especially in construction sector).

The ILO will be a third party monitor body to ensure that decent work measures are applied in factories under this EU agreement. The ILO will establish a 'Cooperative' to facilitate work permits for Syrians. The structure of Jordan's exports is concentrated in five sectors; garments, phosphates and phosphate-based fertilizers, chemicals, machinery and transport equipment. The ILO will conduct research in these sectors to further understand the government quota in each sector and highlight the impact of quota systems to the Jordanian government.

WIF will play a pivotal role to advocate for policy changes and promote Syrian migrant workers access to labor market (i.e. a unique role that WIF can play among other UN agencies at the macro policy level). Further alignment of WIF initiatives will be needed to address the challenges faced in attracting and recruiting Syrian refugees (and Jordanians), specifically in

---

<sup>42</sup> **Rules of origin** are the technical criteria which determine whether a specific product qualifies for duty free or other preferential access under a given trade agreement. The agreed relaxations of rules of origin cover a wide range of manufactured products and include both items that Jordan currently exports in small volumes to the EU and others where currently there is no trade. The alternative rules of origin now made available for Jordanian exports of these products to the EU are those applied by the EU to imports from Least-Developed Countries (LDCs) under the EU's Everything But Arms (EBA) initiative.



the garment sector. On the other hand, GoJ priorities have shifted to creating jobs to Jordanians rather than foreign workers; constituting a challenge to WIF. The garment industry in Jordan has expanded rapidly over the past fifteen years, yet the percentage of workers in the sector who are Jordanian stands at a meager 20 per cent despite the high levels of unemployment and economic inactivity among Jordanians with low educational attainment. The GoJ aims to increase Jordanian employment in the garment industry to complement the government of Jordan's National Employment Strategy ('Jordanization' of the labor market).

Anecdotally, among Jordanians, factory work tends to be seen as shameful, and even in areas with high levels of unemployment, meeting labor demands with skilled or trainable local staff is challenging. Jordanians need to be trained to work ethics and perceptions of self-worth at work. Focused effort is needed to attract more Jordanian female workers to the garment sector; employers face high turnover of female employee due to marriages (conservative culture). Local employees are also more expensive: Jordanian workers receive an additional 80 JoD per month for their living expenses, whereas international workers receive in-kind payment in the form of housing, food and living costs.

Employers faced a number of hurdles to recruiting Syrian refugees. Syrian refugees are not skilled labor for the garment sector and need training prior to placement. Some Syrian refugees were willing to work at the factories but refused to be registered in Jordan's social security system fearing to lose their "refugee status" together with the financial assistance offered by UNHCR if they work legally. They prefer being employed as day laborers. The factories offer JD190 basic monthly wage, some offer overtime and bonuses. Syrian refugees said that they take this amount to stay at home. Maintaining a refugee status allows them to get on with their lives and relocate in other countries. While losing access to aid is the main deterrent for Syrians, cultural issues are also a factor. Conservative Syrian families do not want to send their daughters to work in factories.

**Box 5: Where are the Syrians?**

*"Where are the Syrians?" asked Chairman and Managing Director of Classic Fashion, Mr. K. S. Sanal Kumar, Jordan's leading garment exporter<sup>43</sup>, after a failed recruitment drive to hire refugees at his factory. Classic fashion has 15,000 employees (82% of total are MWs and the rest are Jordanians – 75% of total are women) in the main factory in Erbid QIZ and the 7 satellite units, the satellite units were established to create jobs for Jordanians (about 4000 Jordanians mostly women). Classic Fashion 82% MWs come from Bangladesh, India, Sri Lanka, and Nepal; in partnership with recruitment offices in India & Nepal and Classic Fashion own recruitment offices in Bangladesh & Sri Lanka. 'Backward Integration' in the supply chain helps to control skill quality and flow of labor supply; in Bangladesh the worker apply, get tested on a machine, get trained to become a skilled operator in 3 to 6 weeks, and 3 more weeks to gain speed; it depends on workers ability and commitment. In Nepal & India, Classic Fashion ensures migrant workers participate in orientation sessions for 3 days prior to deployment.*

<sup>43</sup> Classic Fashions Co. Ltd (Apparel Industry) in Al Hassan Industrial Estate leads the export sector with a 19% share of Jordan's total garment exports. Established in 2003, it has grown from a small-scale operation (300 people, 130 machines and \$2 million turnover per year) to 15,000 employees, 7,500 machines spinning out close to 200,000 garments each day, and an annual turnover of more than \$254 million. Classic Fashion supplies garments of top quality such as active knit tops and bottoms, denim and casual bottoms, formal pants, work-wear, outer-wear to world leaders in retail marketing like Under Armour, Wal-Mart, Hanes Brand Inc., Lands' End, One Jeanswear Group, etc. The Company has been included in the Golden List of Companies established by the Ministry of Labor of the Kingdom of Jordan. It is also a member of ILO-IFC Better Work Programme.

*Mr. Kumar coordinated with the refugee agency UNHCR in June 2016 to hold 2 recruitment fairs for Syrian refugees in the northern Jordanian city of Irbid. "We were ready at that time to take 500 people. Maybe 14 or 15 people came," said Kumar, who employs 16,000 workers at Classic Fashions in Al Hassan Industrial Estate, has so far managed to hire four Syrians. Oryana Awaisheh, the executive manager of the largest factory on the estate, Jerash Garments and Fashions Manufacturing Company, has tried hiring Syrian refugees for two months, "we failed to get one single Syrian worker."*

Other challenges involve the European market's regulations with clear quality and traceability measures (thus leading to exclusion of the food and beverages sector for the EU agreement), which might pose challenges to manufacturers (employers) in Jordan. In addition, a number of businessmen are not perusing the free trade agreement (FTA) with the EU and prefer exporting to the USA market as it is more unified among different states with fewer requirements for customization as compared to European countries in the EURO zone.

## Annex 12: Advocacy support to migrant workers in Jordan

- ***An example of Worker Center advocacy support to migrant workers in Jordan.*** In 2013, 1300 Burmese migrant workers went on strike requesting an annual salary raise and bonuses for overtime. The strike went viral through social media and a number of human rights agencies contacted the Workers Center and GTUWTGCI. The Worker Center advocacy manager reached out to the migrant workers, identified someone who could communicate with them (language barrier) and assessed the root causes of the strike. Besides not receiving their annual salary raise, overtime had not been calculated correctly. They also suffered from poor health, nutrition and unhygienic conditions in the dormitories.

The employer forced the workers back to work, and shortly afterwards 3 of the women migrant workers suffered physical injuries. The cases were reported to police who then called the employer for investigation. The employer asked the migrant workers to drop the case but they refused. The GTUWTGCI supported their position. A solution was reached and the employer paid the bonus, their annual salaries increased retroactively, and improvements were made in the health, nutrition and hygiene conditions in the dormitories. 300 out of the 1300 migrant workers preferred to return to Myanmar, including the 3 injured women, and their employer paid their travel. Currently, the case is still before a court of law yet the company remains well regarded within the industry.

- ***Using the courts to shut down factories violating migrant workers' rights in Jordan.*** In 2016, the Al Hassan QIZ Workers Center experienced 3 strikes from migrant workers in the small subcontractor companies (with approximately 100-200 workers), which the General Trade Union promptly resolved upon the MoL's request. The GTUWTGCI tried shutting down the companies but the MoL's follow-up action is pending a court order. The grievances of the migrant workers varied from ill treatment and physical abuse for Indian workers because they refused to work on Fridays to reduced daily breaks to no overtime pay. The larger labor-intensive companies support the Workers Center and encourage migrant workers to access the Center's services. The Workers Center and the GTUWTGCI cooperated with J-GATE and AOFWG to reach migrant workers in the small subcontractors companies and address the violations. They are constantly faced by slow judicial procedures to a court verdict to shut down those companies. The only prompt penalty exercised is a monetary fine. The MoL is mandated to shut down violating companies provided that a court verdict is reached, which can become a protracted case before the judicial system.

## Annex 13: Cost-sharing of WIF and other ILO labour migration programmes in India

Joint Contribution of the WIF, SALM, Bonded Labour and Gender Project										
S.No.	Project	Activities	Duration	Total Expenses in US\$	Contribution in US\$					Remarks
					WIF	SALM	Bonded Labour	Gender	Social Protection	
1	WIF	Workshop on International Migration and Recognition of Recruitment, Staffing and Allied Services as an 'Industry' (Cost Share with SALM project)	2015	3,824.00	1,054.00	2,770.00	-			In relation to fair recruitment
	SALM									
2	WIF	Evaluation of MRCs in Kerala & Andhra Pradesh and review of planned MRCs of Chhattisgarh and Jharkhand in 2015 -- "ASK" PO#2015/0007	2015	7,350.00	-	7,350.00	-			Study was conducted by SALM to inform both SALM and WIF on MRCs challenges and opportunities (part of Output 1)
	SALM									
3	WIF	Consultative Meeting on Ethical Recruitment with Private	2015	3,136.00	2,594.00	542.00	-			In relation to fair recruitment

	SALM	Recruitment Agencies								
4	WIF	Study to analyze the implementation of the Maharashtra Mathadi, Hamal and other Manual Workers (Regulation of Employment and Welfare) Act 1969 and assess potential for replication across new sectors	2015-2016	21,869.00	5,000.00			13,789.00	3,080.00	This is one recruitment study that will be included among the compendium of recruitment best practices under WIF
	Bonded Labour									
	RBSA									
5	WIF	National Consultation on legal frameworks to regulate working conditions and extend social security benefits to domestic workers & 'Multi-stakeholder Consultation on Policy Options for Domestic Work in the context of India's care economy	2016	24,860.00	2,883.00			21,977.00	0	Policy options for migrant domestic workers (Output 4)
	Gender									
5	WIF	National consultation on extension and	2016	20,000.00	3,000.00			17,000.00	0	Policy options for migrant domestic workers (Output 4)

	<b>Gender</b>	implementation of ESIC to domestic workers; A gov't of India pilot initiative at Delhi and Hyderabad.								
<b>Total</b>				<b>81,039.00</b>	14,531.00	10,662.00	13,789.00	38,977.00	3,080.00	Contribution of other non WIF Projects: 81,039 USD

## Annex 14: Cost-sharing of WIF and other ILO labour migration programmes in Nepal

S.No.	Project	Activities	Duration		Total Expenses in US\$	Contribution in US\$				Remarks
			From	To		WiF	SALM	FAIR	GAP/MDW	
1	WiF	Developing ILO documentary focusing on labour migration 1. Informative video for potential Nepali Migrant Workers 2. Documentary on women's empowerment linked to safe labour migration	2/4/16	7/31/16	28,979.01	3,979.01	-	-		To inform WIF partners under Output 1
	SALM					-	25,000.00	-		
2	WiF	Regional consultative workshop on the SAARC Plan of Action for Cooperation on Labour Migration	5/3/16	5/4/16	34,468.87	5,000.00	-	-		Policy options for regional cooperation to uphold rights of migrants (Output 4)
	SALM					-	29,468.87	-		
3	WiF	Capacity building workshop to develop and negotiate effective bilateral agreements and Memoranda of Understanding on Labour Migration	3/23/16	3/25/16	12,428.33	5,228.33	-	-		Laws and policies (Output 4)
	SALM					-	7,200.00	-		

4	<b>WiF</b>	1. Development of community Empowerment modules and pre-decision training manual for potential women migrant workers 2. Development of IEC material to support the community modules	05/06/2014 21/9/2015	15/09/2014 18/12/2015	10,423.87	10,423.87	-	-	Output 1
	<b>SALM</b>	Development of a two-day community level pre-decision training manual for potential migrant workers	2015		1,615.35	1,615.35	-		This module was based on the pre-decision training manual for potential female migrant workers developed under the WiF programme.
5	<b>WiF</b>	Foreign Employment Act 2007 revision	05/06/2014 21/9/2015	15/09/2014 18/12/2015	3,562.15	971.15	-	-	To include consultancy fees and workshop costs. (Output 4)
	<b>WiF</b>		2014			1,586.00	-	-	
	<b>SALM</b>		2014				1,005.00	-	
6	<b>WiF</b>	Support to the Foreign Employment Promotion Board for software	3/16/16	10/31/16	12,020.33	9,381.44		-	Output 4
	<b>SALM</b>						2,638.89		-



		development of the National MRC									
7	WiF	Support to drafting BLAs for Jordan and Lebanon			4,625.52	4,158.79	Technical inputs	Technical inputs		Consultancy fees	
	SALM										
	FAIR		8/4/16	8/4/16		-	466.73	Tri-partite consultation to discuss the draft BLAS			
8	WiF	- Consultative Workshop Jordan Visit - India Visit (Series of bi-lateral meeting with NAFEA for promoting ethical recruitment)	2014	2014	5,949.14	772.69	-	-		Fair recruitment	
			2015	2015		5,156.90		-			
			2015	2015		19.55		-			
	SALM						Technical inputs		-		
9	WiF	Country Profile and Law and Policy Baseline	4/7/14	6/15/14	5,189.98	-	-	-	5,189.98		
10	WiF				5,619.49	5,619.49	-	-	-	HQ/WiF	
11	WiF	Finalizing the Consolidated Baseline and Engaging in Policy Dialogue	1/5/15	3/3/15	3,494.35	3,494.35	-	-	-	-	HQ/ WiF
12	WiF										579.06
13	WiF	To cover trvl costs- Jordan (NAFEA Team)	3/29/15	3/31/15	5,156.90	-	-	5,156.90	-	HQ Geneva/Better Work	

14	WiF	Mission Cost- B. SharmaJRDN	2015	2015	3,096.40	-	-	3,096.40	-	HQ Geneva/Better Work
15	WiF	Contribution for ToT Workshop	2015	2015	8,138.02	-	-	-	8,138.02	
16	WiF	Cap Building Training_IPs	2016	2016	9,102.03	-	-	-	9,102.03	
17	WiF	Office Equipment for MoLE, Kathmandu	2016	2016	5,005.40	-	-	-	5,005.40	
18	WiF	CONTRBTN- IA with POURAKHI	2016	2016	30,807.42	18,807.42	-	-	12,000.00	
19	WiF	CONTRIBUTION- IA with WOREC	2016	2016	44,599.89	19,099.97	-	-	25,499.92	
					<b>234,861.51</b>	<b>93,698.96</b>	<b>66,928.11</b>	<b>8,720.03</b>	<b>65,514.41</b>	
	WiF	WiF country programme Exp (other programme activities of Output 1-4)	2013	2016	553,310.46	553,310.46	-	-	-	These are the activities delivered independently for planned outputs by WiF
			<b>2013</b>	<b>2016</b>	<b>788,171.97</b>	<b>647,009.42</b>	<b>66,928.11</b>	<b>8,720.03</b>	<b>65,514.41</b>	

## Annex 15: Cost-sharing of WiF and other ILO labour migration programmes in Bangladesh

S.No	Project	Project Code	Activities	Duration		Total Expenses in US\$	Contribution in US\$		Remarks
				From	To		WiF	Migration Project	
1	WiF	M27005300885	Second multi-stakeholder consultation on developing action plan for the approved Expatriates' Welfare and Overseas Employment Policy 2016	8/23/16	8/23/16	2,321.00	1,500.00	-	Law and policy work under Output 4
	Migration Project	M27010359806					-	821.00	

## Annex 16: Cost-sharing of WIF and other ILO labour migration programmes in Jordan

S.No.	Project	Activities	Duration		Total Expenses in US\$	Contribution in US\$		
			From	To		WiF	FAIR	FAIRWAY
1	WiF	Consult with the government to review of instructions for conditions and procedures of bringing and employing non-Jordanian workers in QIZs	First quarter of 2017		6,000.00	3,000.00	-	-
	FAIR					-	3,000.00	-
2	WiF	Capacity Building Workshop on monitoring of labour recruiters / private employment agencies	First quarter of 2017		10,000.00	5,000.00	-	-
	FAIRWAY					-	-	5,000.00
3	WiF	Training for labour administration (and Ministry of Justice) staff in Bahrain, Jordan and Kuwait on dispute resolution and access to justice	2017 (Q4)		6,000.00	3,000.00	-	-
	FAIRWAY					-	-	3,000.00

## Annex 17: Lesson Learned: Gram Tarang's work on post-placement support in India

### ILO Lesson Learned Template

**Project Title:** Work in Freedom (India)

**Project TC/SYMBOL:** M27005300885/GLO/13/53/UKM

**Name of Evaluator:** Asha D'Souza

**Date:** 20-12-16

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

#### **LL Element Post placement support to young female garment workers by Gram Tarang, Odisha**

##### **Brief description of lesson learned (link to specific action or task)**

Vocational training and placement even in decent working and living conditions is not sufficient to reap the benefits of migration. Post placement support is necessary particularly for young, rural women being trained and placed in an urban, industrial setting. Such support can create an informal network of industrial workers in enterprises where formal unions do not yet exist. Gram Tarang, Odisha, a recognized vocational training provider, provides post placement support to the workers from Odisha that it places in the apparel industry in Tamil Nadu and Karnataka. It does not promote union membership as this would be unacceptable to the employers it works with. Instead, solidarity among the girls is created through a 'buddy programme'. This is now being augmented by the planned creation of a digital community using mobile phone technology that does not require smart phones.

##### **Context and any related preconditions**

The government SKILL INDIA programme focuses on the garment sector as a means of increasing women's participation in the workforce. But most young migrant women drop out of the job after six months, thus losing the opportunity to build their own futures and contribute to the wellbeing of their families and communities.

<b>Targeted users / Beneficiaries</b>	Approximately 4,000 young girls are trained and placed as sewing machine operators by Gram Tarang each year. Post placement support is now extended through a 'buddy' programme whereby more enterprising girls represent their roommates to solve problems faced at work or in the hostel. WIF is supporting further post-placement support through the creation of emergency teams that can intervene 24/7 in case of crises and setting up Tarang Vani, an interactive mobile phone service that helps motivate workers to stay.
<b>Challenges /negative lessons - Causal factors</b>	Despite the training in soft skills that all trainees receive to help them cope with the urban, industrial context, about 60% drop out of work in the first six months. Nostalgia and the inability to adapt to the pressure of assembly line production, as well as demands by the family for their return are the causes of this. As vocational training providers receive the training fee from the government on condition that the trainees are placed for at least four months, they give priority to keeping good relations with the employers and feel that linking their trainees to large unions may harm placement prospects.
<b>Success / Positive Issues - Causal factors</b>	The 'buddy' programme helps build solidarity among the workers without posing a threat to the employers. But it alone has not been successful in ensuring retention. Given the important role that mobile phones now play for young persons, Gram Tarang plans to use them as a means to communicate success stories of migrant women, provide entertainment through songs and skits that reflect the working lives of those who call in and allow participation of listeners by allowing them to record messages that can then be broadcast. About 2,400 telephone numbers of former trainees have received a message concerning the launch of Tarang Vani on November 2 and skits, songs, beauty tips, etc. have been uploaded in modules for the listener to choose from. In this way, Gram Tarang hopes to create a digital community as an informal worker organization.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	WIF is investing 17,300 USD in the server and content creation for Tarang Vani and another 2,300 USD in training 50 emergency leaders who will intervene rapidly in case any of the Gram Tarang ex-trainees requires urgent health care. Post placement support contributes to the twin objectives of the project, namely, empowerment and organization of young migrant women.

**Annex 18: Lesson learned: Registering of domestic worker cooperative within a union leading to greater protection and formalization of the occupation.**

## ILO Lesson Learned Template

**Project Title: Work in Freedom (India)**

**Project TC/SYMBOL: M27005300885/GLO/13/53/UKM**

**Name of Evaluator: Asha D'Souza**

**Date: 25-10-16**

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

### **LL Element Cooperative formation to formalize domestic work and engage in collective bargaining**

<p><b>Brief description of lesson learned (link to specific action or task)</b></p>	<p>Advocacy for legislation in India on domestic work is ongoing. In the meanwhile, the Jharkhand branch of the National Domestic Workers' Union is in the process of registering a cooperative of domestic workers that will contribute to formalization of the occupation. This initiative is being supported by WIF. The cooperative plans to negotiate contracts with institutions and Resident Welfare Societies for cleaning of their premises by a team of domestic workers. The contracts will include employer contribution to Provident Fund and Health Insurance for the team members. They will be trained in using professional cleaning equipment and the cooperative will invest part of its share capital in such equipment. All union members are encouraged to buy shares in the cooperative with their savings. In return they can avail of loans on favourable terms for starting small businesses that can complement their incomes from domestic work.</p>
<p><b>Context and any related preconditions</b></p>	<p>Domestic workers in Jharkhand have greatly benefited from forming a union and taking collective action to ensure decent wages for various tasks, four days off per month and access to some degree of social security. They still do not have work contracts and can be laid off at any time. Besides, skills training does not give them access to higher wages. Regular meetings with groups of domestic workers in different neighbourhoods and leadership training of the more enterprising among them has created the bonds necessary for the success of a cooperative.</p>

<b>Targeted users / Beneficiaries</b>	There are at present 107 union members who have bought shares in the cooperative. There is scope for expansion to all JGKU members and beyond to other unions of domestic workers and further to workers in insecure employment.
<b>Challenges /negative lessons - Causal factors</b>	The process of registering a cooperative is complicated and time consuming. It has taken JGKU a couple of years to get to the stage of opening a bank account and the registration certificate is still to be received. It would be difficult for a group of domestic workers to take this step without support from people who can do the necessary paper work and deal with government officials .
<b>Success / Positive Issues - Causal factors</b>	Acting as members of a cooperative radically changes the unequal employment relationship in domestic work, making it more equal and formal and giving professional status to an occupation that is often considered unskilled. It also gives them access to social security and to fixed term contracts. It empowers women and gives them more decision making power in their working as well as living spheres.
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	This initiative is part of the second phase of work being undertaken by WIF with JGKU.



## **Annex 19: Recommendations for better financial viability for the Worker's Center in Jordan**

***Consider the following recommendations for the Worker's Center, all of which give consideration to its human resource, financial and operational and sustainability strategy.***

- *Revisit the operational mode of the Worker's Center.* MWs interviewed in FGDs indicated the following: "WC provide a number of services, I give dancing classes to migrant women workers. All services are good but we have to pay to access any service. This is a workers' center, so why should we pay? Workers should have services free of charge.
- *Consider providing medical services.* Other workers requested having a clinic or medical center on the Worker's Center premises. "A clinic is needed at the Workers Center. Medical services are needed here, not just in factories. On Fridays, the factories are shut down. We might have injuries at the Worker's Center or someone could get sick on Friday. Then, we need to go to the nearest medical center in Irbid, which is too far away." A health center for female workers was cited as a particular need.
- *Consider upgrading the facilities.* Other migrant workers in the FGDs requested a fully equipped gym, and the pavement of the cricket and basketball playground area to prevent injuries.
- *Consider another business approach for the canteen.* The canteen services may be leased or outsourced to a professional catering company or it could be leased to migrant workers to run it. The latter option appears to be a better solution as it will economically empower the migrant workers, and they know best the needs and wants of the other migrant workers.