



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

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"Integrated Programme on Fair Recruitment (FAIR) Phase II"
- **ILO TC/SYMBOL:** (GLO/18/53/CHE).
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Tunisia
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- **Name of consultant(s):** Dr. Achim Engelhardt, Lotus M&E Group
- **ILO Administrative Office:** FUNDAMENTALS and MIGRANT
- **ILO Technical Backstopping Office:** FUNDAMENTALS and MIGRANT
- **Date project ends:** 31 October 2021
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- **Evaluation Manager:** Ms. Laura de Franchis, Senior Monitoring and
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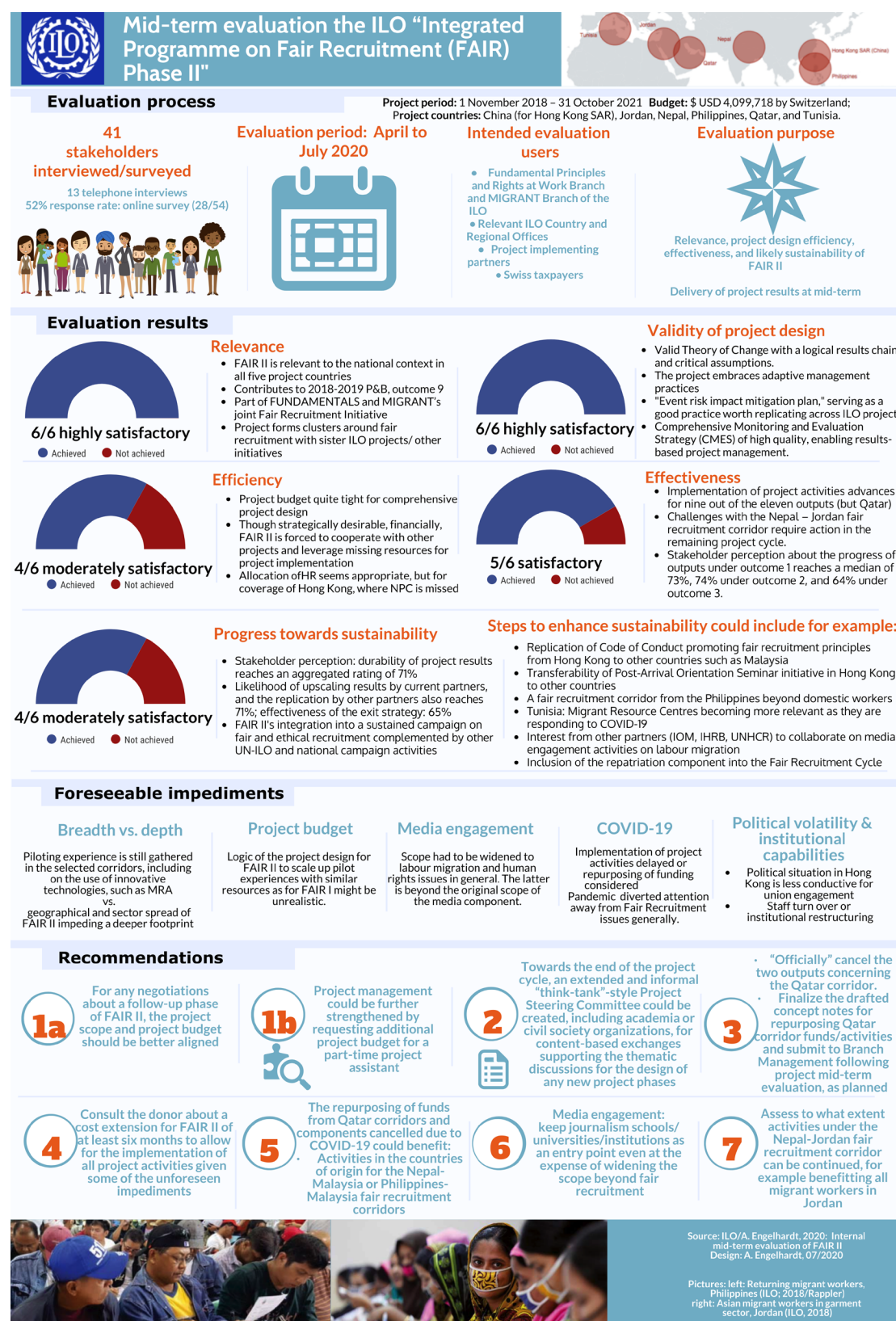
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List of acronyms and abbreviations

AHKMA	Association of Hong Kong Manpower Agencies
AMEM	Appui à la migration équitable pour le Maghreb
ANETI	Agence Nationale pour l'Emploi et le Travail indépendant (Tunisia)
ASEAN	Association of Southeast Asian Nations
ATCT	Agence Tunisienne de Coopération Technique (Tunisia)
Bridge	A Bridge to Global Action on Forced Labour
CHE	Switzerland
COVID - 19	Coronavirus disease
CMES	Comprehensive Monitoring and Evaluation Strategy
CPO	Country Programme Outcome
CTA	Chief Technical Advisor
DOLE-ILAB	Philippines Department of Labour and Employment's International Labour Affairs Bureau
DWCP	Decent Work Country Programme
EC	European Commission
EVAL	Evaluation Office (ILO)
FADWU	Federation of Asian Domestic Workers Union
FAIR	Integrated Programme on Fair Recruitment
FUNDAMENTALS	ILO Fundamental Principles and Rights at Work Branch
GB	Governing Body
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Technical Cooperation)
GLO	Global
HQ	Headquarter
Ibid.	Ibidem (Latin, "the same")
IFAD	International Fund for Agricultural Development
ILO	International Labour Office
IHRB	Institute for Human Rights and Business
IOM	International Organization for Migration
ITC	International Training Centre of the ILO
ITUC	International Trade Union Confederation
MIGRANT	ILO Migration Branch
MFPE	Ministère de la Formation Professionnelle et de l'Emploi (Tunisia)

MRA	Migrant Recruitment Advisor
NAFEA	Nepal Association of Foreign Employment Agencies
NPC	National Project Coordinator
PDP	Philippine Development Plan
POLO	Philippine Overseas Labor Office
P&B	Programme and Budget
REFRAME	Global Action to Improve the Recruitment Framework of Labour Migration
SAR	Special Administrative Region
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
SHARP	Society of Hong Kong-Accredited Recruiters in the Philippines
SNJT	Syndicat National des Journalists Tunisiens
THAMM	Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UK	United Kingdom
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNWOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
USD	United States Dollar
%	Percentage

Figure 1: Overview: Evaluation object and key evaluation results



Executive summary

Introduction: This document constitutes the draft report of the internal mid-term evaluation of the ILO's "Integrated Programme on Fair Recruitment (FAIR) Phase II" ("the project") (GLO/18/53/CHE). The Project duration is from 1 November 2018 – 31 October 2021 (3 years), with a budget of USD 4,099,718, funded by Switzerland.

Project background: The project aims to prevent human trafficking and forced labour; protect the rights of workers from abusive and fraudulent recruitment and placement processes; and reduce the cost of labour migration and enhance development outcomes for migrant workers and their families, as well as for countries of origin and destination.

Every year, millions of women and men leave their homes in search of better livelihood opportunities. Of the 258 million migrants worldwide, an estimated 164 million are workers, including 68.1 million women. Many of those who leave their homes to seek better livelihood opportunities are tricked by deceptive and coercive recruitment practices and find themselves working in conditions they had not signed up for and, at worst are subjected to forced labour and trafficking in persons: An estimated 6 million trafficking victims globally are migrants. Recruitment is the starting point of the labour migration journey. Through its Fair Recruitment Initiative, the ILO and its partners help protect labour rights and promote safe and fair conditions for workers on the move.

Evaluation background: The **purpose** of this internal mid-term evaluation is to examine the overall progress of the project across the major planned outputs and outcomes, and to provide lessons to improve the performance and delivery of the project for it to achieve its intended results by the end of the project.

In line with the project Comprehensive Monitoring and Evaluation Strategy (CMES) that was presented to SDC and approved in November 2019, the main **objectives** of the midterm evaluation are to:

- 1) review to what extent activities are implemented according to programmatic standards of quality, well-integrated, prioritized effectively and as planned;
- 2) examine whether activities are achieving the desired results, reaching targets; and,
- 3) review whether any changes should be made to the design and the strategy and implementation modalities chosen at this stage of programme implementation in view of work delivered to date and the evolving implementation context. This applies in particular (but not exclusively) to:
 - i) The impact of COVID-19 on the operational context and agents, which has already prompted a re-orientation of some activities toward a response to the crisis, and examining other ways in which the project could approach its response; and,
 - ii) The reduced scope of activities towards the Qatar corridor, which requires the repurposing of several activities in Nepal and the Philippines.

Geographical coverage: The project works in the following partner countries: China (for Hong Kong Special Administrative Region (SAR), Jordan, Nepal, Philippines, Qatar, and Tunisia.

Clients and beneficiaries of the evaluation: The evaluation is intended for internal use of the organization; its findings and recommendations will be mostly geared towards learning, and specifically directed to ILO staff in:

- Fundamental Principles and Rights at Work Branch and MIGRANT Branch of the ILO (ILO-FUNDAMENTALS, ILO-MIGRANT),

- ILO Country and Regional Offices where project activities are conducted (Geneva headquarters (HQ), Jordan, Nepal, Philippines, Tunisia), and Hong Kong SAR as a project target location.

Additional readers and users of the report will be the donor SDC and project implementing partners.

Building on the project's CMES approach, the evaluation used a theory-based **evaluation methodology**, including a mixed-methods approach. Annex 4 contains the evaluation matrix.

Limitations: Due to the COVID-19 pandemic and subsequent travel and meeting restrictions in Switzerland and many other countries, this evaluation was undertaken remotely. As a result, the evaluator did not physically meet the project team, other ILO staff based in Geneva, and stakeholders in field locations.

Main evaluation findings: The main evaluation findings are listed by the evaluation criteria listed in the Terms of Reference: relevance, efficiency, effectiveness, and the likelihood of sustainability.

FAIR II is highly relevant

The relevance of the project's main objectives is high for project stakeholders, with a median of 80% based on stakeholder perceptions.

FAIR II is relevant to the national context in all five project countries by:

- Engaging on a principal migration corridor in East Asia (the Philippines to Hong Kong) in a priority sector (domestic work),
- Addressing in Tunisia both, the country's role as origin and destination
- Cooperating with the ILO's Better Work Programme and Work in Freedom as a programmatic cluster in Jordan with multiple opportunities to leverage resources

The project contributes directly to the 2018-2019 Programme and Budget (P&B), outcome 9, "Fair and effective international labour migration and mobility." Besides, FAIR II forms part of FUNDAMENTALS and MIGRANT's joint Fair Recruitment Initiative.

FAIR II's alignment to national initiatives on fair recruitment is satisfactory based on the stakeholder perception. The project forms clusters around fair recruitment with sister ILO projects or other initiatives, allowing at times for a programmatic approach in project countries, which is highly beneficial.

The project design of FAIR II is valid.

FAIR II benefits from a valid Theory of Change with a logical results chain and critical assumptions.

The project embraces adaptive management practices, which is crucial when operating in unpredictable contexts with the "event risk impact mitigation plan," serving as a good practice worth replicating across ILO projects. FAIR II benefits from a Comprehensive Monitoring and Evaluation Strategy (CMES) of high quality, enabling results-based project management.

FUNDAMENTALS and MIGRANT jointly implement FAIR II with one Chief Technical Advisor (CTA) and one technical officer, learning lessons from the management arrangements in FAIR I.

Overall, the project used resources appropriately to achieve results. Efficiency is moderately satisfactory.

Given the comprehensive project structure with a wide range of global and country-level activities across the outputs under the three primary outcomes, the evaluation finds that the budget is quite tight. Financially, FAIR II is forced to cooperate with other projects and leverage resources for project implementation.

The allocation of human resources seems appropriate, but for the coverage of Hong Kong, where a National Project Coordinator (NPC) is missed, as the ILO does neither have an office nor a decent work team located in Hong Kong.

The project is very strong on cooperating with other development partners and projects, including sister projects from MIGRANT or FUNDAMENTALS in the project countries.

Concerning project accountability structures, the donor welcomes the recently established Project Steering Committee, with room to involving academia or civil society organizations for content-based discussions.

Effectiveness: the achievement of project results at mid-term is satisfactory.

The implementation of project activities advances for nine out of the eleven outputs. Only the work on the two outputs concerning the Qatar corridor is stalled and the repurposing of budgets planned. Challenges with the Nepal – Jordan fair recruitment corridor require action in the remaining project cycle.

Stakeholder perception about **the progress of outputs** under outcome 1 reaches a median of 73%, 74% under outcome 2, and 64% under outcome 3. The median for the progress in achieving **project outcomes** is satisfactory (68%) based on stakeholder perceptions

The project faces both internal and external foreseeable impediments. Internal ones concern the project strategy to work in several corridors and sectors, the tight project budget, and challenges in engaging the media which have been overcome by changing the projects strategy after the end of phase I. External impediments relate to the COVID-19 pandemic, political volatility in project countries, including the ban placed by the Government of Nepal on the fair migration corridor to Jordan, and institutional capacities.

FAIR II is firmly based on coordination and cooperation as part of its implementation approach. FAIR II forms part of a cluster around fair recruitment, in most project countries, mainly with ILO sister projects.

The likelihood of the sustainability of project results is overall high.

The perception of project stakeholders at the country level concerning the durability of project results reaches an aggregated rating of 71%, as does the likelihood of upscaling results by current partners and the replication by other partners. The effectiveness of the exit strategy reaches 65% aggregated ratings.

Positive ratings are due to FAIR II's integration into a sustained campaign on fair and ethical recruitment complemented by other United Nations (UN)-ILO and national campaign activities, given a knowledgeable project team with excellent networking and promotion skills. Factors affecting the project's sustainability negatively are the small number of civil society stakeholders engaged on migration matters in some project countries and insufficient government buy-in for regulatory change. Some stakeholders doubt the potential for scaling

up the Nepal-Jordan fair recruitment corridor in the garment sector due to low volumes of workers benefitting from that corridor.

The evaluation identified indicative steps to enhance sustainability of project results. While this list is not exhaustive, it provides interesting insights:

- Replication of Code of Conduct promoting fair recruitment principles from Hong Kong to other countries such as Malaysia, bearing in mind adaptations required to different local contexts
- Transferability of Post-Arrival Orientation Seminar initiative in Hong Kong to other countries
- A fair recruitment corridor from the Philippines beyond domestic workers
- Communications strategy for the Migrant Recruitment Advisor that popularize this online platform to give migrant workers' a voice
- In Tunisia, Migrant Resource Centres are establishing their presence, outreach, and services since their inception in 2018. They are becoming more relevant as they are responding to COVID-19. Besides, following the creation of a new inspection body for private recruitment agencies, more support should be given to the Ministry of Professional Formation and Employment (MFPE) to maintain this body, strengthen its capacities and equip the body with the principles of fair recruitment.
- The ILO- International Organization for Migration (IOM)- Institute for Human Rights and Business (IHRB) global forum on responsible recruitment is an opportunity to continue to keep the issue of fair recruitment on the agenda at the global level and position the [General principles and operational guidelines for fair recruitment \(GP&OG\)](#) within global discussions.
- There is interest from other partners (IOM, IHRB, [United Nations High Commission for Refugees \(UNHCR\)](#)) to collaborate on media engagement activities on labour migration, including the Media toolkit and ILO experience implementing country-level media engagement programmes.
- Integration of repatriation issues in FAIR II as part of the Fair Recruitment cycle, particularly in the context of COVID-19

Recommendations

Efficiency

R 1a: ILO project team: For any negotiations about a follow-up phase of FAIR II, the project scope and project budget should be better aligned.

Priority: Medium: Next 18+ months.

R 1b: ILO project team: The project team should engage with the donor to assess whether the project management could be further strengthened by requesting additional project budget for a part-time project assistant.

Priority: Very high: Next 3 months.

R 2: ILO project team: For the remaining project implementation period, an extended and informal "think-tank"-style Project Steering Committee could be created, including academia or civil society organizations, for content-based exchanges supporting the thematic

discussions for the design of any new project phase. This committee could get together towards the end of the project cycle.

Priority: Medium: Next 12 months.

Effectiveness:

R 3: ILO project team: In close consultation with the donor, the project should:

- “Officially” cancel the two outputs concerning the Qatar fair recruitment corridor.
- Finalize the drafted concept notes for repurposing Qatar corridor funds/activities and submit to Branch Management following project mid-term evaluation, as planned

Priority: Very high: Next 3 months.

COVID-19 pandemic, political volatility in project countries and institutional capacities

R 4: ILO project team:

It is recommended that the project team consults the donor about a cost extension for FAIR II of at least six months to allow for the implementation of all project activities, given some of the unforeseen impediments. A non-cost extension is not recommended, given the low funding available and the fact that staffing budget lines cannot be funded by the current project budget beyond October 2021.

Project strategy to work in diverse corridors and sectors

R 5: ILO project team: In line with recommendation 3, the repurposing of funds from Qatar corridors and components cancelled due to COVID-19 could benefit:

- Activities in the countries of origin for the Nepal-Malaysia or Philippines-Malaysia fair recruitment corridors

Priority: Very high: Next 3 months.

Media engagement

R 6: ILO project team:

To progress with the work around media engagement, keep journalism schools/universities/institutions as an entry point even at the expense of widening the scope beyond fair recruitment.

Priority: Very high: Next 3 months.

Likelihood of sustainability

R 7: ILO project team: In combination with recommendations 3 and 5, the project team should consult the donor to assess to what extent activities under the Nepal-Jordan fair recruitment corridor can be continued, for example benefitting all migrant workers in Jordan.

Complementing recommendations 5, the activities listed under the key findings as examples could benefit from repurposing unused project funds

Priority: Very high: Next 3 months

Section I: Introduction

This document constitutes the draft report of the internal mid-term evaluation of the ILO's "Integrated Programme on Fair Recruitment (FAIR) Phase II" ("the project") (GLO/18/53/CHE). The Project duration is from 1 November 2018 – 31 October 2021 (3 years), with a budget of USD 4,099,718, funded by Switzerland.

The Terms of Reference summarizes the objective of the project as follows:

"The ILO launched the Fair Recruitment Initiative in 2014 to prevent human trafficking and forced labour; protect the rights of workers from abusive and fraudulent recruitment and placement processes; and reduce the cost of labour migration and enhance development outcomes for migrant workers and their families, as well as for countries of origin and destination.

Within this global effort, the Integrated Programme on Fair Recruitment (FAIR) promotes fair recruitment practices globally and across labour migration corridors in collaboration with other ILO projects under the Fair Recruitment Initiative. Now in its second phase (2018-2021), this integrated project was developed and is being implemented jointly by the ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) and the Labour Migration Branch (MIGRANT), as an integral part of the ILO Fair Recruitment Initiative.

The second phase of the FAIR project was launched in November 2018. It seeks to consolidate and expand the achievements produced by ILO's FAIR I project through the upscaling of the pilots tested during FAIR I as well as the implementation of new fair recruitment interventions across migration corridors in North and West Africa, the Middle East and South and South-East Asia.

The project strategy is based on a three-pronged approach:

- **1)** implementing fair recruitment processes in selected migration corridors and sectors,
- **2)** providing reliable information, improved services including facilitating access to justice, to migrant workers in the recruitment process and
- **3)** producing and disseminating global knowledge and guidance about fair recruitment, including through the media"¹

As per ILO's evaluation policy, the FAIR II project is subject to an internal mid-term evaluation in 2020 (May to June).

1.1 Project background

The ToR summarize the project background as follows²:

The project aims to "prevent human trafficking and forced labour; protect the rights of workers from abusive and fraudulent recruitment and placement processes; and reduce the cost of labour migration and enhance development outcomes for migrant workers and their

¹ ILO, 2020: Terms of Reference. Mid-term evaluation "Integrated Programme on Fair Recruitment (FAIR) Phase II, pages 2-3.

² ILO, 2020: Terms of Reference. Mid-term evaluation "Integrated Programme on Fair Recruitment (FAIR) Phase II," pages 2

families, as well as for countries of origin and destination.

Every year, millions of women and men leave their homes in search of better livelihood opportunities. Of the 258 million migrants worldwide, an estimated 164 million are workers, including 68.1 million women. Many of those who leave their homes to seek better livelihood opportunities are tricked by deceptive and coercive recruitment practices and find themselves working in conditions they had not signed up for and, at worst are subjected to forced labour and trafficking in persons: An estimated 6 million trafficking victims globally are migrants. Recruitment is the starting point of the labour migration journey. Through its Fair Recruitment Initiative, the ILO and its partners help protect labour rights and promote safe and fair conditions for workers on the move.

Challenges affecting workers in recruitment (include):

- Deception about the nature of the job and living & working conditions
- Retention of passports
- Illegal wage deductions
- Threats from employers if workers want to leave and fear of subsequent expulsion from a country
- Charging of recruitment fees and related costs and debt bondage linked to repayment
- Discrimination and inequalities in the workplace, including a lack of freedom of association and collective bargaining
- Mismatch between recruited workers' skills and employers' needs, impacting the efficient function of labour markets

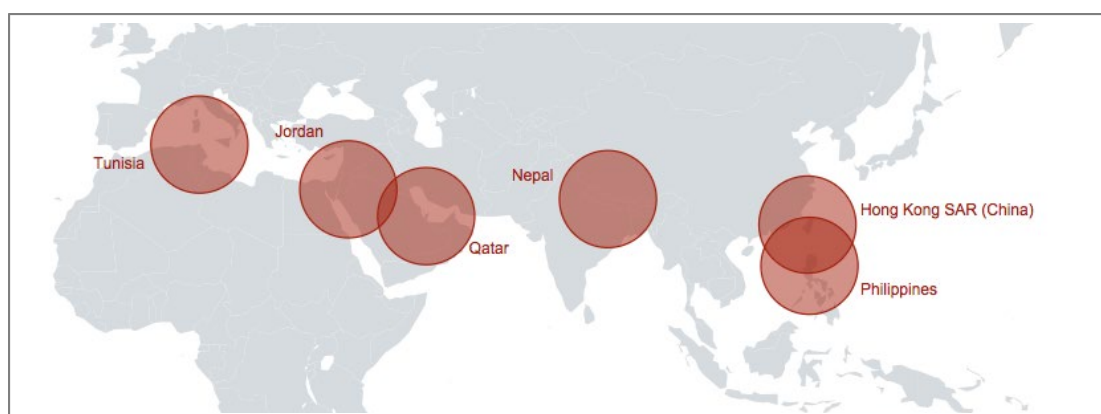
Within this global effort, the Integrated Programme on Fair Recruitment (FAIR) promotes fair recruitment practices globally and across labour migration corridors in collaboration with other ILO projects under the Fair Recruitment Initiative. Now in its second phase (2018-2021), this integrated project was developed and is being implemented jointly by the ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) and the Labour Migration Branch (MIGRANT), as an integral part of the ILO Fair Recruitment Initiative.

The second phase of the project aims to consolidate and expand the achievements produced by ILO's FAIR I project.

Project countries:

The project works in the following partner countries: China (for Hong Kong SAR), Jordan, Nepal, Philippines, Qatar, and Tunisia, as presented in the map below.

Figure 2: Map of project countries



1.2 Evaluation purpose and scope

The evaluation Terms of Reference (ToR)³ outline the **evaluation purpose** as follows:

The **purpose** of this internal mid-term evaluation is to examine the overall progress of the project across the major planned outputs and outcomes and to provide lessons to improve the performance and delivery of the project for it to achieve its intended results by the end of the project.

In line with the project Comprehensive Monitoring and Evaluation Strategy (CMES) that was presented to SDC and approved in November 2019, the main **objectives** of the midterm evaluation are to:

- 4) review to what extent activities are implemented according to programmatic standards of quality, well-integrated, prioritized effectively and as planned;
- 5) examine whether activities are achieving the desired results, reaching targets; and,
- 6) review whether any changes should be made to the design and the strategy and implementation modalities chosen at this stage of programme implementation in view of work delivered to date and the evolving implementation context. This applies in particular (but not exclusively) to:
 - i) The impact of COVID-19 on the operational context and agents, which has already prompted a re-orientation of some activities toward a response to the crisis, and examining other ways in which the project could approach its response; and,
 - ii) The reduced scope of activities towards the Qatar corridor, which requires the repurposing of several activities in Nepal and the Philippines.

The **scope** of the evaluation covers the project's various components, outcomes, outputs, and activities, as reflected in the project document as well as subsequent modification and alterations made during its implementation.

Evaluation clients:

The evaluation is intended for internal use of the organization; its findings and recommendations will be mostly geared towards learning, and specifically directed to ILO staff in:

³ Ibid, pages 3-4.

- Fundamental Principles and Rights at Work Branch and MIGRANT Branch of the ILO (ILO-FUNDAMENTALS, ILO-MIGRANT),
- ILO Country and Regional Offices where project activities are conducted (HQ GVA, Jordan, Nepal, Philippines, Tunisia), and Hong Kong SAR as a project target location.

Additional readers and users of the report will be the donor SDC and project implementing partners.

Management and implementation:

The evaluation manager for this evaluation is Ms. Laura de Franchis, Senior Monitoring and Evaluation Officer, FUNDAMENTALS.

Dr. Achim Engelhardt, an independent evaluation consultant, undertakes the evaluation, with no prior engagement neither in the design nor implementation of the project.⁴

The selected evaluation consultant leads the evaluation under the general supervision of the Evaluation Manager and the project CTA.

The ToRs clarify that "the evaluation manager will be the primary point of contact for the evaluator (s) as well as for the project team and stakeholders for all communications relating to this evaluation. The evaluator will be responsible for the deliverables under the TOR and required to ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases"⁵.

1.3 Evaluation methodology and approach

The evaluator used a **theory-based evaluation approach** for this mid-term evaluation. The suggested approach addresses the expected time-lag between the project activities contributing to the Project goal: "to reduce 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, through increased safe migration options, effective regulation of public and private employment agencies, and accountability of unscrupulous actors."⁶

Tried and tested

The approach was successfully used in recent evaluations for international organizations, including the ILO in 2018 for an EC-funded project⁷. "A theory-based evaluation specifies the intervention logic, also called the "theory of change" that is tested in the evaluation process. The theory of change is built on a set of assumptions around how the project designers think a change will happen. Logically it is linked to the project logframe and its assumptions listed in section 3 of the project document. From an analytical viewpoint, the theory of change goes beyond the requirements of a standard logframe and allows for more in-depth analysis.

⁴ Geneva-based Monitoring and evaluation specialist with expertise in supporting the ILO in M&E related work since 2006. www-lotus-group.org

⁵ ILO, 2020: Terms of Reference. Mid-term evaluation "Integrated Programme on Fair Recruitment (FAIR) Phase II, page 10.

⁶ ILO, 2018: Prodoc GLO/18/CHE, page p.

⁷ Engelhardt, A./ILO 2018: Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR), and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

Added value

The added value of theory-based evaluation is that it further elaborates on the assumptions behind the project, as well as linkages between outputs, outcomes, and impact, including indicators. Besides, the approach highlights stakeholder needs as part of situation analysis and baseline. The situation analysis also identifies barriers to achieving change for migrant workers both at the policy and community level. The approach includes analyzing the projects' response (activities and outputs) to the problem followed by a results analysis"⁸.

Figure 1 outlines the theory-based evaluation approach, using a concept developed by the University of Wisconsin.

Figure 3 Concept of theory-based evaluation



Source: University of Wisconsin, **modified, design A. Engelhardt 04/2020**
www.uwex.edu/ces/pdande/evaluation/evallogicmodel.html

This evaluation complied with UN norms and standards for evaluation⁹ and ensured that ethical safeguards concerning the independence of the evaluation were followed¹⁰.

⁸ Ibid, page 6.

⁹ UN Evaluation Group Norms and Standards (2016): <http://www.unevaluation.org/document/detail/1914>

¹⁰ UN Evaluation Group code of conduct (2008): <http://www.unevaluation.org/document/detail/100>

1.4 Data collection and analysis

The evaluator embraces the participatory evaluation approach suggested in the ToR. For primary data collection, the evaluator used semi-structured interviews and an online survey. While the interviews allow capturing a mix of qualitative and quantitative data, the online survey will have a robust quantitative focus. The secondary data derived from the project documentation. The latter included workplans and progress reports. This approach allowed for a robust triangulation of data. The evaluation will use the following process:

- h. **Online kick-off meeting** with the evaluation manager and the project team to discuss:
 - Project background
 - Project stakeholders and beneficiaries
 - Key documentation;
- i. **Desk review** of project documentation and relevant materials such as i) the project document, ii) work plans, iii) project monitoring plans, iv) progress reports, v) previous project reviews;
- j. **Telephone interviews** with primary stakeholders: the project team and other relevant ILO staff in Geneva (e.g., project and technical backstopping staff), Project Focal Points and key stakeholders in the project implementing countries key stakeholders in project countries and the donor (13 interviews);
- k. **Online survey** for secondary stakeholders and project beneficiaries in all project countries 28 out of 54 persons responding (52% response rate) ;
- l. **Presentation of emerging evaluation findings** in person (public health situation allowing) to the evaluation manager and the project team in Geneva following data analysis;
- m. **Draft report** shared with evaluation manager (before circulation to all stakeholders) for factual and substantive comments, as well as for feedback to the project team, department, concerned Country Offices, donor, other related stakeholders (factual validation/correction & substantive comments);
- n. **Finalization of evaluation report and presentation** to the evaluation manager, the project team, and other stakeholders for finalisation, focusing on conclusions, recommendations, lessons learned, and good practices.

Annex 4 contains the evaluation matrix.

For the rating of project results, the evaluator used the ILO's Evaluation Office (EVAL) 6-point scale, as presented in Annex 5. This scale is also applied for rating stakeholder perceptions.

- 6/6 = highly satisfactory (83,3% to 100% for stakeholder perception ratings)
- 5/5 = satisfactory (66,7% to 83,3% for stakeholder perception ratings)
- 4/6 = moderately satisfactory (50,1% to 66,7% for stakeholder perception ratings)
- 3/6 = moderately unsatisfactory (33,4% to 50% for stakeholder perception ratings)

- 2/6 unsatisfactory (16,8% to 33,3% for stakeholder perception ratings)
- 1/6 = highly unsatisfactory (0% to 16,7% for stakeholder perception ratings)

When calculating the stakeholder perception rates, the evaluator excluded the ratings which the project team provided to prevent any bias.

1.5 Sampling strategy

The evaluation did not foresee any sampling but to cover all project countries and to reach out to all project stakeholders. The use of the online survey allowed the reach of direct recipients of project support in all project countries within the timeframe and budget of the evaluation. At mid-term and in the absence of field visits, the evaluator did not foresee to reach out to the final beneficiaries.

1.6 Limitations to the evaluation

When planning this evaluation, a global health crisis erupted with the World Health Organization declaring the COVID-19 disease a pandemic on 11 March 2020. As a result, travel and meeting restrictions applied in Switzerland and across the globe. Consequently, this evaluation was undertaken remotely, without physically meeting the project team, other ILO staff based in Geneva, and without field visits.

Depending on the development of meeting restrictions, the evaluator might be able to present the draft report to the project team and evaluation manager in person.

Section II: Findings

2. Relevance and strategic fit: was the project doing the right thing?

Key findings: FAIR II is highly relevant.

- The relevance of the project's main objectives is high for project stakeholders, with a median of 80% based on stakeholder perceptions.
- FAIR II is relevant to the national context in all five project countries by:
 - Engaging on a principal migration corridor in East Asia (the Philippines to Hong Kong) in a priority sector (domestic work),
 - Addressing in Tunisia both, the country's role as origin and destination
 - Cooperating with the ILO's Better Work Programme and Work in Freedom as a programmatic cluster in Jordan with multiple opportunities to leverage resources
- The project contributes directly to the 2018-2019 P&B, outcome 9, "Fair and effective international labour migration and mobility."
- FAIR II forms part of FUNDAMENTALS and MIGRANT's joint Fair Recruitment Initiative.
- FAIR II's alignment to national initiatives on fair recruitment is satisfactory based on the stakeholder perception. The project forms clusters around fair recruitment with sister ILO projects or other initiatives, allowing at times for a programmatic approach in project countries, which is highly beneficial.



The evaluation finds that the relevance of FAIR II is highly satisfactory (6/6) based on EVAL's 6-point scoring methodology. In all four sub-criteria, FAIR II shows satisfactory or highly satisfactory relevance¹¹.

2.1 Relevance for stakeholders' needs and priorities



FAIR II tries to reach the ILO's main constituents: unions, employers and the employment industry, and the government. The focus on the Philippines to Hong Kong corridor, Nepal to Jordan corridor, and Tunisia as both a country of origin and a destination for migration builds on learning from the first phase of the project. Constituents actively ask for project support, but beyond the project document, no specific needs assessment emerges to justify the selection of the project countries.

Figure 4 summarizes the evaluation results about the project's relevance for stakeholders in the project countries. Insights into project countries follow.

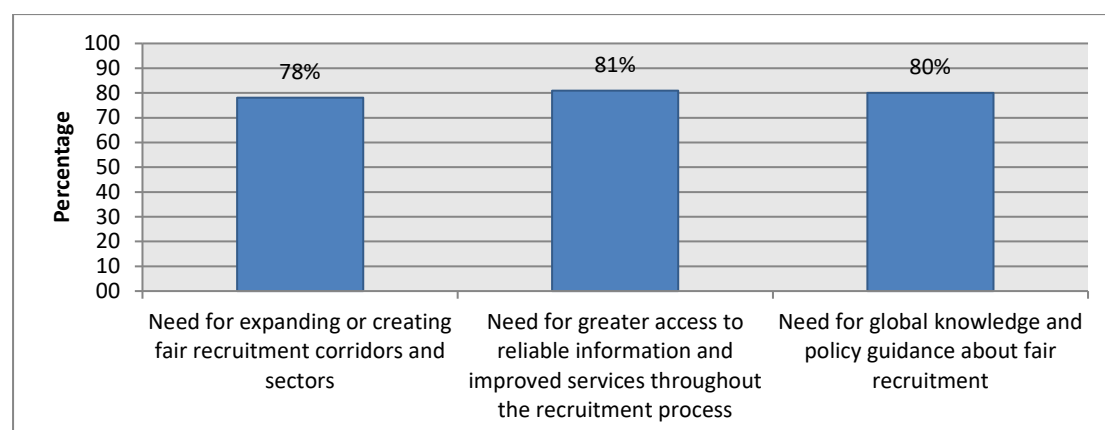
For all three sub-criteria, the relevance is satisfactory, with aggregated ratings of 78% for the expansion or creation of fair recruitment corridors and sectors¹². The relevance for

¹¹ For section 2.1: 5/6, section 2.2: 5/6, section 2.3: 6/6, section 2.4: 5/6.

¹² n = 21

global knowledge and policy guidance about fair recruitment reaches 80%¹³. The aggregated ratings for the project responding to the need for greater access to reliable information and improved services throughout the recruitment process reaches 81%¹⁴.

Figure 4: Relevance of FAIR II addressing stakeholder needs



Source: evaluation survey and interviews, 2020

Tunisia: National stakeholders agree with the choice of treating Tunisia as a country of origin and destination rather than working on corridors like the Tunisia-Europe, Tunisia-Persian Gulf, or Tunisia-Canada corridor.

At the same time, Tunisia is a destination country for migrants from Sub-Saharan Africa (for example, from Cote d'Ivoire, Senegal, Mali, and Sudan) and Syria. Those migrants tend to work irregularly in sector less attractive to the local population, such as construction, agriculture, and fisheries, domestic work, and services (hotel, restaurants).

The evaluation finds that stakeholders' interest in Tunisia tends to be more on the aspects as a country of origin for migration. However, the project successfully engaged, for example, unions to understand the needs to also address migrant workers in Tunisia, which are not their "traditional" clientele.

Jordan: The relevance of FAIR II in Jordan is given due to the joint efforts of the project with the ILO's Better Work Programme and its long history in the country. The Better Work Programme provided an excellent entry point for FAIR II to discuss with garment factories, the sector where the project stakeholder FSI from the recruitment industry operates to engage Nepali workers. The selection of the garment sector was a result of a consultation process in Jordan before the start date of the project, building on the work of the Better Work Programme, where stakeholders also considered other sectors such as agriculture, construction, and domestic work.

A need for greater access to reliable information and improved services throughout the recruitment process is still given in Jordan, as the topic is new to many stakeholders who often lack general understanding. With the required information, those stakeholders are more likely to accept changes to recruitment practices. In the absence of migration figuring in Jordan's employment policy due to high domestic unemployment and the high number of refugees in the country, FAIR II fills a void to strengthen the rights of migrant workers.

¹³ n = 19

¹⁴ n = 21

Philippines: FAIR I piloted the Philippines to Hong Kong corridor in 2016, and relevance is given to deepening the ILO's work in the corridor. For Pilipino migrant workers, the Philippines-Qatar corridor would also have been of high relevance. The evaluator understands that the ILO office in Qatar was unable to participate in FAIR II due to political complexities in the country.

The need for global knowledge and policy guidance about fair recruitment seems particularly high for migrant domestic workers, as this is a quite vulnerable sector. Access to the sector for labour inspectors to monitor is minimal. Hence the domestic workers need to know their rights and where to find help if needed.

Nepal: The project's choice to work in Nepal is supported by the fact that Nepal is one of the highest migrant-sending countries in South Asia, with about 1000 people leaving every day for foreign employment, particularly to the Persian Gulf and Malaysia, apart from the migration overland to India. 75% of the workforce emigrating is unskilled with high levels of vulnerability.

Nepal has recently signed agreements with Jordan, Malaysia, Mauritius, and Japan as well as revised the agreement with the United Arab Emirates to include the provision of fair recruitment, particularly in the inclusion of a clause on no fees or cost to be borne by the workers. Effective implementation of the provisions of the agreement is one of the needs of our institution in which the project has been practically assisting.

Stakeholders informed that the need for greater access to reliable information and improved services throughout the recruitment process is particularly given outside the capital city Kathmandu. In the villages, the fair recruitment concept is still mostly unknown, with a need to generate knowledge to shift practice.

"This project allowed my recruitment agency to give more decent working opportunities, to inform better and prevent abuses for workers. (...) It is now easier for my agency to tell about the benefits of fair recruitment for both employers and employees".

Source: Stakeholder form recruitment agency, Nepal

"The project is relevant. Progress was made in holding to account employment agencies that overcharge migrant domestic workers illegal recruitment fees in Hong Kong".

Source: Stakeholder form Philippines – Hong Kong corridor

2.2 Relevance for national contexts



The selection of Nepal and the Philippines as countries of origin are highly relevant.

In South Asia, Nepal is the country with the highest percentage of remittances in the percentage of the Gross Domestic Product (GDP) (close to 30%), based on the *World Development Indicators 2015* (World Bank, 2016).¹⁵ The International Fund for Agricultural Development (IFAD, 2017) found that in East Asia, China and the Philippines are

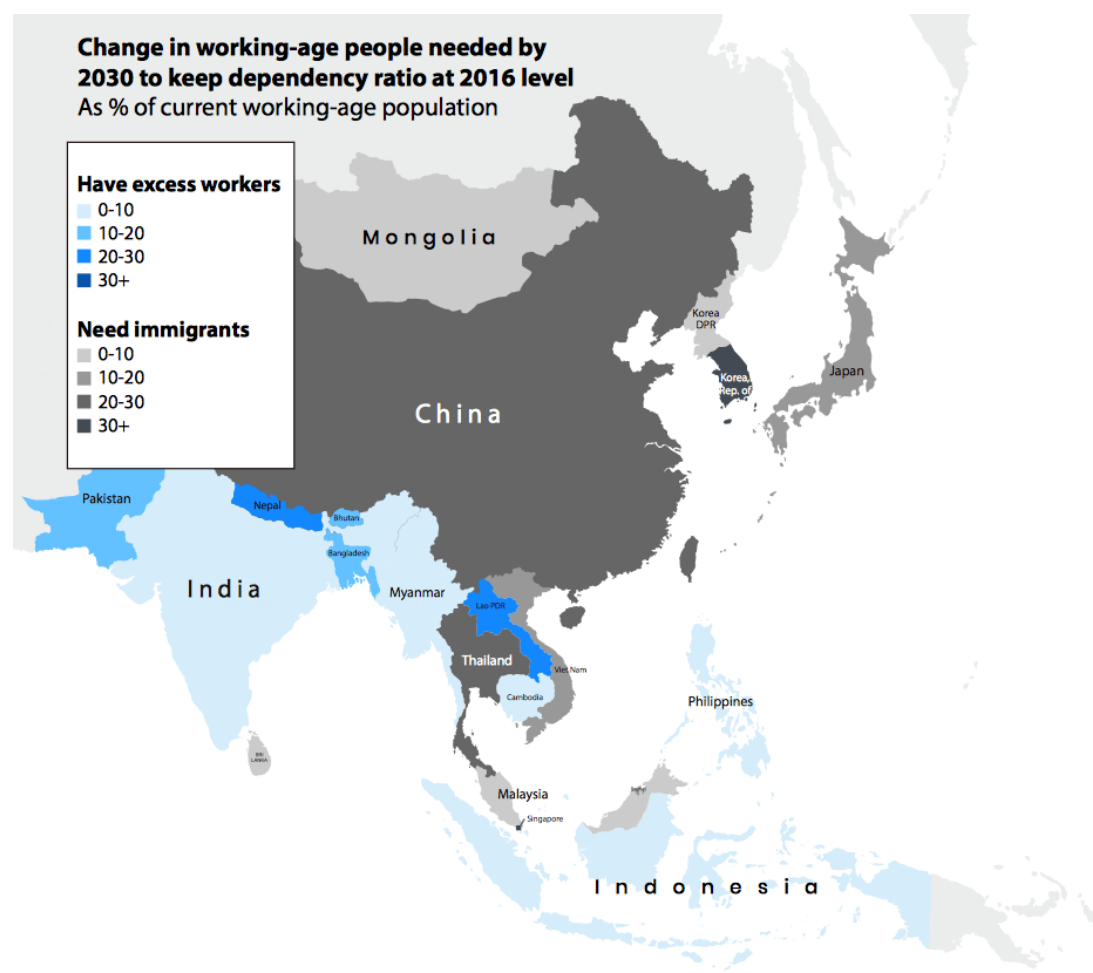
¹⁵ World Bank. 2016. *World Development Indicators, 2015*. Washington, DC: World Bank. <http://data.worldbank.org/data-catalog/world-development-indicators>

the two major countries with the largest and most increasing volume of international remittances¹⁶.

For the Philippines, the selection of the corridor (Hong Kong) and the domestic sector is highly relevant, with Filipinos traditionally dominating the domestic sector in Hong Kong (Harvard University, 2008).¹⁷

At a larger scale, Figure 5 shows the supply and demand in the labour force in East and South Asia by 2030, showing a need for migrant workers in countries such as China, Thailand, the Republic of Korea, Japan, and Malaysia. Countries showing an excess in workers are Nepal, Laos PDR, Pakistan, Bangladesh, Bhutan, the Philippines, India, Myanmar, Cambodia, and Indonesia. Figure 5 puts the selection of fair recruitment corridors of FAIR II in Asia into a broader context.

Figure 5: Supply and demand in the labour force in East and South Asia



Source: The Economist, 2017, cited by United Nations Development Programme (UNDP), 2018¹⁸

The selection of the Nepal to Jordan corridor and the garment sector are both are less strong

¹⁶ IFAD, 2017: Remittances, growth, and poverty reduction in Asia.

¹⁷ Harvard University. John F. Kennedy School of Government, 2008: Managing Labour Migration: The case of the Filipino and Indonesian Domestic Helper Market in Hong Kong.

¹⁸ The Economist. 2018. "Asia's looming labour shortage," 11 February 2017, in United Nations Development Programme (UNDP). 2018. *Development approaches to migration and displacement in Asia and the Pacific: Policy brief* (Bangkok). Available at: http://un-act.org/wp-content/uploads/2018/09/UNDP_Migration_Displacement_Policy_Brief.pdf [8 October 2019].

in terms of the number of migrant workers and the importance of the sector. For example, only 6% of foreign workers in Jordan's garment sector are from Nepal, compared to 49% Bangladeshi workers¹⁹. The key sectors of employment of migrant workers in Jordan are agriculture, manufacturing, construction, tourism, wholesale trade, and personal services (including domestic work) and, to a lesser extent, the garment sector^{20,21}.

"Due to the low number of Nepali workers in the garment sector in Jordan, the selection of this corridor was surprising. This was further challenged by the pending recruitment of Nepali women in the garment sector in Jordan (...and) a limited number of factories who are willing to bear the long time it takes to recruit through this project and the limited number of migrants they can get in the end."

Source: project stakeholder

However, the cooperation with the ILO's Better Work Programme and Work in Freedom creates an excellent opportunity to leverage resources and operate as a programmatic cluster in Jordan. The quality of the engagement and its operating environment seem particularly favorable in this corridor and sector.

A high relevance for women shows in both corridors, with Figure 6 providing an insight into work in the garment sector in Jordan.

Figure 6: South Asian garment workers in Jordan



Source: ILO, 2018: Recruitment experiences of South Asian migrant workers in Jordan's garment industry, page 1.

¹⁹ In this context, it is worth mentioning that in Bangladesh a large garment industry exists and workers from there have relevant experience (which is not the case for Nepal). In addition, the MoU between Nepal and Jordan was signed in 2017 only, while the MOU between Bangladesh and Jordan was signed in 2012.

²⁰ SEO Amsterdam Economics, 2019: Jordan: education, labour market, migration.

²¹ ETF (2017), *Migrant Support Measures from an Employment and Skills Perspective (MISMES) – Jordan*, European Training Foundation, July 2017

The rationale for choosing Jordan as a migration destination: the case of Nepali workers

“(1) it was recommended by people in their social networks;(2) recruitment fees are low relative to other migration destinations and sectors, and (3) they had seen media advertisement campaigns in Nepal about employment opportunities in Jordan”.

Source: ILO, 2018: Recruitment experiences of South Asian migrant workers in Jordan’s garment industry, page 2

For Tunisia, the combination of a country of origin and destination rather than working on corridors seems relevant to the national context, though slightly less to national priorities.

2.3 Alignment to ILO priorities and objectives

6/6

The evaluation finds that FAIR II is fully aligned to the ILO’s Programme and Budget (P&B) 2018-2019. The project contributes to outcome 8 (protecting workers from unacceptable forms of work).

Under outcome 9, “Fair and effective international labour migration and mobility,” the P&B includes a focus on fair recruitment.

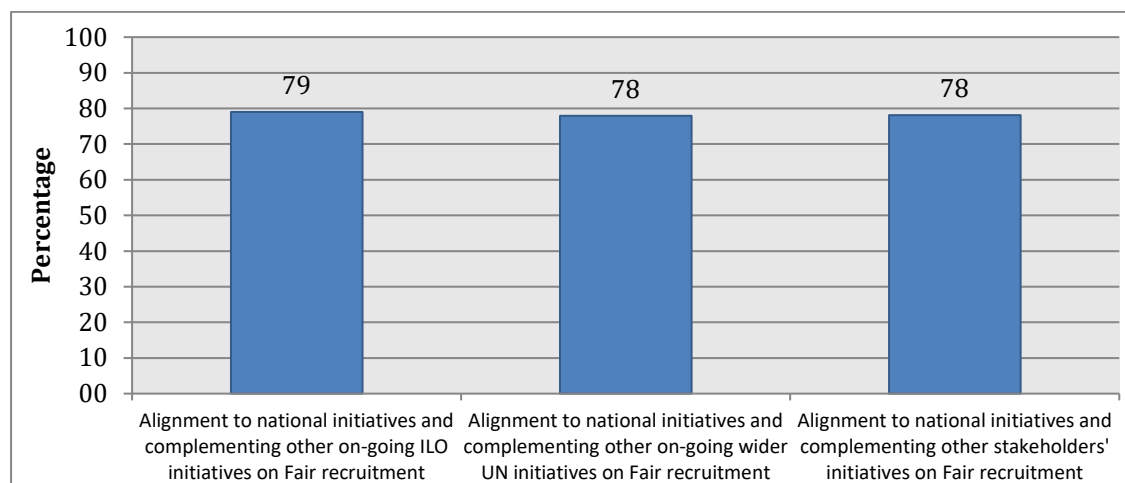
Both FUNDAMENTALS and MIGRANT, implement FAIR II under their joint Fair Recruitment Initiative.

2.4 Alignment to national initiatives and complementarities to other initiatives

5/6

The evaluation finds that FAIR II’s alignment to national initiatives on fair recruitment is satisfactory based on the stakeholder perception ratings presented in Figure 7.

Figure 7: FAIR II’s alignment to national initiatives



Sources: Evaluation survey and interview of FAIR I, 2020

Figure 7 shows that the project's alignment to national initiatives is satisfactory, complementing other ILO initiatives (79% stakeholder perception rating²²), other UN initiatives (78%²³) or other stakeholders' initiatives (78%²⁴).

In Tunisia, for example, FAIR II cooperates mainly with two other ILO projects:

- The Italian-funded sub-regional ILO project titled AMEM project (Appui à la migration équitable pour le Maghreb: Libye, Maroc, Mauritanie, Tunisie)²⁵
- The EU and German-funded sub-regional ILO-IOM-(German Technical Cooperation (GIZ) project titled THAMM (Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa)²⁶



As stated in previous sections, FAIR II cooperates with the United Kingdom (UK)-funded Work in Freedom²⁷ and Better Work Jordan²⁸ organizing, for example, joint events and jointly supporting the bilateral agreement between Nepal and Jordan.

In the Philippines, FAIR II cooperates with Save an Fair, a EURO 25.5m project supporting women migrant workers' rights and opportunities in the Association of Southeast Asian Nations (ASEAN) region, implemented with the United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN). Lessons from the Better Work Programm in the region are also informing FAIR II in the Philippines.

In Nepal, FAIR II cooperates with the UK-funded Work in Freedom project, and the EU-funded project titled "Global Action to Improve the Recruitment Framework of Labour Migration" (REFRAME). FAIR II also cooperates with the IOM's IRIS program despite some challenges. The difficult access to the recruitment agencies in Nepal is now facilitated by the project's engagement with the Nepal Association of Foreign Employment Agencies (NAFEA).

Figure 8 summarizes the project's link to national development frameworks, including UN Development Assistance Frameworks (UNDAF).

²² n=20

²³ n=19

²⁴ n=21

²⁵ https://www.ilo.org/africa/technical-cooperation/WCMS_710413/lang--fr/index.htm

²⁶ https://www.ilo.org/africa/technical-cooperation/WCMS_741974/lang--en/index.htm

²⁷ https://www.ilo.org/beirut/projects/WCMS_502329/lang--en/index.htm

²⁸ <https://betterwork.org/where-we-work/jordan/>

Figure 8: Alignment of FAIR II to national development frameworks

Focus	Framework	Linkage
Global	Agenda 2030, Sustainable Development Goals	Goal 8.7 (elimination of forced labour), 8.8 (protecting labour rights of all workers, including migrant workers), Goal 10.7 (facilitating orderly, safe, regular and responsible migration and mobility of people), which includes proposed indicator 10.7.1 on recruitment cost borne by employee as a proportion of yearly income earned in country of destination
China	2016-20 UNDAF	Priority Area 1: Poverty reduction and equitable development; and Priority Area 3: Enhanced global engagement.
Jordan	2018-2022 United Nations Sustainable Development Framework	Outcome 2 People, especially the vulnerable, proactively claim their rights and fulfill their responsibilities for improved human security and resilience" and Outcome 3 "Enhanced opportunities for inclusive engagement of all people living in Jordan within the social, economic, environmental, and political spheres.
Nepal	2018-2022 UNDAF	Outcome Group "Sustainable and inclusive economic growth." Output 1.4 Fair and decent work promotion for migrant workers through skills enhancement, information centres, bilateral, regional and global dialogues
Philippines	Philippine Development Plan (PDP) 2017 and 2022 2012-2018 UNDAF	UNDAF Outcome 2 (strengthen the legislative framework for decent and productive employment)
Tunisia	2015-2019 UNDAF	Objective 1 of Section 2.3 (social welfare and equal access to social services)

3. Validity of project design

Key findings: The project design of FAIR II is valid

- FAIR II benefits from a valid Theory of Change with a logical results chain and critical assumptions.
- The project embraces adaptive management practices, which is crucial when operating in unpredictable contexts with the "event risk impact mitigation plan," serving as a good practice worth replicating across ILO projects.
- FAIR II benefits from a Comprehensive Monitoring and Evaluation Strategy (CMES) of high quality, enabling results-based project management.
- FUNDAMENTALS and MIGRANT jointly implement FAIR II, learning lessons from the management arrangements in FAIR I.

6/6

The evaluation finds the project design of FAIR II highly satisfactory (6/6) based on EVAL's 6-point scoring methodology. In all four sub-criteria, FAIR II shows satisfactory or highly satisfactory relevance²⁹.

3.1 Validity of the project approach

5/6

FAIR II benefits from a Theory of Change. The evaluation finds that the results chain from the outputs to the two supporting outcomes, the three outcomes, and the overall objective is logical.

The outputs inform fair recruitment practices and contribute to monitoring and regulation. Besides, capacity building efforts contribute to enhancing stakeholders' capacities in implementing and monitoring fair recruitment processes.

As a result, fair recruitment corridors and sectors are expanded (Nepal to Jordan and Philippines to Hong Kong, Tunisia). Migrant workers have greater access to reliable information and improved services throughout the recruitment process. Also, global knowledge and policy guidance is produced and disseminated through the media.

Ultimately, the above outcomes contribute to the overall objective, "to increase access to fair recruitment practices for migrant workers, and preserve their Fundamental Principles and Rights at Work and other human rights."

The Theory of Change correctly identified critical assumptions. At mid-term, it appears that, for example, for the fair recruitment corridors to Qatar, assumption four is not holding *"There is sufficient interest from global buyers or pressure from social partners, civil society and/or governments to mandate the introduction of fair recruitment processes among its suppliers."*

²⁹ For section 3.1: 5/6, section 3.2: 6/6, section 3.3: 6/6, section 3.4: 5/6.

3.2 Flexibility of project design and adaptive management



The evaluation finds that the project embraces adaptive management practices. Due to the unpredictability of working in developing countries for any initiative, this flexibility is required and constitutes good project management practice.

In early Feb 2019, the project management organized a global coordination meeting to launch the second phase of FAIR. This included:

- Reviewing and deconstructing the ToC,
- Reconstructing the ToC;
- Reviewing results and lessons learnt from phase 1;
- Reviewing recommendations from evaluation phase 1;
- Discussing strategies to “plan for sustainability”;
- Consulting with HQ experts to inform the project plans for year 1.

The meeting was followed by an online review and update of the logical framework, which then fed into the CMES.

The project reacted transparently to decreasing demand and insufficient ILO leveraging power to piloting the Nepal-Qatar fair recruitment corridor in the construction sector as well as the Philippines – Qatar fair recruitment corridor, possibly in the domestic work sector. Following the difficulties involving the ILO’s project office in Qatar, the project team re-strategized and is planning to explore the Philippines to Malaysia fair recruitment corridor as an alternative.

At mid-term, the interruption of the Nepal-Jordan fair recruitment corridor again calls the project team to adapt the project. The Nepali government placed a ban on sending migrant workers to Jordan. Despite ILO communicating with the Nepali government and the national stakeholders/factories communicated to the Government of Nepal to lift the ban, the attestation of a demand letter is still missing due to a bottleneck in the Nepali embassy in Egypt (with responsibilities for Jordan). Hence at this stage, the corridor is closed for the garment sector, profoundly affecting prospective migrant workers and the project delivery under the respective output.

3.3 Appropriateness of monitoring and evaluation framework



FAIR II benefits from a Comprehensive Monitoring and Evaluation Strategy (CMES). The purpose of the project’s CMES is to enable results-based project management.

The evaluation finds that the CMES is complete and of good quality, containing the following elements:

- results framework that includes a visual representation of the theory of change,
- activities mapping,
- project monitoring plan (PMP),
- assumption and risks tracking table,
- evaluation plan,
- management arrangements, and
- annexes, including full logframe, full annual report template

The evaluation confirms that the CMES of FAIR II is fit for purpose to “systemically integrate monitoring and evaluation throughout the life of the project and provides an important resource for information-based decision-making and implementation adjustments”³⁰.

The event risk impact mitigation plan prepared for the project's reaction to the COVID 19 pandemic is particularly laudable, showing the high degree of the project team's systematic application of good adaptive management practices again.

The CMES full project monitoring plan with SAMRT indicators and data sources serves as an excellent basis for the final evaluation of the project.

3.4 Project management structures



FUNDAMENTALS and MIGRANT jointly implement FAIR II with one CTA and one technical officer. The joint project management arrangement between two branches is unusual in the ILO.

The project management arrangements demand regular communication between both project managers who have weekly coordination calls. Decisions affecting the project are taken jointly, such as the repurposing of the funds for the Qatar corridors.

For the project managers, the management arrangement requires more clearance and validation, which is laudable from an accountability perspective.

The project management arrangements of FAIR II built on learning from phase I of the project, where two technical officers implemented components independently with suboptimal coordination mechanisms in place.

Compared to the positive experiences in headquarters (HQ), at the country level, the project management arrangements cause some challenges, as observed in two project countries. Two levels of approval are required, for example, for budget revisions. However, the high level of responsiveness of both project managers greatly facilitates project implementation.

“Compared to other projects, reporting to two project managers causes some stress. But it is bearable”.

Source: National Project Coordinator

For the Philippines – Hong Kong fair recruitment corridor, the lack of ILO office in Hong Kong causes difficulties. With the country office based in Beijing, and only one person operating from Hong Kong with line management in Beijing, the availability of resources for FAIR II is very limited.

The evaluation finds that the roles and responsibilities are clear for NPC and staff in HQ with transparent accountability structures.

³⁰ ILO, 2019: Integrated Programme on Fair Recruitment (FAIR) – Phase II. CMES, page 4

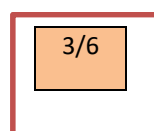
4. Efficiency: were resources used appropriately to achieve project results?

Key findings: Overall, the project used resources appropriately to achieve results. Efficiency is moderately satisfactory.

- Given the comprehensive project structure with a wide range of global and country-level activities across the outputs under the three primary outcomes, the evaluation finds that the budget is quite tight.
- Though strategically desirable, financially, FAIR II is forced to cooperate with other projects and leverage missing resources for project implementation.
- The allocation of human resources seems appropriate, but for the coverage of Hong Kong, where a NPC is missed.
- The project is very strong on cooperating with other development partners and projects, including sister projects from MIGRANT or FUNDAMENTALS in the project countries.
- Concerning project accountability structures, the donor welcomes the recently established Project Steering Committee, with room to involving academia or civil society organizations for content-based discussions.

The efficiency of the project is moderately satisfactory (4/6). The project is strongest on synergies with other interventions. The allocation of financial resources is weakest, as the budget is spread across a vast range of activities.³¹

4.1 Allocation of human and financial resources



FAIR II operates on a tight budget. The evaluation finds the allocation of financial resources as moderately unsatisfactory. The donor's budget reductions for FAIR II during project design seem insufficiently reflected in an adjustment of the project scope. The unforeseen reallocation of funds under the fair recruitment corridors for the Philippines – Qatar, and Nepal – Qatar alleviates those limitations to some extent.

Some NPCs openly questioned the appropriateness of country-level budgets. The evaluation finds shortcomings in country-level budgets to the extent that the project is threatened to capitalize on some of its achievements. In some cases, the project raises unfulfilled expectations.

In Tunisia, for example, the project contributed to a new agreement with the Ministry of Labour for labour inspection of private recruitment agencies with culminated in a new law. However, the project cannot respond to the demand for capacity building of those labour inspectors, as the foreseen capacity building through the International Training Centre (ITC) in Turin is not budgeted for, unless a budget revision would take place. This decision would reallocate funds from 2021 to 2020 to respond favourably to the request of the project partner and to consolidate the current results obtained. The latter is one example where the implementation of a fully-fledged workstream and from beginning to end is hampered by insufficient budgets, resulting in isolated activities, unless funding can be leveraged from partners, as in the case of on-going discussions with the World Bank in Tunisia.

³¹ For section 4.1: 3/6, section 4.2: 5/6 and section 4.2: 4/6

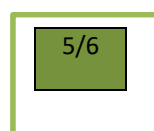
However, budget limitations also have a positive effect. Financially, FAIR II is forced to cooperate with other projects and leverage resources. At the same time, the project needs to be very strategic.

In the Philippines, for example, FAIR II's budget is significantly smaller than the budget of Safe and Fair, the EU-funded sister project. As a result, FAIR II implements much fewer activities with a particular focus on recruitment only. Working with existing institutional structures and funded programmes in the Philippines, FAIR II still can make a change in the domain of recruitment related policies.

The allocation of human resources seems appropriate, but for the coverage of Hong Kong where a National Project Coordinator (NPC) is missing due to the ILO's office structure in China, as shown in section 3.4 Also, the CTA in FUNDAMENTALS would benefit of a project assistant covering for example communication and visibility issues of the project.

Besides, the NPC in Manila might become overstretched with plans for overseeing an additional project.

4.2 Synergies and leverage of resources



As reported in the relevance section, the project is very strong on cooperating with other development partners and projects, including sister projects from MIGRANT or FUNDAMENTALS in the project countries.

The relevance section specified the synergies created, including organizing and financing joint events at the country and global level and a programmatic approach around labour migration and fair recruitment. For 2021, for example, FAIR II plans a Global knowledge sharing event with IOM and IHRB.

As stated in the section above, the project's funding structure also requires cooperation with other projects. One additional example is the mapping private recruitment agencies in Nepal working with Malaysia, a jointly funded activity with the ILO's REFRAME project.

At mid-term, the project is less systematic in the documentation of the monetary value of resources leveraged. The latter would be useful as one means to quantify the project's value for money to the donor and the Swiss tax-payer.

4.3 Project accountability structures



Section 3.4 assessed project management and accountability structures at the global and national levels. However, it is worth adding in this section that a Project Steering Committee was installed only six months ago. The donor is particularly welcoming the operationalization of the Committee as a means of formal exchange with the project team.

Building on learning from the SDC-funded Fairway project, FAIR II would benefit from a two-tier Project Steering Committee, one for the [Swiss Agency for Development and Cooperation](#) (SDC) and the ILO only to address administrative and budget issues and a second level for content-based discussions where the project involves selected members of academia or civil society organizations.

5. Effectiveness: were project results achieved, and how?

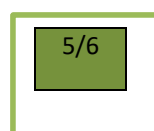
This section reviews the extent to which project results were achieved based on outcomes and outputs from the logframe.

Key findings: the achievement of project results at mid-term is satisfactory.

- The implementation of project activities advances for nine out of the eleven outputs. Only the work on the two outputs concerning the Qatar corridor is stalled and the repurposing of budgets planned. Challenges with the Nepal – Jordan fair recruitment corridor require action in the remaining project cycle.
- Stakeholder perception about **the progress of outputs** under outcome 1 reaches a median of 73%, 74% under outcome 2, and 64% under outcome 3.
- The project faces both internal and external foreseeable impediments. Internal ones concern the project strategy to work in several corridors and sectors, the tight project budget, and challenges in engaging the media. External impediments relate to the COVID-19 pandemic, political volatility in project countries including the closure of the Nepal-Jordan fair recruitment corridor for garment workers, and institutional capacities.
- FAIR II is firmly based on coordination and cooperation as part of its implementation approach. FAIR II forms part of a cluster around fair recruitment, in most project countries, mainly with ILO sister projects
- The median for the progress in achieving **project outcomes** is satisfactory (68%) based on stakeholder perceptions.

The effectiveness of the project is satisfactory (5/6) with five out of six rated sub-criteria showing satisfactory or highly satisfactory performance³².

5.1 Implementation of activities



The project reported on the progress of project implementation in April 2019 and the end of November 2019. In May 2020, the project team informed about measures taken in response to COVID-19 and their impact on migrant workers in the project countries.

The evaluation validated and updated the implementation status to the extent possible.

Activities have been implemented under all outcomes and outputs but for outputs 1.2 and 1.4. The latter relate to the Fair recruitment practices between Nepal and Qatar and the fair recruitment corridor between the Philippines and Qatar due to the challenges stated in previous sections.

At the global level, the **Definition of Recruitment Fees and Related Costs** was approved by the ILO's Governing Body (GB) in March 2019. The project signed a **partnership agreement with the International Trade Union Confederation (ITUC)** in April 2020 and embarked on a partnership with **Migrant Forum Asia**.

The project advances with developing a **Global media toolkit**. FUNDAMENTALS and MIGRANT, through REFRAME, FAIR, and BRIDGE (A Bridge to Global Action on Forced Labour) projects, have joined forces to develop a global tool. The purpose of the tool is to

³² For section 5.1: 5/6, section 5.2: outputs under outcome 1, 5/6, section 5.2: outputs under outcome 2, 5/6, section 5.2: outputs under outcome 3, 4/6, section 5.3: no rating, section 5.4: 6/6 and section 5.5, 5/6.

facilitate reporting on forced labour and fair recruitment in collaboration with the ITC-ILO. This initiative is based on experience gathered by Phase I in the rollout of national media training programmes in Tunisia and the Philippines. The rollout through the toolkit is envisaged through national programs with journalists, editors, and schools of journalism.

Further activity related reporting at the country level is contained in the project monitoring reports.

Table 1: Progress of activities under project outcomes and outputs

	Progress of activities
OUTCOME 1 Fair recruitment corridors and sectors are expanded or created	
Output 1.1. Migrant workers from Nepal are fairly recruited in the garment sector in Jordan	✓
Output 1.2: Fair recruitment practices between Nepal and Qatar are promoted and enhanced (through capacity building measures targeting QVCs and selected PRAs)	□
Output 1.3: Migrant domestic workers from the Philippines are fairly recruited in Hong-Kong	✓
Output 1.4: A pilot intervention to create a fair recruitment corridor between the Philippines and Qatar, is designed and tested, with a possible focus on the domestic work sector	□
Output 1.5: Public employment services and the MFPE in Tunisia have improved their capacities to implement and monitor fair recruitment processes	✓
OUTCOME 2: Migrant workers have greater access to reliable information and improved services throughout the recruitment process	
Output 2.1. Mechanisms to support access to information are strengthened	✓
Output 2.2. Trade unions and civil society have improved their capacities to support migrant workers through organizing, additional services, and increased coordination with key stakeholders on recruitment issues	✓
Output 2.3. Mechanisms to support access to justice are strengthened	✓
OUTCOME 3: Global knowledge and policy guidance about fair recruitment produced and disseminated through the media	
Output 3.1. Knowledge sharing events to support the implementation of the GP&OG and Definitions of Recruitment Fees and related costs.	✓
Output 3.2. The media has increased capacity to report on fair recruitment	✓
Output 3.3: Research on the role of new technologies and recruitment practices is conducted and disseminated	✓

Source: mid-term evaluation, 2020

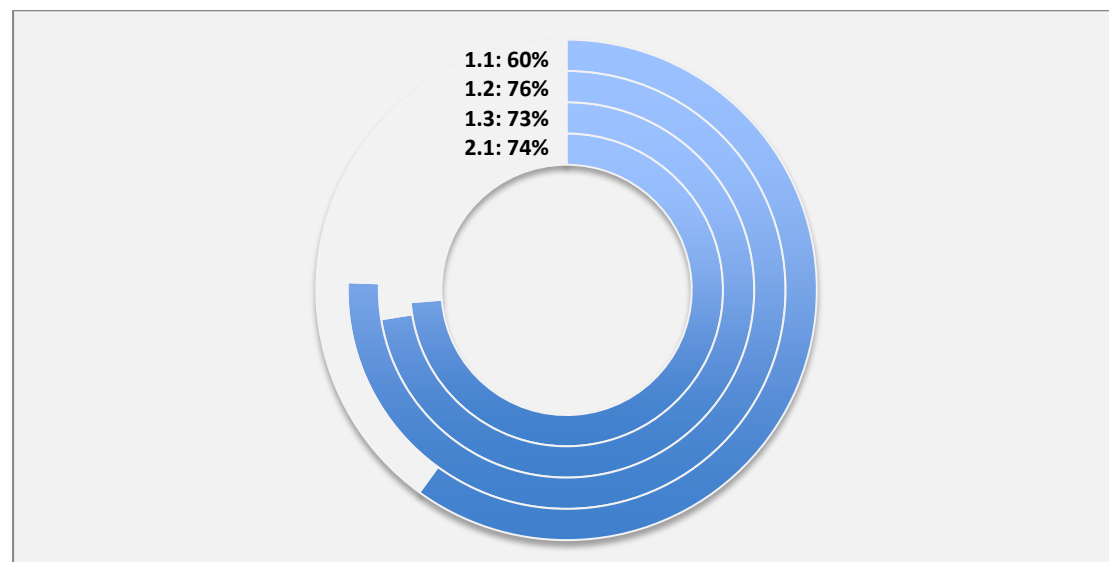
5.2 Quality of outputs and stakeholder satisfaction

The evaluation used the telephone interviews, the evaluation survey, and document review for the triangulation of assessing the quality of outputs and stakeholder satisfaction.

Figure 9 and Figure 10 summarize the perception of stakeholders about the progress made with implementing project outputs. The outputs related to the Qatar corridors were excluded from the assessment due to the reasons explained in previous sections of the report. Overall,

the median for stakeholder perception about the progress made of outputs under FAIR II reaches 66%.

Figure 9: Stakeholder perception of progress with implementing outputs 1 and 2



Sources: evaluation survey and interview 2020, n= 5 for output 1.1, n=9 for output 1.2, n=8 for output 1.3 and n=16 for output 2.1

Outputs under outcome 1

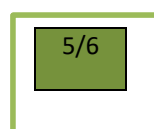


Figure 9 shows that for output 1.1 (Migrant workers from Nepal are fairly recruited in the garment sector in Jordan), the stakeholder perception about progress made reaches 60% at mid-term. This moderately satisfactory rating is the lowest rating for all outputs, the main reason being that the fair recruitment corridor is currently closed. The latter is not directly related to project activities and beyond the direct control of the ILO. FAIR II works on mobilizing the private recruitment industry in collaboration with IOM and Winrock International. Besides, the project is engaged in building auditing capacities and builds the capacities of private recruitment agencies, for example, with SCC Manpower.

The stakeholder perception ratings for output 1.2 (Migrant domestic workers from the Philippines are fairly recruited in Hong-Kong) is satisfactory and reaches 76%.

FAIR II made progress under this output based on its strong partnership with the Hong Kong Federation of Asian Domestic Workers Union (FADWU) on research and capacity building. In the Philippines, working with the Philippines Overseas Employment agency on videos used by workers and an orientation package for migrant workers at arrival in Hong Kong, amongst others, made a good start for output 1.2.

However, the progress in Hong Kong is jeopardized after a good start. The good relationship with the Labour Attaché was interrupted due to staff turnover. The work with unions is affected by the current political climate, resulting in a high turnover of counterparts in a complex environment.

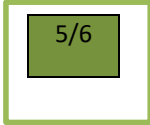
“One year ago, the situation in the Philippines – Hong Kong fair recruitment corridor was really promising. We moved quite fast. This situation has changed”.

Source: Project stakeholder

Output 1.3 (Public employment services and the MFPE (Ministère de la Formation Professionnelle et de l'Emploi) in Tunisia have improved their capacities to implement and monitor fair recruitment processes) reaches a stakeholder perception about progress made of 73%. Progress is satisfactory.

In Tunisia, the project made progress under all five country outputs. The public employment agencies Agence Nationale pour l'Emploi et le Travail indépendant (ANETI) and Agence Tunisienne de Coopération Technique (ATCT) revised their work practices. The project facilitated the revision of the national action plan on foreign placement. For regulation of recruitment in Tunisia, including the accreditation of private employment agencies, the required legal changes are progressing. The project's engagement with the World Bank could result in leveraging resources for project activities in Tunisia.

Outputs under outcome 2

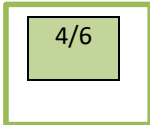
 Under outcome 2, the evaluation quantitatively assessed output 2.2 (Trade unions and civil society have **improved their capacities to support migrant workers** through organizing, additional services, and increased coordination with key stakeholders on recruitment issues)³³, with a perception of progress, reaching 73%. Again, progress is satisfactory.

In Hong Kong, work with the FADWU progressed most due to less staff turnover in that union with its string sector focus, compared to other unions in the SAR. In Tunisia, the project engaged with four union-led migrant centers across the country. For Nepal, a capacity-building event was planned for April 2020 with Justice without Borders, which is now planned virtually. In Jordan, the implementation of output 2.2 is not foreseen due to budget limitations.

For output 2.1 (Mechanisms to support access to information are strengthened), the project engaged with ITUC and signed an agreement for the rollout of an online platform MRA. Based on a "Tripadvisor" approach, workers can post their recruitment experience. To date, workers start using the platform but don't post reviews online instantly.

Besides, The United Nations University, Macao, plans a study about migrants' use of digital resources on their recruitment journey.

Under output 2.3 (Mechanisms to support access to justice are strengthened), the project started to prepare the evaluation of the impact of the e-complaint mechanism implemented by Migrant Forum in Asia (MFA) and support actions recommended to strengthen the accessibility of this mechanism to migrant workers and its responsiveness in pilot countries.

 **Outputs under outcome 3**
Figure 10 summarizes the stakeholder perception of project's progress on outputs under outcome 3, the global knowledge and guidance component. Overall, progress is even across the three outputs at a moderately satisfactory level.

The stakeholder perception about progress in implementing output 3.1 (Knowledge sharing events to support the implementation of the General Principles and Operational Guidelines

³³ as the evaluation subsumed the progress made for outputs 2.1 (Mechanisms to support access to information are strengthened) and 2.3 (Mechanisms to support access to justice are strengthened) under progress made for the overall outcome 2. (Migrant workers have greater access to reliable information and improved services throughout the recruitment process)

for Fair Recruitment (GP&OG) and Definitions of Recruitment Fees and related costs) reaches 64%.
Following the definition of Recruitment Fees and Related Costs and GB approval in March 2019, the project translates definitions and supports the production of videos for dissemination.

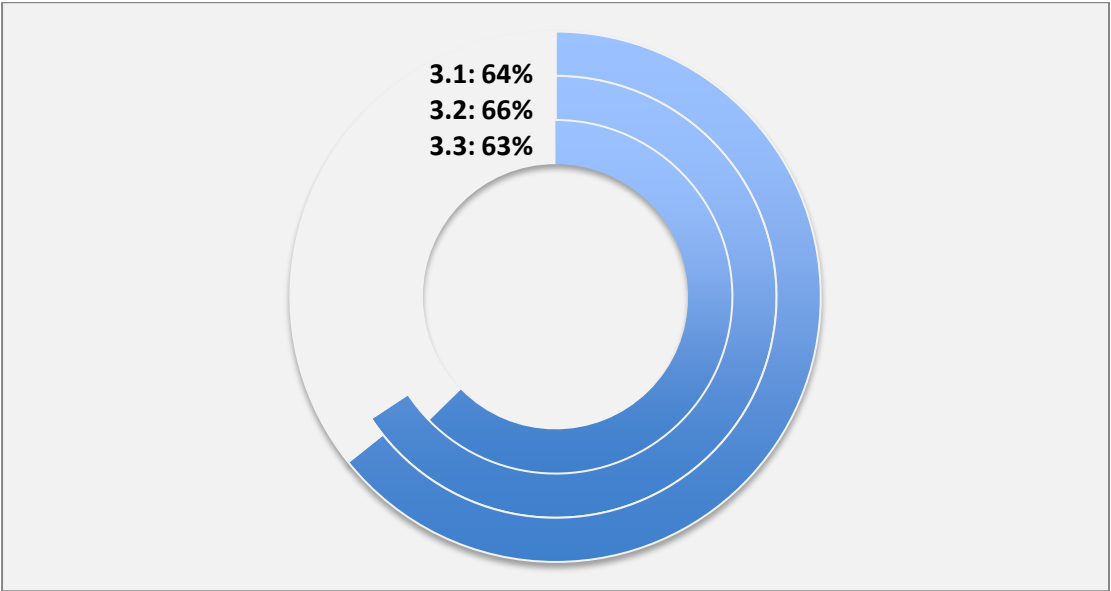
66% stakeholder perception ratings show for progress made under output 3.2 (The media has increased capacity to report on fair recruitment) and 63% under output 3.3 (Research on the role of new technologies and recruitment practices is conducted and disseminated).

Outputs 3.2: In Nepal and Tunisia, the project implements activities to engage the media in cooperation with its partners, including the training of journalists and individual mentoring.

The project produced the ILO toolkit for journalists "Reporting on forced labour and fair recruitment," including the Media- friendly glossary on migration. The publication is available in English, French, Spanish, and Arabic. [L] [SEP]

Output 3.3: The project works on this output together with the United Nations University's Institute for Computing and Society in Macao, China. For the Migrant Recruitment Advisor (MRA), the project works on a digital technology solution to be pilot tested. The digital solution addresses identified gaps in access and use of critical information and services in labour migration and recruitment process. Currently, the project works on recommendations to optimise MRA platform, including its relevance, uptake, and sustainability. [L] [SEP]

Figure 10: Stakeholder perception of progress with implementing output 3



Sources: evaluation survey and interview 2020, n= 14 for output 3.1, n=14 for output 3.2 and n=15 for output 3.3

5.3 Foreseeable impediments

n/a

The foreseeable impediments can be distinguished between internal and external ones. The external impediments are beyond the control of the project, while the internal ones can be mitigated, either in the remaining implementation period of FAIR II or any future project phase. This criterion is not scored, as it is only partly under the control of the project.

Internal impediments

Concentration vs. diversification

The strength of the project design is that, on the one hand, and in line with the piloting approach for phase 1 of FAIR, piloting experience is still gathered in the selected corridors, including on the use of innovative technologies, such as MRA.

On the other hand, the geographical and sector spread of FAIR II impedes a deeper footprint of the project, for example, in a region or sub-region or across a specific sector.

Feasibility of mitigation measures: high

Budget implications: neutral, repurposing of funds from Qatar corridors and components cancelled due to COVID-19

Suggested action: Focus for example on the Nepal-Malaysia and Philippines-Malaysia for one sector (such as domestic workers)

Project budget

As stated in previous sections, the project budget is rather tight. The logic of the project design for FAIR II to scale up pilot experiences with similar resources as for FAIR I might be unrealistic.

Feasibility of mitigation measures: low, would require follow-up phase

Budget implications: funding of a follow-up phase, FAIR III

Suggested action: For the up-scaling of work under FAIR I and II, either a more substantial project budget would be required or a reduction in the number of project countries/project scope.

Media engagement

Concerning the media component of FAIR II, the focus shifted from trade unions for journalists (FAIR I) to journalism schools/universities/institutions with an emphasis on a media training toolkit/curriculum³⁴. To create an entry point for discussing the more specialized topic of fair recruitment and forced labour, the scope also had to be widened to labour migration and human rights issues in general. The latter is beyond the original scope of this component.

Feasibility of mitigation measures: high

Budget implications: neutral

Suggested action: Keep journalism schools/universities/institutions as an entry point even at the expense of widening the scope beyond fair recruitment for those activities

External impediments

COVID-19

COVID-19 has plunged the world economy into dismay and unprecedented uncertainty.

Migrant workers are directly affected by the COVID-19. The effects on the migrant workers in

³⁴ In Tunisia, the project kept in touch with the journalists' union (Syndicat National des Journalistes Tunisiens, SNJT). In this process, the project trained 30 professional journalists on media treatment of labor migration and fair recruitment in February 2020. Subsequently, the project launched an internal competition between the 30 participants, published on the SNJT website for better journalistic production

project countries are well documented in the project's recent publication³⁵. As a result, the implementation of project activities is also delayed or repurposing of funding considered, for example, for large scale events. Besides, the pandemic has also diverted attention away from Fair Recruitment issues generally.

"We don't know what will happen to fair recruitment on the agenda (of tripartite constituents) in the future."

Source: project stakeholder commenting on the effects of COVID-19 on FAIR II

At the same time, the current pandemic is also an opportunity to show that migration and recruitment issues are a "hot topic," with the need to expand the notion of fair recruitment. In this context, repatriation considerations need to be included as early as at the recruitment stage. The project team plans to take action in this regard for capacity building in Nepal. Figure 11 shows returning migrant workers from the Philippines, published by the ILO Manila country office in 2018.

Figure 11: Homecoming overseas foreign workers, the Philippines



Source: ILO, 2018: Fair perspective: Stories of Filipino migrant workers in the media, page 1, © Rappler

Feasibility of mitigation measures: medium

Budget implications: neutral

Suggested action: For the implementation of capacity building events requiring the personal presence of trainees and larger-scale gatherings, the project and donor should agree to postpone the events. Besides, repatriation considerations should be included in all project countries in scheduled capacity building events, building on the Nepal example.

To allow for an orderly implementation of the project in its remaining lifetime, the donor might consider a non-cost project extension.

³⁵ ILO, 2020: Measures taken in response to COVID-19 and their impact on migrant workers. FAIR Programme. Jordan, Nepal, the Philippines, Hong Kong, and Tunisia.

Political volatility

As stated under outcome 1, the volatility of the political situation in Hong Kong is less conducive for union engagement. Apart from personal risk-taking and ethical considerations in exposing stakeholders, protests in Hong Kong also took away media attention from the release of the "price of justice" report and delayed the employer focus group activity³⁶.

Feasibility of mitigation measures: high

Budget implications: neutral

Suggested action: *The project should consider to temporarily cease involving and exposing individual union representatives in communication with the concerned persons to safeguard the personal security of union representatives in Hong Kong, the project should considering temporarily ceasing involving, and exposing, union representatives in communication with the concerned persons. The ILO and the donor should value ethical considerations higher than the commitment to implementing specific project activities.*

Institutional capacities

Some of the implementation partners have limited capacities to deliver project components such as SENTRO in the Philippines. In other cases, staff turn over or institutional restructuring requires the project to reengage with new stakeholders, like in the case of the Labour Attaché in Hong Kong or the restructuring of the Department of Labour and Employment in the Philippines.

Feasibility of mitigation measures: low

Budget implications: medium

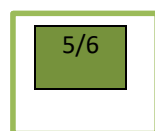
Suggested action: *For re-establishing contacts with new project stakeholders and challenges in the delivery capacities of partners, the project requires additional time and efforts, but still in the context of the current project timeframe.*

5.4 Coordination and cooperation to increase results



FAIR II is firmly based on coordination and cooperation as part of its implementation approach. In most project countries, FAIR II formed part of a cluster around fair recruitment, mainly with ILO sister projects and complemented with national or other international initiatives. Section 2.4 outlines the project's partnerships in detail.

5.5 Advancement of project outcomes



The median for the progress in achieving project outcomes is satisfactory (68%) based on stakeholder perceptions. For all outcomes, the level of progress is even at a high level. For outcome 1 (Fair recruitment corridors and sectors are expanded or created), stakeholder perception reaches 66%,

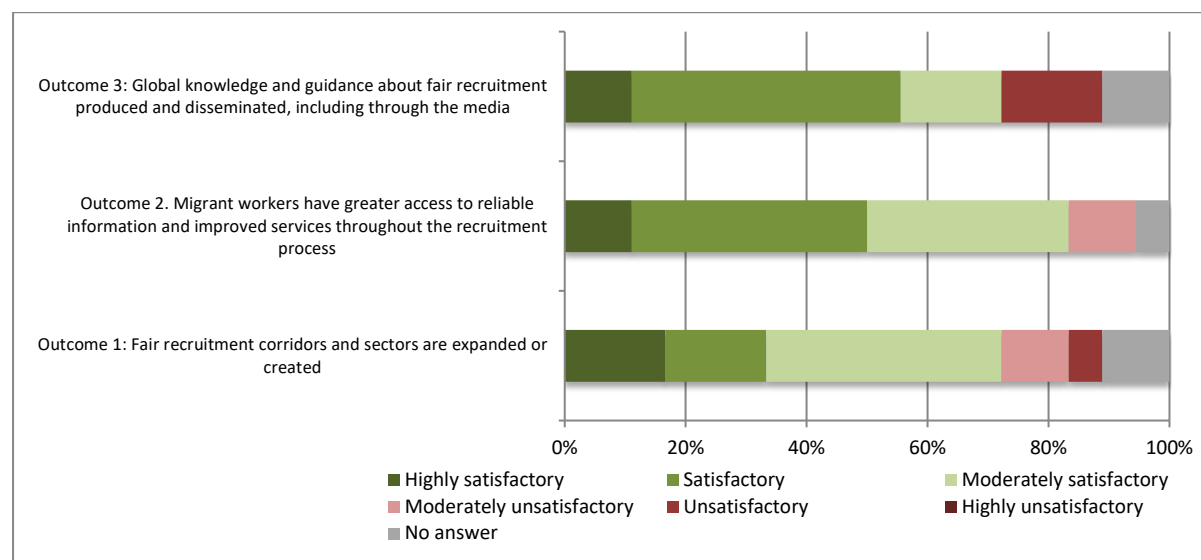
For outcome 2 (Migrant workers have greater access to reliable information and improved services throughout the recruitment process), progress reaches 71% and for outcome 3

³⁶ Political volatility also affects the ban placed of the Government of Nepal on the fair migration corridor to Jordan

(Global knowledge and guidance about fair recruitment produced and disseminated, including through the media), 68%.

Figure 12 shows the detailed stakeholder ratings for the three project outcomes. The rationale for the levels of achievements has been addressed in section 5.2.

Figure 12: Advancement with project outcomes based on stakeholder perception



Source: evaluation survey and interview 2020, n= 16 for outcome 1, n=17 for outcome 2 and n=16 for outcome 3

5. Progress towards sustainability: are results likely to last?

This section analyzes the *likelihood* of sustainability of project results. Principal data sources used in this section are evaluation interviews and the online survey.

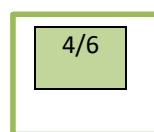
Key findings: The likelihood of sustainability of project results is overall high

- The perception of project stakeholders at the country level concerning the durability of project results reaches an aggregated rating of 71%. The likelihood of upscaling results by current partners, and the replication by other partners also reaches 71% based on stakeholder perceptions. The effectiveness of the exit strategy reaches 65% aggregated ratings.
- Positive ratings are due to FAIR II's integration into a sustained campaign on fair and ethical recruitment complemented by other UN-ILO and national campaign activities, given a knowledgeable project team with excellent networking and promotion skills.
- The global project coordination meeting aimed to review the question of sustainability in project planning.
- Factors affecting the project's sustainability negatively are the small number of civil society stakeholders engaged on migration matters in some project countries and insufficient government buy-in for regulatory change.
- Some stakeholders doubt the potential for scaling up the Nepal-Jordan fair recruitment corridor in the garment sector due to low volumes of workers benefitting from the corridor.
- Steps to enhance sustainability concern the following :
 - Replication of Code of Conduct promoting fair recruitment principles from Hong Kong to other countries such as Malaysia
 - Transferability of Post-Arrival Orientation Seminar initiative in Hong Kong to other countries
 - A fair recruitment corridor from the Philippines beyond domestic workers
 - Communications strategy for the Migrant Recruitment Advisor that popularize this online platform to give migrant workers' a voice
 - In Tunisia, Migrant Resource Centres are establishing their presence, outreach, and services since their inception in 2018. They are becoming more relevant as they are responding to COVID-19. Besides, following the creation of a new inspection body for private recruitment agencies, more support should be given to the Ministry of Professional Formation and Employment (MFPE) to maintain this body, strengthen its capacities and equip the body with the principles of fair recruitment.
 - The ILO-IOM-IHRB global forum on responsible recruitment is an opportunity to continue to keep the issue of fair recruitment on the agenda at the global level and position the GPOG within global discussions.
 - There is interest from other partners (IOM, IHRB, UNHCR) to collaborate on media engagement activities on labour migration, including the Media toolkit and ILO experience implementing country-level media engagement programmes.
 - Inclusion of the repatriation component into the Fair Recruitment Cycle

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The evaluation finds that the likelihood of sustaining project results is moderately satisfactory at mid-term of FAIR II, based on rating on sub-criterion.

5.1 Sustaining and up-scaling project results

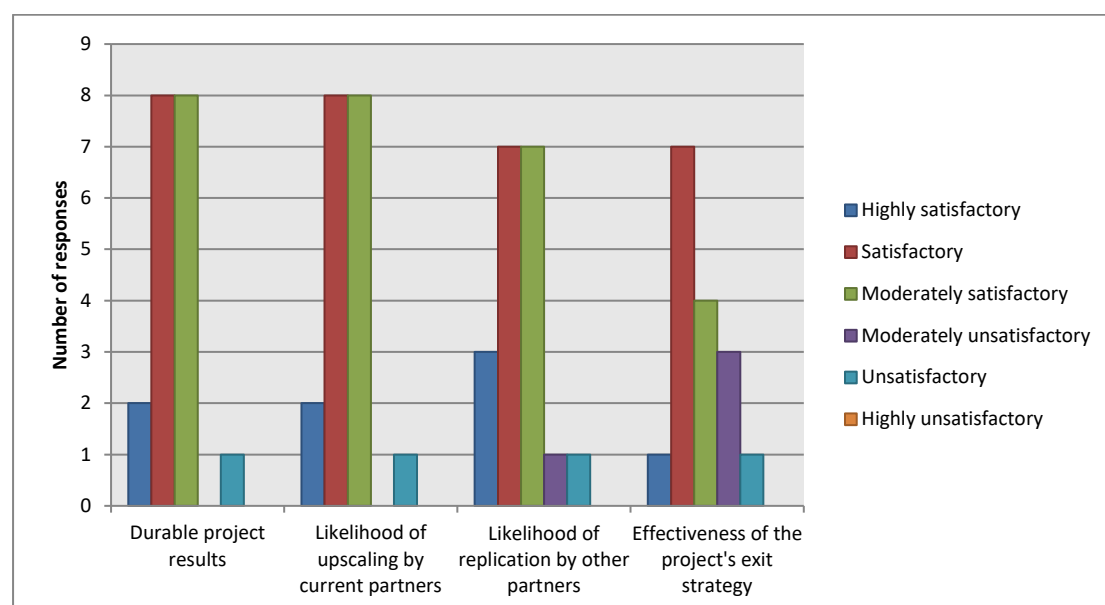


The perception of project stakeholders at the country level concerning the durability of project results reaches an aggregated rating of 71%, with also 71% for the likelihood of upscaling results by current partners and the replication by other partners. The effectiveness of the exit strategy reaches 65% aggregated ratings.

FAIR II benefits from a knowledgeable project team with excellent networking and promotion skills. The project established good relationships and strong cooperation with local stakeholders in project countries. The latter contributes to the sustainability of project results. Other strengths of FAIR II are its integration into a sustained campaign on fair and ethical recruitment complemented by other UN-ILO and national campaign activities on safe and fair migration with a global reach.

Figure 13 provides further insights into stakeholder perceptions.

Figure 13: Stakeholder perception about the sustainability of FAIR II



Source: evaluation survey, n= 19, but for exit strategy (n=16)

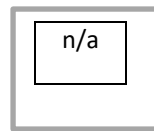
The project's weaknesses concerning its sustainability relate to the small number of civil society stakeholders engaged in migration matters in some project countries and insufficient government buy-in for regulatory change. The ILO seems to have reached its limits in some countries to influence the regulator to better monitor recruitment agencies. For some stakeholders, the inability to effect binding regulations are a cause for frustration.

The likelihood of scaling up project results seems feasible for the Philippines – Hong Kong fair recruitment corridor for domestic workers or the work in Tunisia.

However, some stakeholders doubt the potential for scaling up of the Nepal-Jordan fair recruitment corridor for garment workers independently of the current political standstill. Stakeholders' skepticism is due to the limited recruitment agencies engaged and limited factories who are willing to bear the long time it takes to recruit through this project, and the limited numbers of migrants they can get at the end.

Widening the fair recruitment corridor between Nepal and Jordan for domestic workers could be one option for scaling up the project's engagement in both countries.

5.2 Steps to enhance sustainability



Project stakeholders identified concrete steps to enhance the sustainability of project results and replicate good practices of FAIR II. Those steps are prospective and not related to the current performance of the project. As a result, the evaluation did not rate this sub-criterion.

As stated previously, the project management organized a global project coordination meeting, where the team specifically review the question of sustainability in project planning. The specific steps outlined below are a non-exhaustive list and serve to provide some examples.

Replication of Code of Conduct promoting fair recruitment principles

Lessons learned about the process of adopting a Code of Conduct promoting fair recruitment principles between the Society of Hong Kong-Accredited Recruiters in the Philippines (SHARP), and the Association of Hong Kong Manpower Agencies (AHKMA) could be beneficial when engaging private recruitment agencies in Malaysia. Those lessons learned could help to persuade private recruitment agencies in Malaysia of the benefits of adopting fair principles.

Transferability of Post-Arrival Orientation Seminar initiative in Hong Kong

Besides, the Post-Arrival Orientation Seminar (PAOS) initiative in Hong Kong, though initiated by the previous Labour Attache, is transferable to other countries. The Philippines Department of Labour and Employment's International Labour Affairs Bureau (DOLE-ILAB) could facilitate the technology and knowledge transfer from the Philippine Overseas Labor Office (POLO) in Hong Kong to a new pilot POLO in another country such as Malaysia.

A fair recruitment corridor from the Philippines beyond domestic workers

Stakeholders also identified that having Malaysia as a new corridor would shed light on issues and good practices in other sectors outside domestic work. While the Hong Kong migrant worker population is mainly homogeneous (domestic workers), the expansion of FAIR II for activities in the country of origin of the Philippines – Malaysia fair recruitment corridor could provide an interesting learning opportunity to study other sectors such as hospitality or electronics. Expanding such a corridor could also provide a comparative perspective in terms of existing policies that may still benefit from the ILO Fair Recruitment principles.

The choice of the sector needs to be reconciled with the project decision to either use the repurposing of funds to deepen corridors/sectors or to maintain a more diversified strategy.

The timing to replicate good practices of FAIR II in the Philippines –Malaysia fair recruitment corridor is particularly interesting. In 2019 the Philippine Statistics Authority administered the Labor Force Survey with data and trends analysis available on recruitment costs. This up-to-date data could inform possible project interventions to address recruitment cost-related issues.

Other opportunities include:

- Outreach and dissemination strategy for the Migrant Recruitment Advisor that popularize this online platform to give migrant workers' a voice;

- In Tunisia, Migrant Resource Centres are establishing their presence, outreach, and services since their inception in 2018. They are becoming more relevant as they are responding to COVID-19;
- The ILO-IOM-IHRB global forum on responsible recruitment is an opportunity to continue to keep the issue of fair recruitment on the agenda at the global level and position the GPOG within global discussions;
- There is interest from other partners (IOM, IHRB, UNHCR) to collaborate on media engagement activities on labour migration, including the Media toolkit and ILO experience implementing country-level media engagement programmes;
- Integration of repatriation issues in FAIR II as part of the Fair Recruitment cycle, particularly in the context of COVID-19;
- Additional opportunities include:
 - Current initiatives (and “future results”) through the work done on behavioral insights in Hong Kong, which could be replicated in future to develop tailored messages to move target audiences into taking action;
 - In Tunisia the capacity building of a new body of inspectors for Private Recruitment and foreign placement agencies, which is a new approach globally, requires additional support. If given time to learn lessons, this approach could inspire replication in other countries.

Section III: conclusions, recommendations, lessons learned and good practices

6. Conclusions

Based on the main findings summarized at the beginning of the findings sections for each evaluation criterion, the following conclusions emerge. Figure 14 presents the logic between the main evaluation findings and conclusions.

Relevance:

FAIR II is a highly relevant project, meeting the needs of relevant stakeholders on fair recruitment.

Project design:

The use of CMES in the ILO constitutes good practice, and FAIR's ownership and use of this planning and management approach enhance the robustness of project design.

Changes in the project design and management arrangements of FAIR II are based on evidence from phase I.

Efficiency:

In the context of a tight project budget, the project's cooperative approach to leverage resources from ILO sister projects or other interventions not only enhanced but required to fill funding gaps. A project assistant is missed for the project management.

Accountability structures with the donor could be strengthened.

Effectiveness:

Overall, the project progresses well.

The project requires flexibility for implementing fair recruitment in complex country contexts, including the repurposing of funds for other project activities.

Internal and external challenges for FAIR II to achieving its expected results constitute opportunities to reorient some project activities and outputs.

Progress towards sustainability:

In some cases, the project seems to hit a glass ceiling on its way to achieve results, as in the case of the closure of the Nepal-Jordan fair recruitment corridor for the garment sector. However, specific opportunities emerge to repurpose funds to deepen or replicate project results.

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7. Recommendations

After the main findings and the conclusions, the following recommendations are made. Again, the logic between main evaluation findings, conclusions, and recommendations is transparently presented in Figure 14. The recommendations do not have resource implications for the project, except for recommendations 5 and 7. However, given the amount of unspent resources available in the project budget, the implementation of some aspects of recommendations 5 and 7 seems possible.

Efficiency

R 1a: ILO project team: For any negotiations about a follow-up phase of FAIR II, the project scope and project budget should be better aligned.

Priority: Medium: Next 18+ months.

R 1b: ILO project team: The project team should engage with the donor to assess whether the project management could be further strengthened by requesting additional project budget for a part-time project assistant.

Priority: Very high: Next 3 months.

R 2: ILO project team: For the remaining project implementation period, an extended and informal “think-tank”-style Project Steering Committee could be created, including academia or civil society organizations, for content-based exchanges supporting the thematic discussions for the design of any new project phase. This committee could get together towards the end of the project cycle.

Priority: Medium: Next 12 months.

Effectiveness:

R 3: ILO project team: In close consultation with the donor, the project should:

- “Officially” cancel the two outputs concerning the Qatar fair recruitment corridor.
- Finalize the drafted concept notes for repurposing Qatar corridor funds/activities and submit to Branch Management following project mid-term evaluation, as planned

Priority: Very high: Next 3 months.

COVID-19 pandemic, political volatility in project countries and institutional capacities

R 4: ILO project team:

It is recommended that the project team consults the donor about a cost extension for FAIR II of at least six months to allow for the implementation of all project activities given some of the unforeseen impediments. A non-cost extension is not recommended, given the low funding available and the fact that staffing budget lines cannot be funded by the current project budget beyond October 2021.

Project strategy to work in diverse corridors and sectors

R 5: ILO project team: In line with recommendation 3, the repurposing of funds from Qatar corridors and components cancelled due to COVID-19 could benefit:

- Activities in the countries of origin for the Nepal-Malaysia or Philippines-Malaysia fair recruitment corridors

Priority: Very high: Next 3 months.

Media engagement

R 6: ILO project team:

To progress with the work around media engagement, keep journalism schools/universities/institutions as an entry point even at the expense of widening the scope beyond fair recruitment.

Priority: Very high: Next 3 months.

Likelihood of sustainability

R 7: ILO project team: In combination with recommendations 3 and 5, the project team should consult the donor to assess to what extent activities under the Nepal-Jordan fair recruitment corridor can be continued, for example benefitting all migrant workers in Jordan.

Complementing recommendations 5, the activities listed under the key findings as examples could benefit from repurposing unused project funds.

Priority: Very high: Next 3 months

8. Lessons learned and good practices

This mid-term evaluation identifies one main lesson learned and one good practice based on a set of criteria used as good practices³⁷. As such, the lesson learned below includes i) context; ii) challenges; iii) causal factors; iv) target users; v) success; and, vi) the fact that a lesson is not a recommendation or a conclusion.

Lesson learned

DWCP alignment

For the design of ILO projects, the alignment to DWCP enables joining forces with thematically similar projects. This includes engaging with a wider group of stakeholders through multiple channels, leveraging resources for joint events, and even sharing a National Project Coordinator.

In those cases, the ILO operates efficiently and effectively, even in the absence of an ILO country offices, as in the cases of Jordan or Tunisia.

Good practice

Results-based management

The use of a comprehensive monitoring and evaluation system (CMES) constitutes good practice. FAIR's ownership and use of this planning and management approach enhance the robustness of project design and efficiency of project implementation. CMES enables evidence-based decision making, institutionalizes lesson learning and strengthens the project's accountability to the donor.

Adaptive project management

FAIR II is a good example for adaptive project management in ILO. The proactive project design involving stakeholders through a structured feedback and learning process after phase I of the project. Besides, the adoption of project risk and impact mitigation tool allows the project team to monitor and mitigate risks. Finally, the adaptive project management showed in the communication with the donor at the onset of COVID-crisis, with project situation updates.

³⁷ ILO and the United Nations Industrial Development Organization.

Figure 14: Summary of key findings, conclusions, and recommendations – mid-term evaluation of ILO FAIR II project

	Key evaluation findings	Conclusions	Recommendations
Relevance	The relevance of the project’s main objectives is high for project stakeholders, with a median of 80% based on stakeholder perceptions.	FAIR II is a highly relevant project, meeting the needs of relevant stakeholders on fair recruitment.	<i>No recommendation. See section on good practices on programmatic approaches/project clustering.</i>
	FAIR II is relevant to the national context in all five project countries.		
	The project contributes directly to the 2018-2019 P&B, outcome 9, “Fair and effective international labour migration and mobility.”		
	FAIR II forms part of FUNDAMENTALS and MIGRANT’s joint Fair Recruitment Initiative.		
	FAIR II’s alignment to national initiatives on fair recruitment is satisfactory based on the stakeholder perception. The project forms clusters around fair recruitment with sister ILO projects or other initiatives, allowing at times for a programmatic approach in project countries.		
Validity of project design	FAIR II benefits from a valid Theory of Change with a logical results chain and critical assumptions.	The use of CMES in the ILO constitutes good practice, and FAIR’s ownership and use of this planning and management approach enhance the robustness of project design.	<i>No recommendation. See section on good practices on results-based management and learning.</i>
	FAIR II benefits from a Comprehensive Monitoring and Evaluation Strategy (CMES) of high quality, enabling results-based project management.		
	The project embraces adaptive management practices which are crucial when operating in unpredictable contexts with the event risk impact mitigation plan serving as a good practice worth replicating across ILO projects	Changes in the project design and management arrangements are based on evidence from phase I.	
	FUNDAMENTALS and MIGRANT jointly implement FAIR II, learning lessons from the management arrangements in FAIR I.		
Efficiency	Given the comprehensive project structure with a wide range of global and country-level activities across the outputs under the three primary outcomes, the evaluation finds that the budget is quite tight.	In the context of a tight project budget, the project’s cooperative approach to leverage resources from ILO sister projects or other interventions not only enhanced but required to fill funding gaps. A project assistant is missed for the project management.	Project budget R 1a: ILO project team: For any negotiations about a follow-up phase of FAIR II, the project scope and project budget should be better aligned. Priority: Medium: Next 18+ months. R 1b: ILO project team: The project team should engage with the donor to assess whether the project management could be further strengthened by requesting additional project budget for a part-time project assistant.
	Financially, FAIR II is forced to cooperate with other project and leverage resources for project implementation.		
	The allocation of human resources seems appropriate, but for the coverage of Hong Kong, where a NPC is missed.		
	The project is very strong on cooperating with other development partners and projects, including sister projects from MIGRANT or FUNDAMENTALS in the project countries.		

Effectiveness			Priority: Very high: Next 3 months.
	Concerning project accountability structures, the donor welcomes the recently established Project Steering Committee, with room to involving academia or civil society organizations for content-based discussions.	Accountability structures with the donor could be strengthened.	R 2: ILO project team: For the remaining project implementation period, an extended and informal “think-tank”-style Project Steering Committee could be created, including academia or civil society organizations, for content-based exchanges supporting the thematic discussions for the design of any new project phase. This committee could get together towards the end of the project cycle. Priority: Medium: Next 12 months.
	<p>The implementation of project activities advances for nine out of the eleven outputs. Only the work on the two outputs concerning the Qatar corridor is stalled and the repurposing of budgets planned. Challenges with the Nepal – Jordan fair recruitment corridor require action in the remaining project cycle.</p> <p>Stakeholder perception about the progress of outputs under outcome 1 reaches a median of 73%, 74% under outcome 2, and 64% under outcome 3. The median for the progress in achieving project outcomes is satisfactory (68%) based on stakeholder perceptions.</p>	The project requires flexibility for implementing fair recruitment in complex country contexts, including the repurposing of funds for other project activities.	R 3: ILO project team: In close consultation with the donor, the project should: <ul style="list-style-type: none"> • “Officially” cancel the two outputs concerning the Qatar fair recruitment corridor. • Finalize the drafted concept notes for repurposing Qatar corridor funds/activities and submit to Branch Management following project mid-term evaluation, as planned Priority: Very high: Next 3 months.
	The project faces both internal and external foreseeable impediments. Internal ones concern the project strategy to work in several corridors and sectors, the tight project budget, and challenges in engaging the media. External impediments relate to the COVID-19 pandemic, political volatility in project countries including the closure of the Nepal-Jordan fair recruitment corridor for garment workers, and institutional capacities.	Internal and external challenges for FAIR II to achieving its expected results constitute opportunities to reorient some project activities and outputs.	COVID-19 pandemic, political volatility in project countries and institutional capacities R 4: ILO project team: It is recommended that the project team consults the donor about a cost extension for FAIR II of at least six months to allow for the implementation of all project activities given some of the unforeseen impediments. A non-cost extension is not recommended, given the low funding available and the fact that staffing budget lines cannot be funded by the current project budget beyond October 2021. Project strategy to work in diverse corridors and sectors

			<p>R 5: ILO project team: In line with recommendation 3, the repurposing of funds from Qatar corridors and components cancelled due to COVID-19 could benefit:</p> <ul style="list-style-type: none"> Activities in the countries of origin for the Nepal-Malaysia or Philippines-Malaysia fair recruitment corridors <p>Priority: Very high: Next 3 months.</p> <p>Project budget: see R1.</p> <p>Media engagement R 6: ILO project team: To progress with the work around media engagement, keep journalism schools/ universities/institutions as an entry point even at the expense of widening the scope beyond fair recruitment. Priority: Very high: Next 3 months.</p>
	FAIR II is firmly based on coordination and cooperation as part of its implementation approach. FAIR II forms part of a cluster around fair recruitment, in most project countries, mainly with ILO sister projects.	See the first conclusion in the efficiency section Overall, the project progresses well	<i>No recommendation.</i>
Likelihood of sustainability	The perception of project stakeholders at the country level concerning the durability of project results reaches an aggregated rating of 71%.	Overall, the likelihood of sustaining project results seem high at mid-term of FAIR II, again due to the robust collaborative project implementation approach of the project team.	<i>No recommendation.</i>
	The likelihood of upscaling results by current partners, and the replication by other partners also reaches 71% based on stakeholder perceptions.		
	The effectiveness of the exit strategy reaches 65% aggregated ratings.		
	Positive ratings are due to FAIR II's integration into a sustained campaign on fair and ethical recruitment complemented by other UN-ILO and national campaign activities, given a knowledgeable project team with excellent networking and promotion skills. The global project coordination meeting aimed to review the question of sustainability in project planning.		
	Factors affecting the project's sustainability negatively are the small number of civil society stakeholders engaged on migration matters in some project countries and insufficient government buy-in for regulatory change.	In some cases, the project seems to hit a glass ceiling on its way to achieve results, as in	R 7: ILO project team: In combination with recommendations 3 and 5, the project team should consult the donor to assess to what extent activities

	<p>Some stakeholders doubt the potential for scaling up the Nepal-Jordan fair recruitment corridor in the garment sector due to low volumes of workers benefitting from the corridor.</p> <p>Steps to enhance sustainability concern the following:</p> <ul style="list-style-type: none"> • Replication of Code of Conduct promoting fair recruitment principles from Hong Kong to other countries such as Malaysia • Transferability of Post-Arrival Orientation Seminar initiative in Hong Kong to other countries • A fair recruitment corridor from the Philippines beyond domestic workers • Outreach and dissemination strategy for the Migrant Recruitment Advisor that popularize this online platform to give migrant workers' a voice; • In Tunisia, Migrant Resource Centres are establishing their presence, outreach, and services since their inception in 2018. They are becoming more relevant as they are responding to COVID-19; • The ILO-IOM-IHRB global forum on responsible recruitment is an opportunity to continue to keep the issue of fair recruitment on the agenda at the global level and position the GPOG within global discussions; • There is interest from other partners (IOM, IHRB, UNHCR) to collaborate on media engagement activities on labour migration, including the Media toolkit and ILO experience implementing country-level media engagement programmes; • Integration of repatriation issues in FAIR II as part of the Fair Recruitment cycle, particularly in the context of COVID-19; • Other opportunities include: <ul style="list-style-type: none"> ○ Current initiatives (and "future results") through the work done on behavioral insights in Hong Kong, which could be replicated in future to develop tailored messages to move target audiences into taking action; ○ In Tunisia the capacity building of a new body of inspectors for Private Recruitment and foreign placement agencies, which is a new approach globally, and given time to learn lessons may inspire replication in other countries. 	<p>the case of the closure of the Nepal-Jordan fair recruitment corridor for the garment sector. However, specific opportunities emerge to repurpose funds to deepen or replicate project results.</p>	<p>under the Nepal-Jordan fair recruitment corridor can be continued, for example benefitting all migrant workers in Jordan.</p> <p><i>Complementing recommendations 5, the activities listed under the key findings as examples could benefit from repurposing unused project funds.</i></p> <p>Priority: Very high: Next 3 months.</p>
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Annex 1: Terms of Reference

TERMS OF REFERENCE mid-term EVALUATION – DEVELOPMENT COOPERATION PROJECT

PROJECT TITLE	Integrated Programme on Fair Recruitment (FAIR) Phase II
DC PROJECT CODE	GLO/18/53/CHE
DONOR	Swiss agency for development and Cooperation (SDC)
TOTAL BUDGET APPROVED	USD 4,099,718
ILO ADM UNIT	FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK BRANCH (FUNDAMENTALS)
TECHNICAL UNITS	Fundamental Principles and Rights at Work Branch and Labour Migration Branch (FUNDAMENTALS & MIGRANT)
EVALUATION DATE	1 st May – 30 June 2020
PROJECT MANAGER	Gaëla Roudy Fraser (FUNDAMENTALS)
EVALUATION MANAGER	Laura de Franchis (FUNDAMENTALS)
TOR PREPARED	20 April 2020

As per ILO's evaluation policy, the FAIR II project is subject to an internal mid-term evaluation in 2020. These terms of reference (TOR) describe the scope of work and expected outputs from the evaluation.

Background of the Project and Status

The ILO launched the Fair Recruitment Initiative in 2014 to prevent human trafficking and forced labour; protect the rights of workers from abusive and fraudulent recruitment and placement processes; and reduce the cost of labour migration and enhance development outcomes for migrant workers and their families, as well as for countries of origin and destination.

Every year, millions of women and men leave their homes in search of better livelihood opportunities. Of the 258 million migrants worldwide, an estimated 164 million are workers, including 68.1 million women. Many of those who leave their homes to seek better livelihood opportunities are tricked by deceptive and coercive recruitment practices, and find themselves working in conditions they had not signed up for and at worst are subjected to forced labour and trafficking in persons: An estimated 6 million trafficking victims globally are migrants.

Recruitment is the starting point of the labour migration journey. Through its Fair Recruitment Initiative, the ILO and its partners help protect labour rights and promote safe and fair conditions for workers on the move.

Challenges affecting workers in recruitment:

- Deception about the nature of the job and living & working conditions
- Retention of passports
- Illegal wage deductions
- Threats from employers if workers want to leave and fear of subsequent expulsion from a country
- Charging of recruitment fees and related costs and debt bondage linked to repayment
- Discrimination and inequalities in the workplace, including a lack of freedom of association and collective bargaining
- Mismatch between recruited workers' skills and employers' needs, impacting efficient function of labour markets

Within this global effort, the Integrated Programme on Fair Recruitment (FAIR) promotes fair recruitment practices globally and across labour migration corridors in collaboration with other ILO projects under the Fair Recruitment Initiative. Now in its second phase (2018-2021) this integrated project was developed and is being implemented jointly by the ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) and the Labour Migration Branch (MIGRANT), as an integral part of the ILO Fair Recruitment Initiative.

The second phase of the project was launched in 2018. It seeks to consolidate and expand the achievements produced by ILO's FAIR I project, through the upscaling of the pilots tested under FAIR I as well as the implementation of new fair recruitment interventions across migration corridors in North and West Africa, the Middle East and South and South-East Asia. The project strategy is based on a three-pronged approach: **1)** implementing fair recruitment processes in selected migration corridors and sectors, **2)** providing reliable information, improved services including facilitating access to justice, to migrant workers in the recruitment process and **3)** producing and disseminating global knowledge and guidance about fair recruitment, including through the media.

Target countries include Hong Kong SAR (China), Jordan, Nepal, Philippines, Qatar³⁸ and Tunisia. The project applies a multi-stakeholder approach in conjunction with governments, trade unions, employers' organizations, civil society actors and the media at the country and global level.

Purpose, objectives, scope, and clients of the evaluation:

The internal Mid term Evaluation of the FAIR II Project will take place in 2020 as planned.

The **purpose** of this internal mid-term evaluation is to examine the overall progress of the project across the major planned outputs and outcomes; and to provide lessons to improve performance and delivery of the project in order for it to achieve its intended results by the end of the project.

In line with the project Comprehensive Monitoring and Evaluation Strategy (CMES) that was presented to SDC and approved in November 2019, the main **objectives** of the midterm evaluation are to:

- 1) review to what extent activities are implemented according to programmatic standards of quality, well integrated, prioritized effectively and as planned;
- 2) examine whether activities are achieving the desired results, reaching targets; and,
- 3) review whether any changes should be made to the design and to the strategy and implementation modalities chosen at this stage of programme implementation in view of the evolving implementation context. This applies in particular (but not exclusively) to:
 - i) The impact of COVID-19 on the operational context and agents, which has already prompted a re-orientation of some activities toward a response to the crisis, and examining other ways in which the project could approach its response; and,
 - ii) The reduced scope of activities towards the Qatar corridor, which requires the repurposing of several activities in Nepal and the Philippines.

The **scope** of the evaluation covers the project's various components, outcomes, outputs and activities as reflected in the project document as well as subsequent modification and alterations made during its implementation.

The evaluation is intended for internal use of the organization; its findings and recommendations will be mostly geared towards learning, and specifically directed to ILO staff in:

- Fundamental Principles and Rights at Work Branch and MIGRANT Branch of the ILO (ILO-FUNDAMENTALS, ILO-MIGRANT),
- ILO Country and Regional Offices where project activities are conducted (HQ GVA, Jordan, Nepal, Philippines, Tunisia), and Hong Kong SAR as a project target location.

Methodology

The evaluation will be based on a participatory approach, involving a range of selected key stakeholders, taking into account the need for adequate gender representation and representation of persons with disabilities (PWD), to the extent possible. The evaluation will use both primary and secondary data sources for probing the progress and for generating evidence in support of the findings. Overall, it will follow the revised OECD-DAC criteria (launched in December 2019). To the extent possible, quantitative and qualitative data will be

³⁸ From prodoc: The ILO is starting a new technical cooperation project in Qatar as of February 2018. The FAIR II project will seek to complement those efforts in key countries of origin such as Nepal and the Philippines, and to a lesser extent Tunisia. All the funds allocated to FAIR II for the building of this corridor will be spent in countries of origin, but with the intention of creating fair recruitment pilots with Qatar and in close coordination with the ILO-Qatar project.

collected, validated, analysed and triangulated. The evaluation process will include the following:

A **desk review** of relevant documents related to project performance and progress, including the initial project document, revised log frame, work plans, and progress reports. The desk review will also include knowledge products (such as tools, research studies, documents etc.) developed so far under the project for their relevance, quality and usage.

Interviews with project management staff, relevant staff in the project implementing country and regional offices in China (for Hong Kong SAR), Jordan, Nepal, Philippines, and Tunisia, and ILO HQ through Skype/videoconference. Interviews will be conducted with project tripartite constituents and implementing partners. An interview with the donor focal point (SDC) will also be conducted.

No field visits will be conducted as the MTE is being conducted during the COVID-19 pandemic crisis.

The methodology is suggested for the evaluation, which can be adjusted by the Evaluator if considered necessary, in accordance with the scope and purpose of the evaluation and in consultation with the Evaluation Manager.

The evaluation should be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy; ILO Policy Guidelines for Evaluation: Principles, Rationale, Planning and Managing for Evaluations (3rd ed. August 2017)³⁹. In addition, the following guidance should be specially taken into account in conceptualizing and implementing the evaluation:

- [Integrating gender equality in monitoring and evaluation](#)
- [Adapting evaluation methods to the ILO's normative and tripartite mandate](#)

The following is the proposed methodology:

Preparation phase

The Evaluator will review the project document, work plans, project monitoring plans, progress reports, previous project reviews completed by ILO and/or donor, government documents, meeting minutes, workshop reports, ILO's programme policy frameworks, COVID-19 re-orientation document, and other relevant documents that were produced through the project or by relevant constituents and stakeholders. In addition, the Evaluator will conduct initial electronic or telephone interviews with key project informants (Project Focal Points and National Project Coordinators) and an inception meeting with the Evaluation Manager, Project team and technical backstopping unit in ILO HQ (via Skype or face-to-face).

The objective of the initial consultation is to reach a common understanding regarding the status of the project, the priority assessment questions, available data sources and data collection instruments and an outline of the mid-term evaluation report. The choice of specific countries could also be discussed, including the contingencies that may arise due to the current prevalence of COVID-19. The following topics will be covered: project background and materials, key evaluation questions and priorities, outline of the inception and final report. Based on the scope and purpose of the evaluation, document review, briefings and initial interviews, the Evaluator will prepare an inception report with the final methodology and workplan.

Data Collection Phase

The Evaluator will conduct relevant consultations with internal project stakeholders such as the Project Focal Points in HQ and in project implementing countries, project and technical

³⁹ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

backstopping staff and those in the list of key stakeholders. If the Evaluator wishes to speak with other stakeholders beyond the list, this can be discussed with the Evaluation Manager. The Evaluator will conduct interviews with project management staff, relevant staff in the country offices to obtain their views and feedback on the project. This will include one or more meetings divided per stakeholder group with Government Representatives, Social Partners and Implementing Partners. The ILO Country Offices, with support from the project team will help in organizing virtual discussions.

discussionsBased on these interviews and the document review, the Evaluator will build an initial set of conclusions and possible recommendations for next steps. Debriefing sessions will take place via conference call or phone, depending on each country context.

Report Writing Phase

Based on the inputs from discussions and interviews with key stakeholders, the Evaluator will draft the mid-term evaluation report. The draft report will be sent to the Evaluation Manager, who will share the report with key stakeholders for their inputs/comments. The Evaluation Manager will consolidate all comments including methodological comments and will then share them with the Evaluator for consideration in finalizing the report. The Evaluator will finalize the report, taking into consideration the stakeholder comments and submit one complete document, with a file size not exceeding 3 megabytes. Photos, if appropriate should be included, inserted using lower resolution to keep overall file size low. A debriefing will be held with the ILO, through conference call, following the submission of the final report.

Evaluation Criteria and Suggested questions

In line with the Project Comprehensive Monitoring and Evaluation Strategy, the main focus of the internal mid term evaluation will be to:

- 1) review to what extent the activities are implemented according to programmatic standards of quality, well integrated, prioritized effectively and as planned,
- 2) whether the activities are achieving the desired results, reaching targets, and
- 3) to review whether any changes should be made to the design and implementation strategy at this stage in the programme, in particular with consideration for the impact of COVID-19 and the reduced scope of activities around Qatar.

As defined in the ILO policy guidelines for evaluation (2017^[1]), the project will be evaluated against the official evaluation criteria such as its relevance and strategic fit, the validity of project design, project effectiveness, the efficiency of resource use, the effectiveness of management arrangement, and sustainability.

Gender dimensions will be considered as a crosscutting concern throughout the methodology, deliverables, and final report of the evaluation. As appropriate and possible, the evaluation should integrate the needs, concerns and participation of persons with disabilities in its approach, methodology and analysis.

Below is an indicative list of questions (to be finalised by the evaluator in agreement with the ILO HQ project focal points at inception stage)

Relevance and strategic fit

- 1. To what extent do the key components of the project take into account the needs of beneficiaries and stakeholders?**
- 2. Are the project targets and activities sufficiently customized as per the national contexts?**
- 3. Is the project sufficiently aligned with ILO broader priorities and objectives in this area of work*

Coherence

4. To what extent is the project aligned to national initiatives and complementing other on-going ILO and wider UN or other stakeholder (e.g. business, civil society) initiatives on Fair recruitment?

Validity of design

5. To what extent is the approach or design of the project valid and functioning so far in terms of enabling progress towards the desired changes/results?
6. Does the design and adaptive management of the project allow for sufficient flexibility as per emerging developments to adequately prioritise or adapt activities on the ground, e.g. to COVID-19?
7. Was the selection of selected countries/corridors valid and functioning for the purpose of the project?
8. To what extent is the monitoring and evaluation framework appropriate, disaggregated by sex (or other criteria as relevant) and useful in assessing the project's progress and in driving or adjusting implementation strategies?
9. What is the validity of the project management architecture, particular with staff and financial resources shared by two distinct organizational units?

Project results and effectiveness

10. To what extent are the activities implemented as planned and according to programmatic standards of quality?
11. Has the quality of the outputs produced been satisfactory? How do the stakeholders perceive them?
- 12.
13. What evidence is there that the project will achieve the intended objectives by the end of the project?
14. What are foreseeable impediments, internal and external, to the project achieving intended objectives by end date ?
15. To what extent is the project coordinating and collaborating with other ILO, UN and/or other partners' programmes/projects/initiatives to increase its effectiveness and impact?
16. Is there evidence that ILO's technical assistance and products are used by stakeholders for advancing the project outcomes?
17. Are there alternative/additional strategies that could increase the prospects of achieving the project objectives?

Efficiency of resource use

18. To what extent have material, human, and institutional resources been sufficient and adequate to meet project objectives?
19. Are there other more efficient means of delivering more and better results (outputs and outcomes) with the available inputs?
20. To what extent is the project creating synergies and leveraging resources from other departments/development cooperation projects/international organizations?

21. To what extent has the project received the necessary institutional, technical, and administrative guidance from different decision-making levels within the ILO for successful execution so far?
22. How efficient are the management and accountability structures of the project at the national and global levels?

Sustainability

23. To what extent are planned results of the project likely to be sustained and/or scaled-up and replicated by stakeholders?
24. What further concrete steps could be taken to increase the perspectives of the sustainability of the results?

Evaluator`s responsibilities and deliverables

Key responsibilities:

- The design, planning and implementation of the evaluation and the write-up of the evaluation report, using an approach agreed with ILO, and for delivering in accordance with the ILO's specifications and timeline;
- Consulting and liaising, as required, with ILO, stakeholders and partners to ensure satisfactory delivery of all deliverables; and
- Making herself/himself available, if required, to take part in online briefings and discussions on dates to be agreed, in line with the work outlined in these ToRs, details of which will be worked out by the end of the inception phase.

Key deliverables:

Deliverable 1: Inception note⁴⁰

The Evaluator will detail his/her's understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception note should also include an evaluation question matrix, proposed schedule of tasks, activities and deliverables.

Deliverable 2: Draft Evaluation Report

To be submitted to the Evaluation Manager in the format prescribed by the ILO checklist number 5⁴¹. The recommendations, lessons learned and emerging good practices should be documented using the EVAL recommended formats. The formats will be shared by the Evaluation Manager.

Deliverable 3: Presentations of Draft Report

A presentation should be prepared for the ILO on the draft report, to be used during the debriefing.

⁴⁰ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165972.pdf

⁴¹ http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165967.pdf

Deliverable 4: Final Evaluation Report and executive summary

To be submitted to the Evaluation Manager as per the proposed structure in the ILO Evaluation guidelines, checklist number 5, carefully edited and formatted⁴². The quality of the report will be determined based on quality standards defined by the ILO Evaluation Office⁴³. The report should also, as appropriate, include specific and detailed recommendations by the Evaluator based on the analysis of information obtained. All recommendations should be addressed specifically to the organization or institution responsible for implementing it. The report should also include a specific section on lessons learned and good practices⁴⁴ from that aspect of the project that the evaluation is focusing on, either that could be replicated or those that should be avoided.

A standalone summary of the evaluation in the template provided by EVAL for wider dissemination⁴⁵.

⁴² http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm

⁴³ http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm

⁴⁴ http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm
http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm

⁴⁵ http://www.ilo.org/eval/Evaluationguidance/WCMS_166361/lang--en/index.htm

Proposed workplan and timeframe

The evaluation is foreseen to be undertaken in the time period, April to June 2020, with the aim to submit the final evaluation report no later than end June 2020. The total effort is expected to be 24 work days to complete the full assignment.

Phase	Tasks	Responsible Person	Approx Timing	Working Days Proposed
	ToR finalization	Evaluation Manager	20.04.20	
	Contracting process completed	Evaluation Manager	30.04.20	
I	Preparatory phase: Desk review, initial briefing with Evaluation Manager, National Project Coordinators and HQ focal points. Propose data analysis plan and agenda for meetings	Evaluator	04.05.20 to 13.05.20	4
I	Agree on final data analysis plan and timeline – Inception note	Evaluator and Evaluation Manager	15.05.20	1
II	Data collection Phase: Meetings with key stakeholders, facilitate stakeholder meetings and interviews, debriefing with ILO Field Offices	Evaluator	18.05.20-29.05.20	10
III	Report writing phase: Draft evaluation report based on desk review and consultations from field visits	Evaluator	01.06.20-12.06.20	5
IV	Circulate and present draft evaluation report to Project stakeholders, consolidate comments of stakeholders and send to Evaluator	Evaluator and Evaluation Manager	15.06.20-19.06.20	2
IV	Finalize report and executive summary: including explanations on comments not included	Evaluator	26.06.20	2
Total				24 working days

Evaluation Management Arrangements

Roles and responsibilities

The evaluation will be led by an Evaluator/evaluation team under the general supervision of the Evaluation Manager and the project CTA. The evaluation manager will be the primary point of contact for the evaluator(s) as well as for the project team and stakeholders for all communications relating to this evaluation. The Evaluator will be responsible for the deliverables under the TOR and required to ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases.

For this mid-term evaluation, the key deliverables and their submission procedure will be as follows:

- Inception note to be reviewed and approved by the Evaluation Manager;
- A draft evaluation report to the Evaluation Manager;
- After reviewing compliance with the TORs and accuracy, the Evaluation Manager will forward a copy to the project staff and other key stakeholders for comment and factual check;
- The Evaluation Manager will consolidate the comments and send these to the Evaluation Consultant;
- The Evaluation Consultant will finalize the report, incorporating any comments deemed appropriate and providing a brief note explaining why some comments might not have been incorporated. He/she will submit the final report along with its executive summary to the Evaluation Manager;
- The Evaluation Manager will forward the report and executive summary to EVAL for quality review;

Administrative and logistical support

The Project management, together with the ILO Country Offices will provide relevant documentation and logistical support to the evaluation process, i.e. assist in organizing meetings with stakeholders.

Profile of evaluation consultant

- The Evaluator should have the following qualifications:
- Advanced university degree in social sciences or related graduate qualifications;
- A minimum of 10 years of professional experience in conducting programme or project evaluations, experience in the area of child labour/forced labour/social dialogue will be an added advantage but not required;
- Proven experience with logical framework approaches and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), information analysis and report writing;
- Fluency in written and spoken English is required, working knowledge of French is also a requirement;
- Knowledge and experience of the UN System is desirable;
- Understanding of the development context of the Project Countries is an added advantage;
- Excellent consultative, communication and interviewing skills;
- Demonstrated excellent report writing skills in English; and
- Demonstrated ability to deliver quality results within strict deadlines.

Annex 2: Documentation reviewed

Engelhardt, A./ILO 2018: Independent Midterm Evaluation. ILO Projects. 1) Improving Indigenous peoples' access to justice and development through community-based monitoring (GLO/16/24/EUR), and 2) Promoting indigenous peoples' human development and social inclusion in the context of the implementation of the 2030 Agenda for Sustainable Development (GLO/16/23/EUR).

ETF (2017), *Migrant Support Measures from an Employment and Skills Perspective (MISMES)* – Jordan, European Training Foundation, July 2017

Harvard University. John F. Kennedy School of Government, 2008: Managing Labour Migration: The case of the Filipino and Indonesian Domestic Helper Market in Hong Kong.

IFAD, 2017: Remittances, growth, and poverty reduction in Asia.

ILO, 2020: Measures taken in response to COVID-19 and their impact on migrant workers. FAIR Programme. Jordan, Nepal, the Philippines, Hong Kong, and Tunisia.

ILO, 2019: Integrated Programme on Fair Recruitment (FAIR) – Phase II. CMES,

ILO, 2018: Prodoc GLO/18/53/CHE "Integrated Programme on Fair Recruitment (FAIR) Phase II"

ILO, 2018: Fair perspective: Stories of Filipino migrant workers in the media

SEO Amsterdam Economics, 2019: Jordan: education, labour market, migration.

UN Evaluation Group Norms and Standards (2016):
<http://www.unevaluation.org/document/detail/1914>

UN Evaluation Group code of conduct (2008):
<http://www.unevaluation.org/document/detail/100>

World Bank. 2016. *World Development Indicators, 2015*. Washington, DC: World Bank.
[http:// data.worldbank.org/data-catalog/world-development-indicators](http://data.worldbank.org/data-catalog/world-development-indicators)

The Economist. 2018. "Asia's looming labour shortage," 11 February 2017, in United Nations Development Programme (UNDP). 2018. *Development approaches to migration and displacement in Asia and the Pacific: Policy brief* (Bangkok). Available at: http://unact.org/wp-content/uploads/2018/09/UNDP_Migration__Displacement_Policy_Brief.pdf [8 October 2019].

Web sources

University of Wisconsin
www.uwex.edu/ces/pdande/evaluation/evallogicmodel.html

AMEN project (Appui à la migration équitable pour le Maghreb)
https://www.ilo.org/africa/technical-cooperation/WCMS_710413/lang--fr/index.htm

THAMM project (Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa)

https://www.ilo.org/africa/technical-cooperation/WCMS_741974/lang--en/index.htm

Work in Freedom project

https://www.ilo.org/beirut/projects/WCMS_502329/lang--en/index.htm

Better Work Jordan

<https://betterwork.org/where-we-work/jordan/>

Annex 3: List of people interviewed

Full name	Role	Organisation	Email
ILO HQ			
Ms Lisa Wong	Non discrimination specialist in FUNDAMENTALS team	ILO	wong@ilo.org
Ms Gaela Roudy Fraser	CTA	ILO	roudy@ilo.org
Mr Henrik Moller	Senior Professional Officer with the Bureau for Employers' Activities	ILO	moller@ilo.org
Ms Heike Lautenschlager	Focal point for fair recruitment in MIGRANT	ILO	lautenschlager@ilo.org
Ms Clara Van Panhuys,	Technical officer, responsible for media and migration, FAIR II	ILO	vanpanhuys@ilo.org
Donor			
Mr Hanspeter Wyss	Donor	Swiss Agency for Development and Cooperation	hanspeter.wyss@eda.admin.ch
Project countries			
Jordan			
Ms Suha Labadi	National Project Coordinator	ILO	labadi@ilo.org

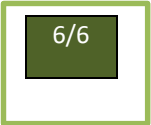


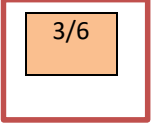
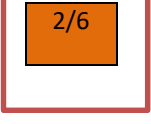
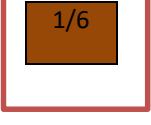
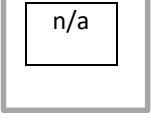
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Annex 4: Evaluation matrix

	Evaluation questions/issues	Proposed evaluation tools	Data source
1. Relevance and strategic fit: Is the Project doing the right thing?			
	1.1 To what extent do the key components of the project take into account the needs of beneficiaries and stakeholders?	Document review	Project documentation; project stakeholders.
	1.2 Are the project targets and activities sufficiently relevant/strategic as per the national contexts?	Interviews with ILO project staff	
	1.3 Is the project sufficiently aligned with ILO's broader priorities and objectives in this area of work?	On-line survey and telephone interviews (for question 1.1, 1.4)	
	1.4 To what extent is the project aligned to national initiatives and complementing other on-going ILO and wider UN or other stakeholders (e.g., business, civil society) initiatives on Fair recruitment?		
2. The validity of project design: is the theory of change holding?			
	2.1 To what extent is the approach or design of the project valid, including selected countries/corridors and functioning so far in terms of enabling progress towards the desired changes/results?	Document review	Project documentation; project stakeholders.
	2.2 Do the design and adaptive management of the project allow for sufficient flexibility as per emerging developments to adequately prioritise or adapt activities on the ground, e.g., to COVID-19?	Interviews with ILO project staff and implementation partners	
	2.3 To what extent is the monitoring and evaluation framework appropriate, disaggregated by sex (or other criteria as relevant), and useful in assessing the project's progress and in driving or adjusting implementation strategies?	Theory of change validation meeting	
	2.4 What is the effectiveness of the project management architecture, particularly with staff and financial resources shared by two distinct organizational units?		

3. Project results and effectiveness: were project results achieved, and how?			
	3.1 To what extent are the activities implemented as planned and according to programmatic standards of quality?	Document review	Project documentation; project stakeholders.
	3.2 Has the quality of the outputs produced been satisfactory for stakeholders and beneficiaries?	Interviews with ILO project staff, implementation partners and beneficiaries	
	3.3 What are foreseeable impediments, internal & external, to the project achieving intended objectives by end date?		
	3.4 To what extent is the project coordinating and collaborating with other ILO, UN, and/or other partners' programmes/projects/initiatives to increase its effectiveness and impact?		
	3.5 Is there evidence that stakeholders use ILO's technical assistance and products for advancing the project outcomes?	Online-survey, question 3.1 - 3.6	
4. Efficiency: Were resources used appropriately to achieve project			
	4.1 To what extent have material, human, and institutional resources been sufficient and adequate to meet project objectives?	Document review	Project documentation; project stakeholders.
	4.2 To what extent is the project creating synergies and leveraging resources from other departments/development cooperation projects/international organizations?	Project budget Interviews with ILO project staff	
	4.3 How efficient are the management and accountability structures of the project at the national and global levels?		
5. Progress towards sustainability: are results likely to last?			
	5.1 To what extent are planned results of the project likely to be sustained and/or scaled-up and replicated by stakeholders?	Document review Interviews with ILO staff	Project documentation; project stakeholders;
	5.2 What further concrete steps could be taken to increase the perspectives of the sustainability of the results?	Online-survey question 5.1 – 5.2 Telephone interviews with stakeholders	

Annex 5: Legend for color coding used for results assessment

Colour coding	Description
	Highly satisfactory
	Satisfactory
	Moderately satisfactory
	Moderately unsatisfactory
	Unsatisfactory
	Highly unsatisfactory
	No assessment possible