i-eval Discovery

Governance of Labour Migration in South and South-East Asia (GOALS)

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This evaluation has been conducted according to ILO, IOM, and UN Women's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the programme's Evaluation Management Group, consisting of representatives from ILO, IOM, and UN Women's regional evaluation offices.

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List of Acronyms

CPMS:	Colombo Process Member States
CSO:	Civil Society Organisation
EMG:	Evaluation Management Group
ESCAP:	The Economic and Social Commission for Asia and the Pacific
FGD:	Focus Group Discussion
GRES:	Gender Responsive Effectiveness Scale
ILO:	International Labour Organization
IOM:	International Office of Migration
ITUC:	International Trade Union Confederation
KII:	Key Informant Interview
M&E:	Monitoring and Evaluation
MEL:	Monitoring, Evaluation, and Learning
MFA:	Migrant Forum in Asia
MRA:	Migrant Recruitment Advisor
NSA:	Non-State Actor
P&B:	Programme and Budget
PRODOC:	Project Document (proposal document)
PUNO:	Participating United Nations Organisations
RQF:	Regional Qualifications Framework
SARTUC:	South Asian Regional Trade Union Council
SDC:	Swiss Agency for Development and Cooperation
SDG:	Sustainable Development Goals
STOEs:	Empowering women migrant workers in South Asia through the implementation of Standard Terms of Employment
TOR:	Terms of Reference
UN:	United Nations
UNCRPD:	United Nations Convention on the Rights of Persons with Disabilities
UNDIS:	United Nations Disability Inclusion Strategy
UNDP:	United Nations Development Programme
UN Women:	United Nations Entity for Gender Equality and the Empowerment of Women

Executive Summary

Background and Context

This document reports on the findings of an independent mid-term evaluation of the "Governance of Labour Migration in South and South-East Asia (GOALS)" programme. GOALS is a joint programme implemented by the International Organisation for Migration (IOM), the International Labour Organisation (ILO), and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). GOALS works to support the Colombo Process, a member-driven, regional dialogue platform for countries of origin in Asia to hold dialogue and enhance cooperation on the management of migration through the entire migration cycle. Currently, the Colombo Process has twelve Member States: Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam. A series of thematic working groups (TAWGs) have been established around particular themes relevant to migration for the member states within the Colombo Process. The themes are 1) fostering ethical recruitment practices, (2) pre-departure orientation and empowerment, (3) skills and qualifications recognition processes, (4) promote cheaper, faster and safer transfer of remittances, and (5) labour market analysis.

GOALS aims to work to support the TAWG process through engaging focal points of member states and enhancing the capacity of the representative organisations of migrant workers, trade unions, employers' federations, and other stakeholders to participate in the TAWGs and influence policy making.

The overall goal of the programme is:

Labour migration is safe, orderly and regular for all women and men from the Colombo Process Member States through strengthened collaboration and effective labour migration governance.

The programme has three inter-linked and inter-related outcomes:

Outcome 1: The Colombo Process Member States develop and progress actionable commitments for strengthened labour migration governance and policy coherence through multilateral dialogue.

Outcome 2: Selected members states in South Asia have improved labour migration policies and practices, in particular on skills development and qualifications recognition, fostering fair and ethical recruitment, and sustainable reintegration.

Outcome 3: The evidence base on labour migration is strengthened to inform knowledge, dialogue, policy making and action.

Purpose, Scope and Clients of the Evaluation

This was a mid-term evaluation, which was commissioned to allow implementing partners to consolidate achievements to date and identify course corrections which might be needed to ensure the programme can fully realise its outcomes. As such, the evaluation focused on two aspects of learning; programme improvement and organisational learning. The evaluation also was intended to provide an opportunity to contribute to organisational learning more broadly by identifying lessons learned and emerging good practices. The evaluation covers the implementation to date in all aspects of the results framework and countries of implementation.

The primary clients of the evaluation will be the management team of the GOALS programme, the Swiss Agency for Development and Cooperation (SDC), IOM, ILO, and UN Women evaluation units at headquarters, and the IOM, ILO, UN Women headquarters, regional and field offices. Secondary

users who will be able to use the evaluation results will include officials of CPMS, employers and workers' organisations, and civil society organisations who have partnered with the programme at the national and regional level.

Methodology

The evaluation followed adapted OECD/DAC criteria. Evaluation questions were developed within the criteria of relevance, coherence, validity of design, effectiveness, human rights and gender equality, organisational efficiency, and potential impact and sustainability. The evaluation used qualitative methods. The evaluation was framed within the principles of democratic evaluation, utilization-focused evaluation, and theory-based evaluation. The evaluation also ensured the integration of human rights and gender equality into the methodology and analysis of findings.

The methods used in the evaluation included a desk-review of relevant documentation, key informant interviews of programme stakeholders, the development of case studies, and the holding of workshops with programme stakeholders. Interview participants included government officials, employer and workers' representatives, civil society groups that represent migrants, academics, and consultants. Additionally, programme staff, country office staff, and technical back-stoppers from ILO, IOM, and UN Women were interviewed during the evaluation.

A total of 18 interviews were held with 24 external stakeholders (9 women and 15 men) and 26 interviews with internal stakeholders (12 women and 14 men). A workshop to review the theory of change and the results framework was held with programme staff. A results workshop to discuss the findings of the evaluation was held with the programme team followed by a final workshop with the programme steering committee and donor, programme staff, technical back-stoppers, and other key stakeholders.

Findings and Conclusions

Relevance

The evaluation found the programme to be relevant to the needs of Colombo Process Member States (CPMS) with the caveat that it was difficult to engage many of the member states in the evaluation. Government stakeholders who participated in interviews for the evaluation shared a belief the GOALS programme was relevant to their approach to labour migration regulation. The Colombo Process provided a forum for experience and ideas sharing which was appreciated by the individual national governments officials who participated in the programme. The themes of the programme, namely fostering fair and ethical recruitment, skills development and qualifications recognition, and sustainable reintegration, were reported by government officials to align with the major challenges of labour migration they are currently facing. However, the programme has had difficulties in arranging TAWGs and engaging governments during the pandemic, although there has been considerable progress on this between June and August 2022, which was after the collection of data for the evaluation. The inability to hold in-person meetings was cited as an impacting the relevance to government officials and the COVID-19 pandemic has led to various competing priorities. Activities between June and August 2022 have been reported to have led to considerably more engagement from government officials. Some of the CPMS have not been active at all in the TAWGs.

NSA stakeholders were generally supportive of the programme, believing it addressed several current gaps and have opportunities to build their capacities to influence policy. However, the limited number of TAWGs to date did mean some NSAs questioned the relevance of the Colombo Process and the space available for them to participate. Ensuring the TAWGs are held and allow the participation of NSAs is important for the remainder of the programme. Gender responsiveness was

built into the programme, with the mainstreaming of gender being included in most activities. One gap though of the programme is that it is not disability responsive and so does not contribute to the achievement of the rights in the UNCRPD or support targets in the UNDIS.

Coherence

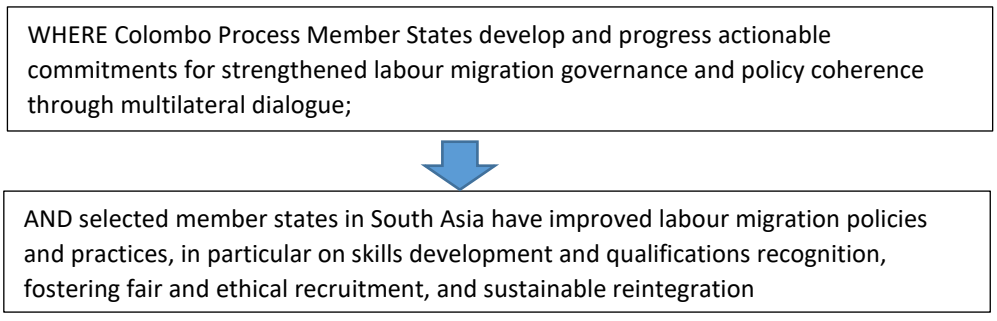
Stakeholders believe the programme utilises the comparative advantages of the different PUNOs. Each agency brings different technical competencies which compliment each other and strengthen the programme response. They also bring the partnerships and relationships the different organisations have built up through many years of working in the countries of intervention. There are though challenges in working with three agencies, specifically the lengthy process for decision making, which impact the effectiveness and efficiency of the programme. Although the inclusion of UN Women has greatly strengthened the gender responsiveness of the programme, stakeholders did raise the issue as to whether the programme was as gender responsive as possible and highlighted the importance of gender mainstreaming being the responsibility of all and not just UN Women, whilst noting that some attention is paid to gender mainstreaming by other agencies. It was also suggested awareness of the overall work of the programme at the country office level could be improved through a stronger communication structure.

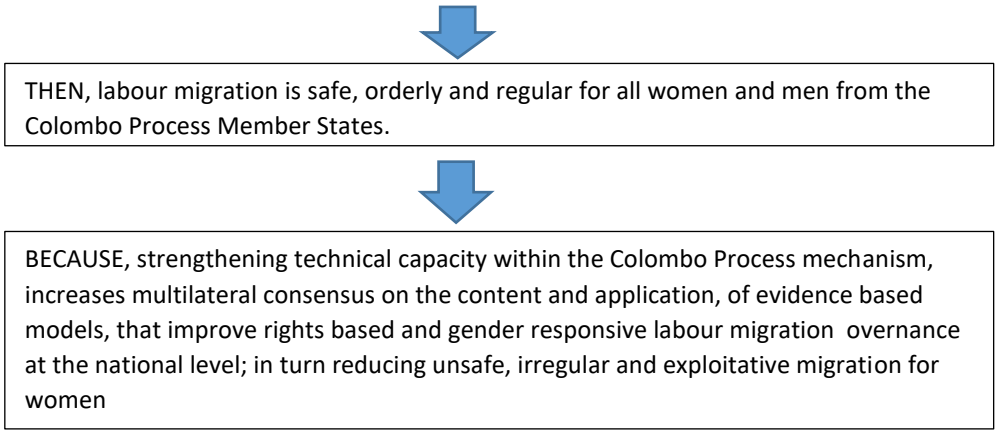
The programme aligns with key normative frameworks including the Global Compact for Safe Orderly and Regular Migration (GCM) and the Agenda 2030 Sustainable Development Goals (SDGs) as well as various ILO conventions. The focus on strengthening regional dialogue platforms supports objective 23 of the GCM. The GCM also recognises the importance of migration frameworks being gender responsive, which is a goal of this programme. This is also in line with the Committee on the Elimination of Discrimination against Women (CEDAW) General Recommendation No. 26 which provides framework for developing gender-responsive migration policies to eliminate discrimination against women migrant workers. The specific themes of GOALS including fostering fair and ethical recruitment, skills development and qualifications recognition, and sustainable reintegration are also key elements of the GCM. GOALS is also designed to support SDG 8 on decent work, SDG 5 on gender equality, and SDG 10 on reducing inequality. The programme supports the achievement of international labour standards and aligns with various ILO conventions such as C49, C143, C181, C188, C189, and C190.

The programme also has developed synergies with other UN migration programmes in the region which compliment the GOALS programme's work on these key normative frameworks including sharing resources on violence against women with the Safe and Fair programme, sharing costs on work with sub-agents in the REFRAME programme, rolling out the gender-responsive toolkit for employment contracts through the SaMi project, as well as building on previous work with ITUC on the Migrant Recruitment Advisor website.

Validity of Design

The programme included a framework for the theory of change in the PRODOC. A more detailed theory of change for each outcome was developed in the first year of the programme, which is too large to include in the executive summary.





The programme is delayed in implementing a number of activities and as such this makes it challenge to assess the theory of change too deeply, however certain observations are possible. The programme has developed theories of change for each outcome which are fairly comprehensive but need some review at the mid-stage of the programme. The linkages between the different outcomes should be given stronger attention. Outcome 1 and Outcome 2 are designed in a manner where progress on one element can proceed without progress in other parts of each outcome. However, the overall process is strengthened if progress is made on both, and identifying feedback loops and pathways of change between the two in the theory of change would help demonstrate this. Additionally, the programme should consider what the mechanisms for ensuring the work on bolstering the knowledge base in Outcome 3 can be used to influence the results of Outcomes 1 and 2. Therefore, how outputs and outcomes in each outcome feed into the other areas of the programme should be identified and documented more closely.

The programme has recently updated the risks matrix. A review of it suggests the risks are up to date and accurately reflects the risks the programme faces. However, given the need for long-term support from some of the programme's initiatives, an additional risk related to the identification of longer-term funding could be added. The delays in implementation make it difficult to assess many of the assumptions, particularly the outcome level assumptions. Those that can be tested to date are generally valid. However, the assumption in Outcome 1 that the capacities of government stakeholders will be developed from attending the TAWGs needs to be considered more closely. Similarly, the assumption that the knowledge hub will be accepted and used by regional stakeholders should be reviewed and additional strategies considered if necessary.

Effectiveness

The programme has been delayed in many of its outputs in the results framework, although implementation has accelerated in recent months. As a result, achieving many of the outcomes, and even some outputs, within the timeframe of this programme will be challenging. While some of the output targets may be achieved, the programme is likely to need a no-cost extension in order to meet others. It is unlikely that the programme will achieve the target number of policy level outcomes in Outcome 1, particularly given the difficulties to date in arranging TAWGs. Outcome 2 targets the development and implementation of frameworks and policies. The development of these may well be achieved by the end of the programme, but the implementation will take longer and is likely to need more support. Outcome 3 is the most advanced to date. The SALAM network has been

set up, which is a significant achievement of the programme, and other research activities are on-going. The outcome indicator requires the research done under this outcome to be used to influence policy makers. Both addressing how this will be done and also identifying how to monitor this effectively need greater consideration.

Despite the challenges, the programme has a number of strengths which are contributing towards the achievement of many of the outputs. These include the strong teamwork among the programme team which is even more impressive when considered the pandemic means the different agencies are yet to meet face-to-face. The implementation of weekly team meetings is one of the enablers of this. The support the programme team gives to the external stakeholders was also highlighted as a strength. Leveraging the broad technical resources of each agency outside of the programme team contributes to this. As noted previously, the design allows progress in one output to be made independently of the other outputs, and as a result, even if the programme cannot achieve all of its goals, significant results which meaningfully address some of the migration governance challenges can still be achieved.

Challenges the programme has faced include the lack of an inception period which given the complicated nature of the organisation arrangements between the three agencies and the need to develop a work plan, theory of change, and agree on reporting structures, led to long delays at the start of the programme. This was exacerbated by some agencies not being able to recruit staff for a number of months. The lack of resources at the national level is a challenge. The programme rightly responds to the need to ensure regional frameworks are implemented at a national level, with various pilots planned in individual countries. The programme has been able to leverage strong support from country offices and other programmes the three PUNOs are implementing, but the lack of funding for national level positions hampers these efforts at times. There is also a lack of awareness among stakeholders of the broad coverage of the programme. For example, government and NSA stakeholders interviewed for the evaluation were not aware of the SALAM network. Improving knowledge of stakeholders beyond their immediate activities would help strengthen the interconnections between outputs.

Human Rights and Gender Equality

The programme was designed to ensure gender mainstreaming in each output, and the inclusion of UN Women in the programme team was a response to importance of gender responsive programming. The PRODOC notes that while it will take a gender responsive approach to identifying the barriers faced by women and men migrants, it recognises that structural inequalities tend to construct more barriers which directly affect women. As such, the programme's gender mainstreaming is specifically focused on the needs of women. The evaluation reflects this is its assessment of gender mainstreaming. The programme does not directly engage with migrants themselves but through the inclusion of trade unions and CSO representatives of migrant workers, the programme is responding to the needs of women migrants and addressing some of the specific vulnerabilities they are exposed to, including gender-based violence and challenges in sustainable reintegration. The programme is though not disability inclusive and thus excludes one particularly vulnerable group and does not address the intersection of vulnerability which women with disabilities face.

The programme's initiatives are framed to align with key international human rights and labour standards frameworks, thus supporting the programme's human rights approach. The programme has a focus on participation through the inclusion and capacity building of representatives of migrant workers including CSOs and trade unions.

Organisation Efficiency

The timeliness of delivery of the programme and the bureaucracy involved in three UN agencies involvement in the programme means the efficiency of the programme has been affected. The lack of an inception period, the impact of the COVID-19 pandemic, the need to agree working modalities, and the lengthy processes for approval on programme activities have all reduced the timeliness of delivery of the programme. The programme has responded to the challenges by revising the budget to streamline contracting processes and financial management. As a result, there is currently a low expenditure rate for the budget, although this has accelerated recently as more activities are being implemented.

The programme has been effective in leveraging other resources from within the agencies and ensured synergies with other programmes. However, the lack of resources for national level staff contributes to the delays in programming and investing donor funds in this area could have increased efficiency overall.

The involvement of the three agencies provides mixed results on efficiency. The increased administration costs and the delays in implementation reduce efficiency. However, the programme does apply cost saving through the sharing of technical resources. For example, the programme has one M&E Officer between the three agencies, and the technical knowledge of one organisation can be shared with others during implementation.

Potential Impact and Sustainability

There is a strong connection between impact and sustainability in this programme. The impact of the programme depends strongly on how effectively the policies and frameworks can be developed and implemented, and this requires them to be sustainable in the long run. The programme will probably require a no-cost extension to ensure the development of many of these frameworks is completed and pilot testing can be undertaken. The programme should also try to identify longer term funding to provide support in future initiatives for the roll out and implementation of the policies and frameworks. The sustainability of the Colombo Process TAWGs is a challenge if IOM is unable to identify funding to provide secretariat support. Government stakeholders shared they believed it important for IOM's continued involvement or it would be unlikely the TAWGs will continue to meet. To ensure the work in Outcome 3 has impact on policy making and is sustainable, a plan for how the various data enhancement activities will be used for advocacy and to influence policy.

Recommendations

Recommendation	Addressed to	Priority and Timeframe	Resource Implications
1. Amend the results framework to be clear what can be achieved by the end of the programme, what needs a no-cost extension, and which results cannot be achieved in this programme. It is important to note though this should ensure the programme continues to measure potential changes at an outcome level and the challenges of the programme delays do not lead to a focus only on outputs.	Programme Team PSC SDC	High ASAP	Potential implications for use of resources and ability to utilise the whole grant
2. Develop a no-cost extension proposal.	ILO, IOM, UN	ASAP	Staff time and

	Women, and SDC	High	potential reallocation of resources
3. Review the theory of change and strengthen the linkages and pathways of change between the three outcomes. Assumptions and risks should also be reviewed during this process and updated as necessary.	Programme team	High, ASAP	Staff time
4. Engage other donors to try to identify a broader base of funding for the Colombo Process TAWGs and the initiatives being undertaken by the programme. Ensure the member states are broadly engaged in this process.	IOM, ILO, UN Women	High ASAP	Staff time will be needed to invest in engagement of donors and programme design.
5. Consider initiating regular update meetings with country offices and national staff members to broaden awareness of progress in the Colombo Process and the GOALS programme as a whole.	Programme Team	Ongoing Medium	Staff time
6. Ensure either an inception period is built into future ONEUN programmes or that the design phase includes clarity on individual agency roles and the modalities of working together.	ILO, IOM, & UN Women Other ONEILO programme designers Donors	Ongoing High	This approach will require more budget to be allocated to an inception period- a time where limited activity is taking place.
7. Ensure the work in developing templates for inter-agency cooperation are capitalised within the UN system.	ILO, IOM, & UN Women	Ongoing Medium	Staff time
8. Ensure that gender mainstreaming is addressed by all partners in the programme.	ILO & IOM	High Ongoing	Staff time
9. Discuss with Member States the conducting of an external evaluation focused on the TAWGs. This should not be done immediately but towards the end of the programme to allow time for any impact of the recent acceleration of activities to be understood and measured.	IOM, ILO, and UNWomen	Towards the end of the programme Medium	Consultant costs Staff time
10. Encourage the informal meetings of TAWG members to compliment the more formal meetings.	IOM, TAWG members	Medium Ongoing	Possible staff time to support and follow up.
11. Identify opportunities for conducting research into the vulnerabilities persons with disabilities face during migration and consider how to address these in future programming.	Programme Team, ILO, IOM, and UN Women, SALAM members	Medium, Ongoing	Staff time, potential need to fund research and programme initiatives.
12. Strengthen awareness of the SALAM	ILO, IOM, UN	Ongoing	Potential

network and its partnerships with other programme stakeholders.	Women SALAM network members, other NSAs	High	resources for visibility efforts and any research projects which are identified
13. Consider expanding the programme steering committee to include external stakeholders, such as key members of the TAWGs.	Programme Steering Committee	Ongoing Medium	Staff time

Lessons Learned

1. An inception period is particularly necessary in a complex ONEUN programme where the modes of operation and individual issues are not decided during the design phase.
2. Starting the recruitment process for key positions prior to the contract being signed can help minimise delays to the start of a programme.
3. Ensuring sufficient funding for national level positions is important to maximise the benefits of the elevator approach in a regional programme such as GOALS.
4. Ensuring individual budget lines are limited to one PUNO as much as possible can reduce delays from administrative processes.

Emerging Good Practices

1. Establishing a weekly coordination process has helped facilitate good communication between the programme team.
2. Ensuring different elements of a programme can make progress and have individual impact, even if there are delays to the overall programme, is a useful approach in a complicated multi-agency and multi-country programme.
3. Bringing together CSOs and Trade Unions has helped strengthen the links between these two types of entity who have similar missions and goals with regards to migrant workers, but who often do not interact effectively.

1. Background and Project Description

1.1 Background

a. Introduction

In March 2022, ILO commissioned a mid-term evaluation of the IOM, ILO, and UN Women's GOALS joint programme. This document serves as the final report of the evaluation. The report provides details of the background of the context the intervention was delivered under, a description of the programme, the purpose and scope of the evaluation and the methodology used during the evaluation. It then lays out details of the findings under each of the evaluation criterion, and provides conclusions, recommendations, lessons learned and emerging good practices.

b. Understanding of the Context

Labour migration is a complex global phenomenon with a myriad of interlinking issues impacting its governance at multiple levels. While migration has provided substantial benefits to regions, countries, communities, and individuals, and is an important part of global development, its complexity has led to serious challenges about the protection of human and labour rights of migrant workers, particularly those with limited agency and precarious status.

Labour migration supports economic growth in countries of destination through the provision of labour and an increase in skills and innovation. It reduces unemployment concerns in source countries and often is a source of revenue through remittances sent home by migrant workers. For many migrants, it provides the opportunity to obtain better paying jobs and develop new skills which support financial security, resilience, and independence. However, migrants are at risk of being subjected to poor working conditions, sexual and physical violence, exploitation, and discrimination. Services for migrants are often limited at every stage of the migration process from pre-departure to return and re-integration. This impacts on the opportunities women and men migrant workers have to avail themselves of their rights. As such, the need for improvements in governance of labour migration is critical to allow countries to respond better to the needs of migrant women and men.

These problems are a result of ineffective labour migration governance frameworks at a national and regional level. Resourcing for frameworks is low and they are often designed in a manner which is neither rights-based or gender responsive. Challenges prior to migrating include exploitative recruitment practices, pressure from families to migrate, lack of knowledge of the reputation of the employer or recruitment agency, and limited awareness of the country they are migrating to. When working, migrants face challenges from a mismatch of skills to jobs, exploitation, threats of and actual gender and sexual based violence, threats to their immigration status, low pay, lack of proper occupational health and safety management and equipment lack of access to legal remedies, and a lack of access to services. Migrant workers also face challenges in re-integration including a lack of recognition of the skills and qualifications they obtain abroad, acceptance back in their home life and community, and debts which they incurred during the migration process to informal lenders and recruitment agencies.

Migration in South and South East Asia is primarily conducted under temporary migration regimes, particularly for workers considered low or medium-skilled[1]. ILO has estimated that of the 169 million migrant workers in the world, 14.2% are in Asia and the Pacific and 14.3% are in the Arab States. The

[1] https://www.ilo.org/asia/areas/labour-migration/WCMS_634559/lang--en/index.htm

Arab States also host the largest proportion of workers as a percentage of their workforce at 41.4%, with the majority coming from South and South East Asia. Due to its large and high-density population, South Asia has a considerably smaller percentage, 4.2% but these countries are a destination for workers coming from other countries within South Asia.

South Asian women already experience a vast range of unequal socio-economic determinates and considerable discrimination in their home countries including a lack of agency for decision making, discriminatory gender norms in the family and the community, and a lack of access to financial inclusion. These are often predictors for unsafe migration. The intersectionality of gender and migrant discrimination heightens the risks for women, particularly those in low paid jobs. A lack of a gender-responsive migration governance system which recognises the different challenges faced as a result of a migrant's gender allows this discrimination and exploitation to flourish and reduces the options for safe and regular migration for women.

The Colombo Process was established in 2003 to provide a member state driven, non-binding platform for countries of origin in Asia to hold dialogue and enhance cooperation on the management of migration through the entire migration cycle. Currently, the Colombo Process has twelve Member States: Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam.

A series of thematic working groups (TAWGs) have been established around particular themes relevant to migration for the member states within the Colombo Process. The themes are 1) fostering ethical recruitment practices, (2) pre-departure orientation and empowerment, (3) skills and qualifications recognition processes, (4) promote cheaper, faster and safer transfer of remittances, and (5) labour market analysis. Certain cross-cutting issues are incorporated into each TAWG, namely, (1) migrant health, (2) operationalisation of the migration related elements of the Sustainable Development Goals, (3) promotion of equality for women migrant workers, and (4) consular support for migrant workers.

Globally two key frameworks recognise the importance of gender responsive migration governance, namely the Sustainable Development Goals (SDGs) and the Global Compact for Safe, Orderly, and Regular Migration (GCM). Various SDG goals include targets related to safe and orderly migration, decent work, and gender equality. The GCM is designed to be gender responsive and provides a framework for governments to ensure national level policies and management are aligned with international normative standards.

1.2 Programme Description

The GOALS programme was designed to support the Colombo Process Member States (CPMS) to respond to the challenges identified above. It is funded by SDC. It is a three-year programme running from 01 August 2020 – 31 July 2023 with a budget of US$5.16 million from the SDC. It is implemented by three UN Agencies, ILO, IOM and UN Women. IOM has been allocated 46% of the budget, ILO 37%, and UN Women 18%.

The programme builds on a previous project implemented by IOM, "Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries", which aimed to strengthen labour migration governance among the CPMS.

The overall goal of the programme is:
Labour migration is safe, orderly and regular for all women and men from the Colombo Process Member States through strengthened collaboration and effective labour migration governance.

The programme has three inter-linked and inter-related outcomes:

Outcome 1: The Colombo Process Member States develop and progress actionable commitments for strengthened labour migration governance and policy coherence through multilateral dialogue.

Outcome 2: Selected members states in South Asia have improved labour migration policies and practices, in particular on skills development and qualifications recognition, fostering fair and ethical recruitment, and sustainable reintegration.

Outcome 3: The evidence base on labour migration is strengthened to inform knowledge, dialogue, policy making and action.

Each outcome has a series of outputs and activities which contribute to the theory of change of the programme.

The key stakeholders of the programme are government officials of the CPMS who participate in the TAWGs, national statistical bureau officers, and representatives of non-state actors including CSOs which represent migrant workers, regional and national workers' organisations, regional and national employers' federations, and academic institutions working on migration governance issues. Key internal stakeholders include the programme team, technical back-stoppers for all three PUNOs, and country offices in the countries of intervention. Secondary stakeholders include other organisations working on migration governance issues in the region.

2. Evaluation Background

2.1 Purpose, Scope, and Clients of the Evaluation

Purpose and Objectives

As a mid-term evaluation, the exercise was formative in nature with a focus on lesson learning. The evaluation focused on two aspects of learning; programme improvement and organisational learning. The evaluation was commissioned to allow implementing partners to consolidate achievements to date and identify course corrections which might be needed to ensure the programme can fully realize its outcomes. The evaluation also was intended to provide an opportunity to contribute to organisational learning more broadly by identifying lessons learned and emerging good practices.

The objectives of the evaluation set out in the terms of reference (TOR) were:

- To take stock of the achievements of the current programme and to validate the results achieved in line with the set objectives.
- To assess the relevance of the GOALS Programme within the CPM, CPMS, GOALS PUNOs, SDC and other stakeholders and what need to change to suit the context that may have evolved.
- To assess the coherence of the GOALS with respect to the UN system efforts and joint approach with other key partners.
- Assess the current strategies and implementation approaches of both policy and at the implementation level and provide specific measures to be taken by the PUNOs to enhance continuation, replicability and sustainability.
- To review whether the current programme is on its path to attain its outcome and identify effective strategies, barriers, and challenges to progress towards the specific objectives.

- To review the efficiency of the management arrangement, coordination structures and processes established to implement the programme; to determine the extent to which the Programme is cost-effective and was implemented in the most efficient manner including the role of the management and coordination mechanisms in supporting and guiding the programme management team.
- To assess the impact of COVID19 pandemic and changing political context on the relevance, effectiveness, and efficiency of GOALS programme.
- To assess the extent to which the GOALS implemented a human rights and gender responsive approach in the design and implementation.
- To propose lessons learned and recommendations for the subsequent phase of GOALS.

The objectives were reviewed by the evaluation team during the inception period. An inception report was developed which set out the proposed methodology for the evaluation and included an evaluation matrix which listed the approaches to answering each evaluation question. The matrix can be found at annex 2 of this report.

Scope

The evaluation covered the period of implementation from the inception of the programme in 2020 up to the current status of the programme in May 2022 at the time of the data collection. The evaluation focused on all aspects of the programme including design, progress and achievements. It primarily focused on the major countries of implementation, namely Bangladesh, India, Nepal, Pakistan, and Sri Lanka but also included the views of stakeholders from other member countries of the Colombo Process who were willing to participate in interviews. The evaluation assessed progress in all three programme outcome areas. The evaluation also considered the cross-cutting themes of gender equality, contribution to international labour standards and social dialogue, and non-discrimination of persons with disabilities and other groups.

Evaluation Clients/Users

The primary clients of the evaluation will be the management team of the GOALS programme, SDC, IOM, ILO, and UN Women evaluation units at headquarters, and the IOM, ILO, UN Women headquarters, regional and field offices. Secondary users who will be able to use the evaluation results will include officials of CPMS, employers and workers' organisations, and civil society organisations who have partnered with the programme at the national and regional level.

Evaluation Management

An ILO Regional Evaluation Officer based at ILO Regional Office for Asia and the Pacific managed and led the evaluation process in consultation with members of the Evaluation Management Group (EMG). The EMG comprises of IOM, ILO, and UN Women Regional Evaluation Specialists. They provided oversight of the evaluation process ensuring the process and report met United Nations Evaluation Group (UNEG) quality standards, provided input on the evaluation products at each step (from ToR development, selection of consultants, methodological inputs to inception and draft report, through to using the findings). The evaluation manager developed the ToR in consultation with key stakeholders and members of the EMG. The EMG was responsible for the approval and sign-off of the final report. The evaluation team, led by a team leader, reported regularly to the ILO Evaluation Manager, who had overall day to day supervision of the evaluation team's work and shared the evaluation team's deliverables for review by the EMG and stakeholders.

2.2 Evaluation Criteria and Questions

The criteria for the evaluation were identified in the original TOR developed by the EMG. The criteria follow the OECD-DAC criteria for evaluation, with the additional criteria of validity of design and human rights and gender equality being included. Impact and sustainability were included as one criterion given the early stage of the implementation of the programme.

Evaluation Criteria	Key Evaluation Questions
Relevance	1. To what extent are the objectives of GOALS consistent with beneficiary requirements, country needs, global priorities, and partners' and donor policies, especially with regards to migrants' rights and gender equality? 2. To what extent has GOALS responded and adapted appropriately and according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including the COVID-19 pandemic?
Coherence	3. To what extent is the overall programme approach strategic and making use of the IOM, ILO and UN Women's comparative advantages to achieve the outcomes? 4. Is the programme aligned with relevant international normative frameworks?
Validity of Design	5. To what extent are the expected "interlinkages" of the outcomes (specific objectives) sufficiently defined and implemented coherently? 6. Are the risks and assumptions identified for the programme valid and up to date?
Effectiveness	7. To what extent is GOALS progressing with the planned work, and to what extent are the 3 outcomes expected to be achieved? 8. What are the potential factors of success both at the policy and operational level? What have been the challenges? Are there any initial lessons learnt and good practices from implementation to date?
Human Rights and Gender Equality	9. To what extent is the programme identifying, reaching and responding to the priorities and needs of the most excluded groups of women migrant workers including women with disabilities and other marginalised groups? 10. To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, transparent, etc.)?
Organisational Efficiency	11. How does the programme apply value-for-money in its design and implementation? 12. How economically and timely are GOALS resource/inputs (e.g. financial, human, institutional, technical, etc.) converted to results?
Potential Impact and	13. To what extent does GOALS have strategies for outcomes'

Sustainability	sustainability and orientation to impact and making direction towards achieving the sustainability of results from an institutional, policy and financial perspective? 14. In what way can the current interventions of the programme be adapted in order to: increase potential impact and sustainability?

2.3 Methodology

The evaluation used qualitative methods. The evaluation was framed within the principles of democratic evaluation, utilisation-focused evaluation, and theory-based evaluation. The evaluation also ensured the integration of human rights and gender equality into the methodology and analysis of findings. The evaluation included stakeholders who have been involved in the implementation of the programme to date and have participated in the TAWG meetings. This included government officials, employer and workers' representatives, civil society groups that represent migrants, academics, and consultants. Additionally, programme staff and technical back-stoppers from ILO, IOM, and UN Women were interviewed during the evaluation.

The evaluation team reviewed the proposed stakeholder list with the programme team during the inception period and analysed it themselves to ensure inclusion of the relevant groups. The sample proposed for the evaluation included all external stakeholders proposed by the programme team. Due to time constraints, not all of the technical back-stoppers and country managers who are involved in the programme were interviewed. The sample included those who have been most directly involved in the evaluation. Not all of the individuals proposed in the sample responded to requests for interviews, as demonstrated in the table below.

Methods

The methods used in the evaluation were:

1. Desk Review

- Secondary document and data review

During the inception period programme documentation such as the PRODOC, progress reports, minutes of TAWG meetings, presentations, and programme output documents was reviewed. The programme team shared various documents related to the programme. Additional documents such as various international framework documents were also reviewed to serve as reference points throughout the evaluation. These documents served both as a basis to introduce the evaluation team to the programme and help the design of the evaluation, and also as data sources which were used to triangulated the findings from the data collection. As such the documents were revisited regularly during the data collection period and additional documents reviewed when identified.

- Inception period briefings with key programme staff

During the inception phase the evaluation team spoke to the programme implementation team with representatives from all three PUNOs and the Evaluation Management Group (EMG). This allowed an opportunity for the programme to be introduced and the evaluation team to gain a broader understanding of the documents.

- Development of Inception Report

This inception report was developed during this phase of the evaluation to form a basis of understanding between the evaluation team, the programme team, and the EMG on the scope,

purpose, and approach of the evaluation. Evaluation questions proposed in the TOR were reviewed and refined where necessary and an evaluation matrix developed which details lines of enquiry and indicators, sources of data, and approaches for each question. Evaluation tools including interview guides were developed at this time.

2. Data collection period

The evaluation used both in-person and remote data collection approaches. During the data collection period, the following data collection techniques were employed:

- Key Informant Interviews

A series of semi-structured interviews were held with key stakeholders. The stakeholders included programme staff, technical back-stoppers and country directors from all three PUNOs, government duty bearers in the countries where programme activities are taking place, government duty bearers in other member states, social partner representatives, representatives of migrant organisations, academics, the donor, and consultants. Interviews in Dhaka and Islamabad were mainly conducted in-person with the other interviews conducted virtually over Zoom, TEAMS, or What's App. A list of interviews can be found at annex 3. The interviews were semi-structured using open ended questions to allow for follow-up of emerging points of interest during the conversation. Interview guides were adapted slightly during the data collection process to follow up on emerging themes.

The evaluation team also sought to conduct a group interview/focus group discussion with individuals who participated in the statistics training. However, only two individuals responded to a request to participate and one of these did not attend due to an emergency meeting they needed to attend. As such a KII was held with the one individual who participated.

Sampling was purposive, covering the main stakeholders who have been involved in the programme. The rationale for the sampling is that given the limited implementation of programme activities to date, the sample covered the main stakeholders who have contributed to the programme. A small amount of snowball sampling was used, based on suggestions by other interview participants and suggestions for alternatives in some cases by those who had been initially proposed for an interview.

The table below shows the initial proposed sample and the actual interviews which took place. A number of proposed interviews did not take place due to a lack of response from the suggested participants, despite considerable effort being put in by the evaluation team and staff of IOM, ILO, and UN Women, to try to arrange the interviews. There was a higher proportion of men than women in the sample which is a reflection of the bias towards men in key positions in different entities. The evaluation team considered this and gave weight to the opinions of women stakeholders during the data analysis.

Category	**Actual (Women)**	**Actual (Men)**	**Actual Total**	**Total Interviews**
External				
Government Officials: Countries of direct implementation- Pakistan, Bangladesh, Nepal, & Sri Lanka	2	4	6	3

Government Officials: Other Member States (Cambodia and Vietnam)	0	2	2	2
Officials of National Statistics Offices (Pakistan)	0	1	1	1
Workers' Representatives (Regional)	3	1	4	2
Employers' Representatives (Bangladesh and Pakistan)	0	2	2	2
Civil Society Representatives (Regional)	2	0	2	2
Academic Institutions (Bangladesh, India, Nepal, Pakistan, and Sri Lanka)	1	4	5	5
Other (Donor and Consultants)	1	1	2	2
Total External	**9**	**15**	**24**	**18**
Internal				
ILO	3	9	12	10
IOM	4	5	9	9
UN Women	5	0	5	5
Total Internal	**12**	**14**	**26**	**26**
Grand Total	**21**	**29**	**50**	**44**

- Documentation of Case Studies

Using the emerging findings from the KIIs, the evaluation team developed three case studies highlighting process to date, lessons learned, and implications for the rest of the programme. The topics were chosen during the inception period via a review of the programme documentation and in coordination with the programme team. The selected topics were:

- Participation in the TAWGs: What are the key stakeholder experiences and what lessons can be learned so far from the participation of state and non-state stakeholders in the meetings?
- SALAM: how effective is the knowledge hub likely to be in influencing the programme's out-comes and what lessons can be learned so far from the set-up of the process?
- Multi-UN agency approach: what are the strengths and weaknesses of the multi-UN agency approach, and how can the strengths be enhanced and the weaknesses mitigated?

- Theory of Change and Results Framework Workshop

During the inception period, the theory of change and the results framework were reviewed by the evaluation team and discussed with the programme team. During the initial interviews, further discussions were held with the M&E Officer for GOALS and other team members. Following the collection of most of the data, a workshop with the programme team was held to understand whether the initial findings of the evaluation suggest that changes are needed in the theory of changes or the results framework. As the implementation of the programme has been delayed and

there has been limited activities to date, the assessment of the theory was limited but where issues are identified, changes to the theory of change have been suggested. The assessment of the results framework considered if it is suitably aligned with the theory of change, if the indicators are appropriate and gender sensitive, and if given the delays to the programme, whether all of the planned work can be achieved.

- Findings and Data Analysis Workshops

Following the development of the draft report with initial findings, two results workshops were held. One of these was with the programme team.. A further workshop was held with the Programme Steering Committee, technical back-stopper staff, members of the country offices from the three PUNOs, and other stakeholders. The workshops allowed for the evaluation team to present their initial findings and for key programme stakeholders to review and analyse these and give feedback. Stakeholders were also given the opportunity to review and comment on the report. Amendments to the report were made following the workshops and after the report feedback comments had been received.

2.4 Norms, standards and ethical safeguards

The evaluation was conducted in line with ILO's Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning, and Managing for Evaluations (2020) as well as ensuring reference to the evaluation policies of IOM and UN Women. As previously noted, the evaluation covered the cross-cutting themes required for evaluations which are set out in ILO's guidelines.

The evaluation adhered to the UN Norms and Standards (2016), paying attention to the 10 norms laid out in the guidance. The evaluation was conducted independently with impartiality ensured by recruiting a team not previously involved with the programme. It was designed to focus on both utility and credibility of the findings. Inclusion of the programme stakeholders through KIIs, being presented with and given the opportunity to discuss and analyse the initial findings, and reviewing the report contributed to transparency. The use of a democratic evaluation approach supported transparency by ensuring the voices of a broad range of stakeholders, regardless of power, influenced the findings. The use of national consultants as part of the team also contributed to the General Assembly resolution A/RES/69/237 to strengthen evaluation capacities at the national level.

Informed consent was obtained from all KII participants verbally prior to the interviews commencing, with an explanation of the purpose of the evaluation and reason for the interviews. Anonymity of responses was promised to respondents and ensured during the report development.

The risks to the participants were assessed to be low. The main concern for evaluation participants was probably ensuring anonymity in their comments. The evaluation team assured all participants of this during interviews and during the drafting of the report made sure to anonymise any comments so they could not be traced back to the individual who made them. The focus of the programme to date on working with duty bearers rather than directly with migrant workers means the power in-balances were more limited than would otherwise be the case, although it is recognised power imbalances do exist between government officials and other partners, particularly civil society representations. As the data collection for the evaluation is being done through individual interviews, these concerns were considerably lessened and the attention to anonymising responses helped reinforce this.

2.5 Limitations and Potential Sources of Bias

The evaluation team made every effort to mitigate the limitations of the evaluation. The limitations and mitigation strategies included the following:

- Difficulties in arranging interviews with government stakeholders

The inception report identified ten government stakeholders to interview. However, it was only possible to interview six, and in many cases difficult to arrange interviews for these participants as well. The evaluation team was able to interview government officials in two out of four of the South Asian countries where the majority activities are being implemented. A lack of response or not being able to obtain permission from heads of departments/ministries led to the limited number of interviews. For other member states of the Colombo Process, four countries were approached for interviews, and only two interviews could be arranged. The evaluation team did not approach member states who have not been active in the Colombo Process TAWGs recently given their lack of involvement in the programme. No officials from the Government of India involved in Outcome 2 activities were suggested to the evaluation team. The evaluation team also reached out to twelve officials from national statistics offices who had participated in ILOITC training to ask them to participate in a focus group discussion, but only two responded and only one attended the discussion, although as the statistical training has currently only been for an introductory session, this did not create a major gap for the evaluation. With many of the government officials reached, there was a lack of clarity over what the GOALS programme was, although with the support of IOM and ILO this could be clarified by referral to specific activities. This limitation was mitigated as much as possible by extending the time for data collection, and speaking to other stakeholders such as employers' and workers' representatives, CSOs, and academics based in the countries of implementation who have been involved in the programme. This allowed for more interviews to be arranged. The limited response was also considered a finding in itself, in it linked to some of the challenges the programme has had in arranging TAWG meetings.

- Lack of opportunity to travel to the countries of implementation

Most of the data collection took place using virtual means. Face to face data collection did take place in some of the interviews in Pakistan and Bangladesh where two of the evaluation team members are based, but even some in these countries and all interviews with other countries were conducted remotely. This is linked to both the COVID-19 pandemic and the nature of GOALS being a regional programme. During remote interviewing, there is the potential for a loss of nuance or understanding as a result of non-verbal cues being missed. However, all the members of the evaluation team are experienced in remote data collection and were able to use their skills in remote interviewing to mitigate this problem as much as possible. The broad range of stakeholders involved in the evaluation also allowed for the triangulation of data to further help mitigate this concern.

- Limited implementation of programme activities to date

Although this is a mid-term evaluation, the delays in the start of the programme mean that there has been a limited implementation of activities to date. While many activities have begun, it was difficult for stakeholders to provide too much insight into them due to the short-time frame of implementation. This reduced the ability of evaluation team to assess the theory behind the programme and analyse how effectively the theory is working. The evaluation team was aware of this as a result of the inception period of the evaluation and designed the evaluation accordingly.

3. Findings

3.1 Relevance and Strategic Fit

- To what extent are the objectives of GOALS consistent with beneficiary requirements, country needs, global priorities, and partners' and donor policies, especially with regards to migrants' rights and gender equality?
- To what extent has GOALS responded and adapted appropriately and according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including the COVID-19 pandemic?

Stakeholder Priorities

- **Government**

Government stakeholders shared during interviews that the GOALS programme and the Colombo Process was relevant to their priorities for migration governance.

The government stakeholders who were interviewed during the evaluation indicated they believed the Colombo Process to be useful for their country through providing opportunities for understanding the viewpoints of both receiving and departure countries:

> "I do appreciate the dialogue under the Colombo Process, we get to see the viewpoint of both the departure country like us and the receiving countries." (Government Stakeholder)

> "In fact, when we are part of a platform of TAWGs, it provides an opportunity to learn from the best practices from the other countries. It helped us to learn from their experiences and ways to replicate those best practices of other countries." (Government Stakeholder)

> "Sri Lanka has shared their experiences of its Skill Passport which has been practiced since 2010. The data sources are available in the dedicated portal, they are very effective data sources." (Government Stakeholder)

The minutes of the TAWGs which have taken place also suggest a willingness of member states to engage in the TAWGs:

> '… stated that during the recent sixth meeting of TAWG on Skills and Qualification Recognition Processes, participating CPMS suggested to meet twice a year. Given the impacts of COVID-19 to migrant workers, Pakistan suggested that the TAWG should meet regularly to share experiences. Bangladesh, Nepal, and Sri Lanka agreed to the suggestion, adding that holding ad-hoc virtual meetings as frequently as necessary is helpful in revitalizing the TAWG on Remittances and other CP TAWGs.' (Fifth Meeting of the TAWG on Cheaper Faster and Safer Transfer of Remittances- June 30, 2021)

> 'The third session discussed the terms of reference for the TAWGs and the CP TSU, and the frequency and modes of the meeting of the TAWG Chairs. The decision on the frequency of the meeting TAWG Chairs is postponed to a future meeting. However, focal points could meet every three months, and more frequently in an informal setting to share updates on national level achievements.' (8th Meeting of the TAWG on Fostering Ethical Recruitment Practices- July 13, 2021)

However, one of the limitations of the evaluation was the difficulties in engaging government stakeholders to participate in interviews. As noted in the methodology, the evaluation team were

only able to speak to officials from 4 countries. This aligns with some of the challenges the programme has had in ensuring engagement of government officials in the Colombo Process. As of the end of the data collection period for the evaluation, the programme had only been able to hold three remote TAWGs. The increased volume of activity linked to the TAWGs between June and August 2022, does though suggest the programme may be beginning to overcome the challenges linked to the pandemic and the difficulties in engaging some member states. Two face-to-face TAWGs were held in Bangkok in June 2022 with a further one planned for August 2022 in Dhaka. Additionally, there have been six pre-consultation meetings on how to improve the TAWGs and a face-to-face meeting of the TAWG chairs during the meetings in Thailand. It is therefore noted for the report that the activities have accelerated in recent months, but the difficult in arranging interviews for the evaluation means it is difficult to assess how relevant the programme is to government stakeholders, or whether the programme is potentially relevant, but not a priority at the moment. Additionally, a number of member states have not engaged strongly in the TAWGs during the current programme, including India and China, who have not attended any meetings, and Thailand, who has indicated it wants to withdraw as the chair of one the TAWGs. Afghanistan has also not participated since the removal of the government in 2021. More direct evaluation of the TAWGs and their effectiveness towards the end of the programme could help further reflection on the future of the TAWG process.

The themes of the programme also matched some of the key areas of relevance identified by government stakeholders. Concern over the challenges of sustainable reintegration, recruitment, and gender-based violence, were all highlighted as challenges facing member states.

> "We have been very vocal raising this issue with evidence. We have spoken to a range of stakeholders, private recruiting agencies, and think tank organizations who are working tirelessly to produce knowledge about labour migrant governance, engaging civil society organizations, to make sure our people who like to go overseas countries for employment don't become the victims of unethical recruitment." (Government Stakeholder)

> "We joined the TAWGs last year. We learned a lot from the technical working groups- they talked about how to improve the mechanism on the management of remittances. We learned it was useful how to consider how to make the remittances faster and cheaper and how to maximise the effectiveness of the remittances in their home community." (Government Stakeholder)

> "The regional qualification programme is very important. The world has turned to the automation. The skills of the migrant labour need to be reflected and recognized as what they learn during their country of destination. All regional countries they must join the unified and same framework so that the discrimination under wage system can be addressed." (Government Stakeholder)

Although the Colombo Process is the framework which the programme is based around, the programme is also designed to allow significant achievement outside of the Colombo Process. Action at the national level can still be undertaken even if there is not progress within the Colombo Process. A number of activities are designed to allow for the piloting of activities at the national level, which will then provide a basis for regional action. Similarly, regional cooperation is not necessarily linked purely to the Colombo Process. Action at a sub-regional level or including other countries outside of the Colombo Process remains feasible. This is recognised by the programme team, and by not

focusing exclusively on moving within the framework of the TAWGs, the programme is designed to allow progress both on individual frameworks and at the national level. There is evidence from the implementation of the programme to date, of the belief among individual countries in the relevance of some of the issues the programme is addressing. For example, although at a very early stage, there has been significant interest in the Regional Qualification Framework, including from countries who are not part of the Colombo Process, such as Bhutan and the Maldives, as well as those that are not particularly engaged in the TAWGs, such as India.

At the national level, the Government of Pakistan has shown considerable interest in implementing the national skills passport, and the Government of Nepal has shown a willingness to conduct a household survey on the costs of recruitment for migrants.

The Asia-Pacific Regional Review of Implementation of the Global Compact for Safe, Orderly and Regular Migration commissioned by the Economic and Social Commission for Asia and the Pacific (ESCAP)[2] includes several inputs from CPMS and other stakeholders for these countries. A number of the concerns and priorities listed suggest relevance of many elements of the programme. In the recommendations of the review, there was a call to promote programmes of reintegration of returning migrant workers and households, increase meaningful consultation with civil society concerning migration, conduct research on labour market trends to identify needs, skills and skills development, improve regulation and monitoring of recruitment agencies, collect timely, relevant data on the protection and vulnerability of migrants, collect the stories of migrants regarding their life and lived experiences, and ensure comprehensive and uniform systems of data collection and analysis within and among countries, respecting privacy and safety concerns of migrants and their families.

These recommendations which come from inputs from governments and other stakeholders of members states, suggest the programme remains relevant to the needs of CPMS. In many cases, the recommendations link directly to the programme outputs, such as output 2.1 on skills recognition, output 2.2 on the regulation and enforcement of ethical recruitment practices, output 2.3 on reintegration frameworks, and output 3.2 on reliable and accessible data. Other outputs, such as the SALAM network, have the potential to support the recommendation on the collection of the stories of migrants, depending on how the network develops moving forward.

One of the challenges for the programme though is the relevance to Member States where activities are not directly implemented. The programme's direct implementation is mainly in Bangladesh, Nepal, Pakistan, and Sri Lanka, with output 2.3 also being implemented in India. This means 7 countries in the Colombo Process are not involved in the national level activities of Outcome 2. This can be justified to an extent from the fact there are a number of complimentary programmes in the ASEAN region which work on similar outcomes and also that the regional frameworks when rolled out, can be utilised by the South East Asian countries. However, for the South East Asian countries, the relevance of the programme hinges more clearly on seeing benefit from the TAWGs and the work in Outcome 1 than it does for the South Asian countries. While stakeholders from Vietnam and Cambodia both shared experiences of the benefits of the TAWGs, it was not possible to speak to stakeholders from other South East Asian CPMS, which raises questions of the relevance for them. Ensuring the TAWGs are reinvigorated and more active as the impacts of COVID-19 lessen will be important to ensure the programme has relevance to all member states of the Colombo Process.

[2] https://www.unescap.org/kp/2022/asia-pacific-regional-review-implementation-global-compact-safe-orderly-and-regular

- **Non-State Actors**

The main non-state actors involved in the programme are CSOs representing migrant women and men, trade unions, employers' federations, and academic institutions. These stakeholders showed a strong willingness to participate in the evaluation, suggesting a good engagement in the programme. The non-state actors were generally of the opinion that the programme's themes addressed some of the key challenges faced by migrants and others.

> "There are 5 to 6 areas where migrants face challenges. That includes lack of information, oppression from brokers, unethical recruitment, no monitoring system in migration sector, and, insignificant attitude towards women gender perspective." (NSA Stakeholder)

> "I believe that sharing ideas is very important among the Colombo Process Member States, particularly in South Asia. All are source countries and there are a lot of competition and pressure on wages. It is important to understand how policies are designed and sharing of data. The hub is designed to address this" (NSA Stakeholder)

This aligns with the recent review of the GCM in Bangladesh, India, Nepal, Pakistan, and Sri Lanka conducted by SARTUC, which identified a number of recommendations that align with the themes and activities of GOALS, including the need to establish bilateral or multilateral skills recognition frameworks, the importance of enhancing information systems for migrants, and that the Governments of South Asian countries should foster meaningful multi-stakeholder engagement in all areas of policy making[3].

One area of concern raised was over how effective regional consultative processes can be for raising the voice of migrant workers. This is in many ways linked to the limited number of TAWGs which have been held to date, giving the impression the system is fairly dormant.

> "We haven't particularly seen any process where migrant workers voice was directly put forward in the Colombo Process or the Abu Dhabi Dialogue, although we work to try to put forward their voice in the high-level processes. Because everything is virtual, there is a lot more opportunity to put through the voice of migrants, such as though the side events in the Global Forum for Migration, the regional review of the GCM, for example speaking on their experience of wage theft during the pandemic. There are government stakeholders present- there is some potential to do the same in the Colombo Process and Abu Dhabi Dialogue. If we see things picking up in the later half of the year, we hope to see this done in the same manner." (NSA Stakeholder)

Given the belief of some of the government stakeholders on the importance of involvement of representative groups, if programme is able to support the TAWGs to meet more regularly, this may open up further the space for migrant voice to be heard, and thus strengthen the relevance of the programme further.

The evaluation team were able to interview representatives of employers' federations in Bangladesh and Pakistan, where there has been the most involvement of employers, and also a representative of the South Asian Federation of Employers (SAFE). There is a stronger focus in the programme on building the capacities and empowering CSOs and trade unions to participate in the Colombo Process, but employers also have an important role to play in safe migration and this is addressed

[3] Jeevan Baniya, Prajesh Aryal and Amit Gautam (2022). Assessment of GCM Implementation in Bangladesh, India, Nepal, Pakistan, and Sri Lanka. SARTUC. https://www.sartuc.org/issue/migration/

through various initiatives in Outcome 2 of the programme. The skills passport initiative in Pakistan is strongly supported by the Employers Federation of Pakistan (EFP). At the regional and national level, a focus on fostering fair and ethical recruitment and the sustainable reintegration of workers into the workforce on their return was also highlighted as key issues:

> "Among the key needs, one is integration of the returning migrated workers in the mainstream of the labour force after their recharge for completion of their tenure abroad. So, this is one area where we are very much involved and also involved in terms of policy formulation, fair recruitment and overall migration governance." (NSA Representative)

- **Gender-Responsiveness**

The GCM recognises the need for labour migration frameworks to be gender responsive and that the human rights of women, men, girls and boys are respected at all stages of migration. To support this, 'It mainstreams a gender perspective, promotes gender equality and the empowerment of all women and girls, recognizing their independence, agency and leadership in order to move away from addressing migrant women primarily through a lens of victimhood.[4]' The programme was designed as a partnership with IOM, ILO and UN Women. As well as building on the previous programme implemented by IOM to support the Colombo Process, the programme also builds on UN Women's SDC-funded project, 'Empowering women migrant workers in South Asia through the implementation of Standard Terms of Employment (STOEs)'. The PRODOC acknowledges that both men and women face gender-based barriers but that the barriers women face are likely to more hidden and structurally embedded often due to cultural norms. As such the GOALS programme focuses more specifically on women's needs. This is reflected in the analysis of the evaluation as well:

> 'Recognizing, however, that the realities of women are often more hidden, and that the barriers that they face are often born of embedded cultural norms that structurally put women at a disadvantage, this analytical approach to identifying and responding to gender-based barriers, will focus specifically on women's needs with a view to ensuring equitable and positive migration outcomes.' (PRODOC-p20)

The programme uses regional gender-responsive tools which were designed in STOEs to support the programme stakeholders as well as localising/disseminating the regional tools in Bangladesh and Nepal. UN Women has worked on empowering migrant women since 2001 and their inclusion in the programme brings technical knowledge and experience to support the mainstreaming of gender into the programme's activities. There was a widespread, although not completely universal, recognition among stakeholders of a number of the structural and societal barriers which lead to women entering the labour migration system at a disadvantage.

> "Women migrants face multiple challenges and difficulties, for example, the age barrier and the women need to seek permission from the family and show it (the permission) as evidence. Every step they likely to be exploited, and at risk of kidnapping, harassment, violence etc." (NSA Representative)

> "There are many restrictions in place for women migrants. There were many stories and cases for the physical and sexual abuse for women in the country of destination. Therefore, some governments don't allow women to become migrants regularly. When you don't

[4] Global Compact for Safe, Orderly, and Regular Migration (ps 4 & 5)

> become migrants legally, illegal ways are adopted. The irregular migrants they don't get all the protection offered by the state." (SALAM Member)
>
> "Gender is very important- Regulation is coming in different countries. Linked to what extent countries can protect migrant rights in the country of destination. There has been increasing regulation- the share of women's migration is decreasing- this is linked to the news coming from the destination countries about lack of rights and subjugation. Migrant rights for women have not improved so the countries have increasing put more and more restrictions. Multi-lateral agreements are needed." (SALAM Member)

Having the goal built into the programme of ensuring regional and national migration frameworks are gender responsive was thus important for the relevance of the programme to migrant women and their representative organisations, as well as governments and other stakeholders. The importance of strengthening the capacities of representative organisations and trade unions was identified by stakeholders interviewed for the evaluation.

> "In FGDs, a lot of these (specific needs for women) were around informational awareness, skills development, qualifications, wages, under-payment (a real problem in the pandemic). We want to see how these can be put forward in the regional consultative processes. A key objective is to ensure that CSOs and Trade Unions are able to engage more directly with women migrant workers on the ground and support them, including issues around reintegration such as the services available on return." (NSA Representative)

- **Persons with Disabilities**

The programme is not designed to be disability inclusive. There is no specific programming built in to address the challenges of migrants with disabilities nor had an assessment of the barriers faced by persons with disabilities been undertaken. It was shared by one external stakeholder that the issue of healthcare access for migrants and how this links to disability was being considered within migrant fora but this had not been undertaken by the programme.

An opportunity to link with work conducted by ILO on disability inclusion with business potentially exists through the activeness of the national chapters of the Global Business and Disability Network (GBDN) in some of the target countries for the programme, and in particular Bangladesh. However, this has not been built into the programme.

Adaptions to the COVID-19 Pandemic and Other Context Changes

While the programme was primarily designed prior to the COVID-19 pandemic, the final agreement on the programme took place in August 2020, which was a few months into the pandemic. Additionally, the initial period of the programme when many of the activities were finalised, also took place during the transition from the first to second year of the pandemic. The PRODOC makes reference to building in responses to COVID-19 in all three outcomes of the programme, through ensuring the TAWGs provide an outlet for regional discussion on issues related to COVID-19 and migration in Outcome 1, by focusing on reintegration and challenges facing countries given the large-scale nature of return in Outcome 2, and through conducting research on the impacts of COVID-19 on migrant workers in Outcome 3. As such, the programme did already include features designed to respond to the challenges member states were facing due to COVID-19.

The programme has though been affected by the COVID-19 pandemic, and adaptions have come less from changing the themes or focus of the programme and more on operational adaptions to accommodate concerns of stakeholders and the delays to the programme the pandemic has

contributed. These are discussed more fully in the effectiveness section, but include planning hybrid TAWGs to support both in-person and virtual attendance, the resequencing of activities due to delays from the COVID-19 pandemic, and extending the research periods for assessments as a result of difficulties in accessing migrant workers.

The programme has also been affected by changing political contexts. Most significantly the situation in Afghanistan has led to the situation where the de facto government of the country which is the chair of the Colombo Process is unrecognised by the United Nations. There is no process currently for removing the chair in this situation. The chair has responsibility for calling high level meetings and leading the replacement of TAWG chairs when necessary. Afghanistan holding the chair at the moment thus has led to significant difficulties at the ministerial level of the Colombo Process. IOM has been working with other members on resolving this issue, but to date has not been able to make progress on a solution. The programme, and the Colombo Process itself, are designed in a way where progress can still be made through the TAWGs on the technical issues. TAWGs are able to meet still and the outputs in Outcome 2 can still be worked on. As such, the programme is able to continue to implement various activities and the main concern on this issue is more related to long-term sustainability if a solution to the Chair issue is not found by member states.

3.2 Coherence

- To what extent is the overall programme approach strategic and making use of the IOM, ILO and UN Women's comparative advantages to achieve the outcomes?
- Is the programme aligned with relevant international normative frameworks?

Comparative Advantages of IOM, ILO, and UN Women

There was a general belief among the stakeholders who participated in the programme that the technical input of the UN PUNOs was important for the programme. With many of the external stakeholders, this was limited to the one agency they had particular contact with. This is not necessarily surprising as different agencies are leading on certain issues and bringing existing partnerships to the programme. Internal stakeholders were also strongly of the belief that the involvement of the three agencies adds technical quality to the programme. This is tempered though to a certain extent by the bureaucratic challenges which the programme has faced and is discussed in the effectiveness and efficiency section of the report.

> "On joint coordination, they learnt a lot on understanding the different comparative advantages. It is important to keep separate and clear. When they participate in something like the Colombo Process they should come from different angles. When they work on policies for example, UN Women focus on violence against women and ILO focuses on labour migration policy being gender responsive. The winning strategy is to work in your respective areas of strength." (Internal Stakeholder)

One of the value-adds is manifested through bringing different relationships with programme partners to GOALS. The programme involves a broad range of state and non-state partners involved either as implementing or consultative partners. In many cases these partners have an existing relationship with one or two of the PUNOs but not all three. It generally takes time for trust to develop and these relationships to be built. As such, were the programme to be implemented by just one partners, they would not have the same range of connections available and these partners would either have been excluded from the programme, or more time would have been needed to build the relationships.

The programme also has identified and utilised a number of synergies with other national and regional projects being implemented by one or more of the partners. The presentation by the programme team for the Programme Steering Committee in February 2022 identifies 6 other initiatives which the programme has collaborated with or shared resources. As an example, UN

Women identified the work being undertaken on the development of the Prevention Framework was very similar in both this programme and the Safe and Fair Programme being implemented in ASEAN. As such, the two programmes worked together to ensure there was not a duplication of work. Other examples for all three agencies exist as well.

Some feedback from stakeholders questioned how comprehensive the gender mainstreaming of the programme was. It was shared that the UN Women contribution was strong but given the budget allocated to them, there was a limit to the input they could give to every activity. A reflection of the stakeholders was that gender mainstreaming should not just be siloed to UN Women, but need to be actively taken on by all programme implementers. This issue was raised by stakeholders from all three agencies.

> "Gender mainstreaming is effective to some extent- there are some activities which are for women migrants in particular- In the activities which are led by IOM and ILO, they will share the reports but there is a limitation in time for UN Women to review the work." (Internal Stakeholder)

> "It is important to keep an eye on how gender impacts different dynamics. GOALS is not a focused programme on women migrant workers so not surprising this isn't as big but I think it could be done better" (Internal Stakeholder)

There were also some suggestions from internal stakeholders than information on the programme between the regional programme level and country office level could be improved. It was shared with the evaluation team that national officers linked to the programme were not necessarily aware of initiatives taking place in other countries.

> "The ONEUN requires more comprehensive proposal for the next phase of the project. Currently it has very limited integration and coordination among the duty bearers, it needs to be increased to achieve better results." (PUNO Staff Member)

> "I think one recommendation is that there be greater coordination …. that GOALS could have some regular meetings with South Asian countries national focal points, because I feel there is some gaps in this respect. There is no intensive meeting. I should know that what is going on in Nepal, what is going on in Vietnam etc. I want to know what is going on in the Colombo Process and what our counterparts are doing. Without national, there is no regional. I feel that this gap should be minimised, and regional managers should take initiation to have a meeting or workshop between all implementing countries and have more exchange in their views about what they're doing so that we can find our common agenda and common issue." (PUNO Staff Member)

> "I think one of the things that would be important if there was better communication with the heads of the country offices, for example, as well just on more strategic policy level or whatever support or knowledge products, knowledge base things that are very important, because that's the value of regional projects more than anything else." (PUNO Staff Member)

Alignment with International Normative Frameworks

The programme's goal of strengthening migration governance is included within a number of international normative frameworks. Most recently, the SDGs and GCM have recognised the importance of decent work and rights-based and gender-responsive migration governance. The programme is aligned with various elements of key international normative framework.

- **Global Compact for Safe, Orderly, and Regular Migration**

The programme aligns with specific objectives of the GCM. Indicator 23 is 'strengthen international cooperation and global partnerships for safe, orderly and regular migration', which the overall focus

of the GOALS programme aligns with through the objective of supporting the Colombo Process, as well as through individual activities aimed at strengthening regional frameworks.

The GOALS programme also supports other indicators of the GCM through some of the activities and outputs included throughout the results framework. Objective 7 of the GCM focuses on reducing vulnerabilities, and specifically references the importance of developing gender-responsive migration policies. The inclusion of UN Women in the programme partnership and the attempts to mainstream gender into the interventions thus strongly aligns with this part of the objective. The programme also has an overarching focus on reducing vulnerabilities through various outputs, and the inclusion of capacity building for representatives of migrant workers including CSOs and trade unions strengthens this alignment with the GCM. However, the programme does not include a focus on persons with disabilities, which is another key element of this objective.

Specific parts of the migration cycle which are included in the GCM are a focus of the GOALS programme, including fair and ethical recruitment (objective 6), the recognition of skills and qualifications (objective 18), and ensuring safe and dignified return and reintegration (objective 21). The GOALS programme has specific outputs in Outcome 2 which focus on these areas. Additionally, through the intention to support the TAWGs in the Colombo Process, the programme is also designed to support indicator 20 on improved remittance processes.

Outcome 3 aligns with objective 1, 'Collect and utilize accurate and disaggregated data as a basis for evidence-based policies', both through the SALAM network and the work with national statistics offices. The GCM support the establishment of knowledge hubs, which the SALAM network can contribute to, as well as improving the comparability and compatibility of migration data collected by national offices, which the work with the ILOITC can support.

- **Sustainable Development Goals**

The programme is also aligned with the SDGs, most notably SDG 8, 'Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all', SDG 5, 'Achieve gender equality and empower all women and girls', and SDG 10, 'Reduce inequality within and among countries.' The inclusion in Outcome 2, of activities focused on developing guidance for CPMS to eliminate violence against women migrants, translating and adapting the UN Women's Toolkit for Gender-Responsive Employment and Recruitment in selected countries, and the testing of gender responsive bilateral labour agreements helps the programme align with SDG targets 5.1, 'end all forms of discrimination against all women and girls everywhere', 5.2, 'eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation', and 5c 'adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels'.

The work in output 2.2 on fostering fair and ethical recruitment and in output 2.1 on skills recognition, as well as the focus on strengthening the capacity of trade unions to represent migrant workers align with SDG target 8.8, 'protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment', and the overall focus on the improvement of migration governance and reduction of risky migration, aligns with target 8.7 'Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms'.

The programme's overall goal is designed to support SDG target 10.7, 'Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.' The programme can support the collection of information for indicator 10.7.1 on recruitment costs through output 3.2.5 which works with one

member state to conduct a survey on recruitment costs. Additionally, through supporting the TAWG process, and thus the TAWG on Cheaper Faster and Safer Transfer of Remittances, the programme also aligns with SDC target 10.C, 'By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent'.

- **ILO Conventions**

In addition to the SDGs and the GCM, there are other international normative frameworks which focus on the regulation of migration. The programme links to various ILO Conventions. ILO's Migration for Employment Convention (C.49) and the Migrant Workers Convention (C.143) focus exclusively on migrant work and thus the programme is relevant to these. Other conventions include clauses relevant to migrant workers. The focus on fostering fair and equitable recruitment aligns with the ILO Private Employment Agency Convention (C.181) and accompanying recommendation (C.188) which establish that workers, including migrants, should not be charged fees or costs. This is supported by the more recent General Principles and Operational Guidelines for Fair Recruitment and Definition of Recruitment Fees and Related Costs.

The inclusion of the development of guidance for CPMS to eliminate and address violence against women, including increasing service access pre-departure and on return; and addressing stigma during return and reintegration in output 2.3 aligns with the Violence and Harassment Convention (C.190). Additionally, although not explicitly focused on domestic work, the gender lens applied to the programme design, and the mandates of some of the CSOs who represent women workers, mean that if successful, the programme should also support the provisions of the Domestic Workers Convention (C.189), in particular Article 15 on protection against abusive practices by employment agencies.

- **Disability**

Disability has broadly been overlooked in the international normative framework on migration. However, the United Nations Convention on the Rights of Persons with Disabilities does contain provisions on the rights of persons with disabilities to work on an equal basis to those without disabilities (article 28), freedom from exploitation, violence, and abuse (article 16), and right to liberty of movement on an equal basis (article 18). Objective 8 of the GCM gives the commitment to review policies and practices to ensure they do not create, exacerbate or unintentionally increase vulnerabilities of migrants by applying a disability responsive approach. SDG 8 does include indicators on full and decent employment for all, including persons with disabilities and SDG 10 includes a target on the empowerment of persons with disabilities. The Incheon Strategy to "Make the Right Real" for Persons with Disabilities in Asia and the Pacific, also includes an indicator on ensuring data is disaggregated by both disability and migratory status. The issues addressed in the GOALS programme, do thus intersect with many rights highlighted in international normative frameworks. However, the programme as not been designed to address these at all, nor does it make a contribution to the United Nations Disability Inclusion Strategy (UNDIS).

3.3 Validity of Design

- To what extent are the expected "interlinkages" of the outcomes (specific objectives) sufficiently defined and implemented coherently?
- Are the risks and assumptions identified for the programme valid and up to date?

Interlinkages of the Outcomes

The theory of the programme is based on working on both the regional coordination and the national level, and progress at both levels creating feedback loops and momentum for change. This is described as the elevator approach by the GOALS programme. The programme has developed a theory of change for each of the outcomes:

The theory of change behind outcome 1 is that if the platforms for providing mutual discussion are available, and if policy makers have increased capacities to analyse migration trends and formulate policy, and representatives of migrants and other duty bearers (and ultimately migrant men and women themselves) have increased capacity to contribute in fora for policy making, then effective collaboration will lead to member states to develop inclusive and gender responsive policies and commitments in accordance with internationally accepted standards and practices.

Outcome 2 focuses on the idea that if regional frameworks and toolkits can be developed and accepted in principle, they can be pilot tested at the national level, and the findings and lessons learned from these capitalised regionally to improve policies on different aspects of migration governance. The outcome works on three main areas of migration governance: skills development and qualifications recognition, fair and ethical recruitment, and sustainable reintegration. The outcome includes targets of both developing regional and national frameworks which compliment each other.

Outcome 3's theory is that if mechanisms for establishing an active knowledge hub are developed and key experts engaged to strengthen knowledge sharing and learning, and there is an improvement in capacities to produce data on migration, then the improved knowledge and capacities to use this knowledge will contribute to evidence-based decisions from policy makers.

- **Links between the Outcomes**

Although the theory of the programme is described in the PRODOC, there is not an overall theory of change demonstrating the linkages between the different outcomes. The links between the different outcomes probably need greater consideration. The link between Outcome 1 and Outcome 2 is probably best represented by dotted lines. The programme is designed with the idea of the Colombo Process is strengthened in Outcome 1 to provide a regional cooperation process which supports the development of both national and regional frameworks in Outcome 2. However, much of the work on the three thematic areas in Outcome 2 can proceed independently of the Colombo Process. In fact, some elements such as the Regional Qualifications Framework include countries outside of the Colombo Process (the Maldives and Bhutan), and does not include other CPMS from South East Asia. The two outcomes of the programme should produce better results if they work in a complimentary manner. The TAWGs do provide a forum for discussion of key topics and allow the member states to drive agendas for what is important for them. Additionally, ensuring regional and national frameworks are developed in turn should strengthen the TAWGs by providing discussion points and ultimately concrete success to come from the Colombo Process. However, given the programme's focus on South Asia and the ability of the actions to stand-alone, the effective administration of the Colombo Process is not a requirement to allow progress in Outcome 2.

The theory behind strengthening the knowledge base in Outcome 3 to inform and influence policy making and dialogue appears sound. An improvement in the data available to policy makers addresses one of the gaps described during the evaluation, that of a lack of data on migration and would then allow for more data driven policy and decision making. However, more attention may be needed to understand how the knowledge and data which is being developed can impact the overall goals of the programme and how they link to Outcomes 1 and 2. All the government stakeholders and many of the NSAs who participated in KIIs during the evaluation were not aware of the SALAM network. Additionally, although some of the representatives of the academic institutions from the SALAM network gave suggestions on how policy makers could be engaged through the network, a number indicated this had currently not been considered:

> "Data sharing protocol is not clear, the exact picture of the knowledge hub is not clear." (SALAM network member)

Initial participation of SALAM network members in the TAWGs took place in 2021, and it is planned for the SALAM network members to continue to participate in TAWGs in future, and this may provide a stronger connection between the knowledge hub and the Colombo Process moving forward. This would allow for the potential of both the SALAM network members to provide information and influence policy makers, and for the members to gain clearer understandings of the policy priorities of member states and non-state actors and tailor research accordingly. How these connections will work though should be considered further and documented within the theory of change. Additionally, consideration should be given on how the non-state actors can engage with the SALAM network to strengthen their advocacy efforts.

- **Individual Elements of the Programme Logic**

The Outcome 1 theory of change is the most interconnected, through considering how increasing the capacity of government officials, non-state actors, and migrants can contribute to the improvement of regional and national policy frameworks. As noted below, the assumption that the attending of TAWGs equates to training of policy makers, and this will increase their capacity, should be considered further. The link between the representative organisations of migrant workers capacity building and their participation in the TAWGs should also be considered further. This could be considered a circular feedback loop in that the capacity building of the NSAs supports their participation in the TAWGs, but their participation in the TAWGs may also support increases in confidence and thus capacity to influence policy.

The wording of output 1.2 includes building the capacity of migrant workers and/or their representatives. The programme does not have activities built into it which will directly build the capacity of migrant workers, and thus the wording of the output could be revised to reflect this.

Some amendments to the results chain for individual elements of the theory of change could be considered. In output 2.1, the approach of the programme has changed from a linear implementation where the RQF would be implemented first, followed by referencing in selected countries. Due to the timeline, the partial-referencing will take place in parallel with the development of the RQF. The theory of change should be amended to incorporate this, and consideration given to if this will affect the results chain for this outcome.

In output 2.2, a step is missing linking the role of the sub-agent being more formalised and recognised to selected member states having improved labour policies and practices. The process of developing the policies and pilot testing them in certain countries should probably be included between these stages, potentially with any links this has to the testing of bilateral labour agreements. This output also includes the assumption that feedback from migrants leads to better recruitment practices. The steps to achieving this could be expanded upon in the theory of change including how the feedback influences policy makers and leads to change.

As with outputs 2.1 and 2.2, the theory of change for output 2.3 is very linear. Circular feedback loops from piloting and research probably need to be built into all outputs. In output 2.3, considering how the reintegration model can be developed in parallel with the research being conducted could have helped the timely implementation of this output.

Most of the indicators in output 2 are well defined although it could be considered if there is a better way to measure output 2.2.A. Asking individuals to self-report on a survey about their capacity gains can be quite unreliable for a number of reasons.

As noted above, more consideration is needed as to how Outcome 3 influences Outcomes 1 and 2. Additionally, the theory of change could consider what are the inputs for the evidence generation decisions. How are the topics the SALAM network is looking into generated and how do the needs of non-state actors, such as CSOs, and the government duty bearers inform the topics identified for consideration.

Risks and Assumptions

A series of assumptions are laid out in the results framework of the PRODOC:

Outcome/Output	Assumptions
Outcome 1	National and regional policies are implemented, monitored and evaluated for their effectiveness
Output 1.1	The results of TAWGs work are reaching responsible authorities in Colombo Process Member States, are clear and considered in policy and legislation development work The meetings of the TAWGs take place, all the stakeholders available and contribute There is consistency in Member State representation at TAWG meetings
Output 1.2	Women and men migrant workers representatives, social partners and other respective actors actively participate in the Colombo Process, their contributions are considered and reflected in the work of the Colombo Process Experts with necessary qualifications are available and recruited, the workplans are developed. There is willingness and readiness for work plans implementation at the local level
Outcome 2	Regional and national policy frameworks are successfully implemented National and regional policies are implemented, monitored and evaluated for their effectiveness National policies and regional policy frameworks in labour migration are targeted towards implementation of SDGs and GCM
Output 2.1	Developed standards and mechanisms are translated into national policies and become a basis for cooperation with the region Events planned and take place, experts and other stakeholders are available, studies are drafted and correspond to the expected standards and quality Positive acceptance by Colombo Process Member States National and regional policies and mechanisms are implemented, monitored and evaluated for their effectiveness National policies and regional policy frameworks in labour migration are targeted towards implementation of SDGs and GCM Regional and national policy frameworks are successfully implemented
Output 2.2	Policy and legislation are developed on the national and regional levels based on the respective contribution of the Colombo Process TAWGs Acquired knowledge is retained in the region, is used and translated into policy frameworks on regional level Necessary experts and stakeholders are available and take part in the activities, the work is conducted on time and corresponds to high quality requirements and expectations Acquired knowledge is supporting respective authorities' initiatives in development and implementation of interstate cooperation on labour migration
Output 2.3	National and regional policies are implemented, monitored and evaluated for their effectiveness National governments are committed to adopting, funding and implementing projects and initiatives
Outcome 3	National and regional policies are implemented, monitored and evaluated for their effectiveness National policies and regional policy frameworks in labour migration are

	targeted towards implementation of SDGs and GCM
Output 3.1	Knowledge Hub recognized and accepted by Colombo Process Member States
Output 3.2	Colombo Process Member States adopt data from the data source mapping Willingness on the part of Colombo Process member states in South Asia and social partners and civil society organisations to work together

Given the stage of implementation of many of the outputs in the programme, it is difficult to currently evaluate the assumptions. The programme has not yet got to a position where the outcome assumptions in particular, but also some output assumptions, can be assessed. The following conclusions can be reached at the moment though:

- **Outcome 1**

The first assumption on the TAWGs' work reaching the responsible authorities is difficult given the limited number of TAWGs held to date. The engagement of authorities in the national (and some regional) activities in output 2, does though suggest this assumption can hold true. The other two assumptions regarding the TAWGs taking place and their being consistent Member State attendance are challenging at the moment. It appears that more TAWGs will be held soon which should allow this assumption to be valid. A review of the attendance list of the three TAWGs held to date suggests there is fairly consistent attendance of specific individuals from Member States. However, as experienced during the evaluation, a number of countries have re-organised their responsible offices, including at the current time Pakistan and the Philippines. This can lead to a turnover of individuals attending the TAWGs. However, so long as the re-organisations do not occur too frequently, and the commitment to the Colombo Process remains, the impact of the re-organisations can be mitigated.

Both the theory of change and results framework assume in Outcome 1 that attendance of Government officials in the TAWGs increases the technical capacity of policy makers in key thematic areas. There is some evidence from the evaluation that knowledge sharing does support understanding of possible policies to respond to migrant governance challenges, which was demonstrated in the relevance section of the report. However, this evidence is limited to date, and in fact, technical capacity building may come more from the specific activities in Outcome 2. An assumption of 'Activities on policy development and discussion among member states allows the TAWGs to provide a forum where technical capacity can increase'.

Output 1.2, which focuses on increasing the capacity of non-state actors to influence policy makers through the Colombo Process, includes an assumption that various non-state actors will actively participate in the TAWGs and their contributions will be considered and reflected in the work of the Colombo Process. This also relies on an assumption that Member States are willing to encourage the participation of non-state actors in the TAWGs. As addressed elsewhere in the report, there is some evidence from the evaluation interviews and the TAWGs held to date that this assumption is valid. It would be advisable though to add the assumption, 'CPMS are willing to encourage participation of non-state actors in the TAWGs' into the results matrix.

- **Outcome 2**

It is too early to assess most of the assumptions in Outcome 2. Many of the assumptions focus on translating developed standards and mechanisms into national policy which become a basis for regional cooperation. From the interactions the programme has had to date with national level authorities, it does appear the first half of the assumption will be valid for the national level

interventions. How effective these will be to form the basis of regional cooperation will not be known until the national level pilots are completed.

The assumptions do include the 'elevator' approach of the programme, that the input of the TAWGs will influence the development of national level policies and that the development of national level policies will influence regional level cooperation. An assumption linked to Outcome 1, could be added to this outcome though, namely that work on national level policies builds the capacity of officials to enhance regional dialogue in the Colombo Process.

- **Outcome 3**

As with the other outcomes, it is not yet possible to assess the outcome assumptions for Outcome 3. However, it can be noted that the assumptions for this outcome are the same as for Outcome 2, and partially for Outcome 1, namely 'National and regional policies are implemented, monitored and evaluated for their effectiveness and National policies and regional policy frameworks in labour migration are targeted towards implementation of SDGs and GCM'. The development of specific assumptions for this outcome which focus on what assumptions are made about the enhancement of knowledge influencing policies could be considered by the programme team.

The main output assumption is that CPMS recognise and accept the knowledge hub and the data from the data source mapping. To date, it is not fully clear if this will be the case. Awareness of the knowledge hub is currently limited to those working directly on it. None of the other stakeholders interviewed for the programme, including government officials were aware of the SALAM network, which admittedly has only just been launched. At the moment, there is not yet a link between the academics and the government officials, to allow the government officials to advocate for the types of data and research they need, or for the academics to advocate for key topics to be on the governments' agendas based on findings of their research. The assumption underpinning this activity is that the improvement of research and data availability will translate into action at a policy level. Considering the pathways to achieve this should be documented further by the programme.

Risks

The PRODOC contains a risk matrix as an annex. The programme's MEL plan requires this to be reviewed and updated regularly. The last update took place in April 2022, and it is possible to review the changes that have been made. The likelihood of member states discontinuing the Colombo Process has been raised from low to medium. Given the concerns over the chair of the Colombo Process but also weighed against some of the expressions of appreciation from Member State representatives during the evaluation, this change appears reasonable. There has been a reduction in the likelihood from high to medium of COVID-19 the operational capacity of partner agencies and non-state stakeholders which also appears reasonable given the current trajectory of the pandemic. A further change is the increase in the likelihood of delays in implementation due to administrative delays resulting in sufficient time to roll out the pilots. The evaluation has found this to be a significant threat to the programme, although were a no-cost extension to be agreed upon, this risk could move back down to medium for at least some of the pilots.

There have been some additions to the risk matrix. These include the expansion of external political and economic instability beyond mainly just climate change related concerns to broader conflict and economic global events creating instability and administration turn-over in Member States. The example of the financial crisis in Sri Lanka highlights the relevance of this. Global food price increases from the Russian invasion of Ukraine may create further instability in the coming months in other nations as well, thus expanding this risk is relevant. The inability to hold TAWG meetings has also been added to the risk matrix. This probably should have been in from the start of the programme,

considering the programme began after the start of the COVID-19 pandemic. Including this now is thus relevant.

A further risk which should be considered is the risk of a lack of funding for continued support meaning initiatives are not completed and followed through, and the long-term sustainability of the Colombo Process itself is in question. Many of the initiatives of the programme will need long-term commitment from Member States and support from ILO, IOM, and UN Women to ensure they are successful. This remains the case even if the framework designs are completed during this programme, and thus should be considered in the risk matrix.

3.4 Effectiveness

- To what extent is GOALS progressing with the planned work, and to what extent are the 3 outcomes expected to be achieved?
- What are the potential factors of success both at the policy and operational level? What have been the challenges? Are there any initial lessons learnt and good practices from implementation to date?

The GOALS programme is an ambitious design with many interventions in various countries. There were significant challenges in implementation in the first year of the programme which has led to delays. While the pace of activities has picked up in recent months, there are still many areas of the results framework where activities are behind in implementation. Some of the concerns and challenges which initially arose were resolved but others still exist. This, combined with the ambitious nature of design, mean it is unlikely the programme will be able to achieve all of its objectives unless there is a no-cost extension. This is particularly true of the outcomes of the programme, and in some cases the outputs.

Outcome 1

The achievement of the outcome indicators for Outcome 1 is challenging. The indicators require twelve positive changes, amendments, or adoptions of policies, frameworks, regulations, guidelines, legislation or practices at the national or regional level as a result of the TAWG process and twelve joint positions developed by CPMS at the TAWG level on labour migration. To date, one actionable commitment from the Government of Pakistan to implement a Skills Passport has occurred. It is therefore unlikely the programme will achieve twelve positive changes and twelve joint positions by the end of the programme, particularly bearing in mind the difficulties until June 2022 of holding TAWGs.

Output 1.1's indicators include the number of TAWG meetings held and the progress that is made on the TAWG's action plans. As previously noted, the number of TAWG meetings to date was limited at the time of data collection for the evaluation due to both the COVID-19 pandemic and the lack of an active chair for the Labour Market Analysis TAWG. COVID-19 had limited meetings to online to date, and prevented any meetings of the Pre -Departure Orientation and Empowerment as the Chair felt it necessary to concentrate on domestic concerns linked to COVID-19. To adapt to this, IOM proposed a series of joint TAWGs run in a hybrid context to allow for both online and in-person attendance. An online meeting of the TAWGs chairs was also held in February 2022. This plan was further delayed by the political situation in Sri Lanka causing the postponement of planned TAWGs in May 2022, although the programme swiftly adapted to relocate these to Bangkok in June. A further in-person TAWG will be held in late August. Overall, it seems possible for the programme to support 8 TAWGs by the end of the programme, slightly down from the originally planned 10. It also appears likely the

programme can achieve the output of the TAWGs making progress on their workplans for at least 3 and probably 4 of the TAWGs.

Output 1.2 focuses on the capacity of non-state actors including trade unions and representatives of migrant workers to have the capacity to contribute and participate in the Colombo Process and the TAWGs. Although the contracts with SARTUC and MFA took some time to be finalised, there has been progress in the activities under this output and they should be completed by the end of the programme. So long as the TAWGs are held, the indicators reflecting contributions from non-state actors and increase diversity of participation should be met, as well as the TOTs being completed. It should be noted the output statement refers to employers' organisations and relevant industry partners as well as migrant representatives and trade unions having the capacity to participate. The activities under this output are more focused on CSOs and trade unions, although the MOU signed with SARTUC does include an activity to engage with the South Asian Forum of Employers. Work with the employers' organisations in other outputs such as the skills passport in output 2.2 and their participation in TAWGs may also contribute in other ways to this output. The outputs states 'Women and men migrant workers and/or their representatives, civil society, social partners (trade unions, and employers' organizations) and relevant industry partners have the capacity to contribute to and participate in the Colombo Process and the TAWGs'. While MFA's proposed work includes consultations with women migrant workers to gather information, it is designed to strengthen the capacity of CSOs and trade unions.

On the Gender Results Effectiveness Scale (GRES), the design of Outcome 1 would register as gender responsive, in that it focuses on the differential needs of men and women, and works to ensure that the representatives of migrant women and men are able to influence policy making, and that policy makers are more aware of these differences and design gender responsive policies accordingly. In terms of results to date, it is hard to analyse where the outcome would lie on the GRES because it is too early in the process. The end result will depend on how effectively the voice of migrant women is heard within the TAWGs and if this impacts policies accordingly.

Outcome 2

The outcome indicators for Outcome 2, are that a total of 7 new or revised regional, sub-regional, and/or national frameworks or practices will be developed or implemented through the GOALS programme. At this point in the programme, it would seem likely that without a no-cost extension, the work will mainly achieve the development stage but not extend to the more long-term outcome implementation.

Outcome 2 is split into three parts, focusing on skills development and qualifications recognition, fostering fair and ethical recruitment, and sustainable reintegration. The first output in Outcome 2 involves the development of a Regional Qualifications Framework (RFQ) and the pilot testing (or referencing) in 2 South Asia countries. This is a very ambitious activity to undertake in a three-year programme. The ASEAN Qualifications Framework took 10 years to finalise. ILO commissioned a feasibility study for a South Asian framework in 2021, which was funded outside of the GOALS programme. One of the recommendations of this study was to ensure policy makers consider a 5-10 implementation strategy and that long-term funding is committed to the process. The initial design of the programme envisaged the RFQ being developed followed by the pilot testing in two countries. It was acknowledged in the interim report for 2021 that due to delays in starting the work, it was not feasible to follow this approach now and a parallel partial referencing will take place in two countries. The programme team remain confident the RFQ will be developed and ready for endorsement from South Asian Member States by the end of the programme. This may be

optimistic. It does appear clear that considerable work will need to be done after this particular programme ends to ensure the RFQ is adopted and referencing is carried out at the national level. Most probably, none of the result as originally planned and formulated will be achieved by the end of the programme. This is not to say there is not support for the RFQ from member states and others. A positive element of the RFQ process to note is the inclusion of additional countries outside of the Colombo Process, namely the Maldives and Bhutan. Other government stakeholders noted the importance of developing the RFQ:

> "The regional qualification programme is very important. The world has turned to the automation. The skills of the migrant labour need to be reflected and recognized as what they learn during their country of destination. All regional countries they must join the unified and same framework so that the discrimination under wage system can be addressed." (Government Stakeholder)

Given this support it would therefore be important to ensure sufficient funding is obtained and long-term support committed to ensure the successful implementation of the RFQ.

The work on the skills passport in Pakistan forms the other part of output 2.1 and shows promising signs of development. The Government of Pakistan and the Employers Federation of Pakistan have both committed to the development of the passport and identified during the evaluation the important contribution of learning from Sri Lanka's experience which was made possible through regional dialogue:

> "We are working seriously on the skill passport. The technical vocational council from Sri Lanka provided debriefing, and previously ILO and Employers Federations from Sri Lanka shared the success of the Skill Passport system." (NSA Stakeholder)

Work on output 2.2 provides examples of the programme working effectively at the national level and linking to broader initiatives. Consultations on the role of sub-agents in recruitment have taken place in Pakistan and ITUC have launched the Bangladesh version of the Migrant Recruitment Advisor (MRA). Both link to previous work ILO has supported on recruitment. Most of the indicators in this output should be achieved, although whether the bilateral labour agreement in 2.2.B will have testing completed is unclear..

Work on output 2.3 has progressed through the regional mapping of factors of vulnerability and the initial webinars on developing a regional framework for the prevention of violence against women migrant workers. As with some of the other outputs in Outcome 2, the work of developing the reintegration model and prevention of violence against women migrant workers frameworks can be finished by the end of the programme but delays in implementation mean there will be limited time to roll these out and support countries in implementing them.

As with Outcome 1, the design of Outcome 2 is gender responsive, but the results are as yet unclear. This is particularly the case with the focus on gender responsive bilateral labour agreement and the reintegration model and the research into the factors of vulnerability to support the design of the reintegration model. Ensuring these elements are utilised in the final outputs of this outcome to produce gender responsive frameworks will be important if the results of Outcome 2 are to considered gender responsive. The results of Outcome 2 could even in the long-term contribute to addressing the root causes of discrimination and inequalities if some of the frameworks are adequately implemented. This is unlikely to be the case within the programme timeframe and would need to be considered through the longer-term monitoring of the programme's outputs.

Outcome 3

Outcome 3 is that the evidence base on labour migration is strengthened to inform knowledge, dialogues, policy making and action mainly in the South Asia – Middle East migration corridor. As identified in the validity of design section of the report, the programme needs to consider further how to effectively translate the work of the SALAM members and the other enhancements in the evidence base through this outcome, into dialogue and policy change. The outcome indicator for Outcome 3 is that fifteen research products inform the development of gender responsive policy and legislative frameworks. This indicator might be difficult to measure given challenges over attribution for policy change, although the programme has laid out an approach for in the comprehensive document on defining and measuring indicators including referring to minutes of TAWGs and ministerial declarations. However, given the expected challenges of meeting the policy and framework change indicators in Outcome 1, it is unlikely the programme will achieve the outcome target in this Outcome.

One of the most successful elements of the programme to date has been the set up of the SALAM network of academic institutions working on migration in 5 South Asian countries. This was successfully launched in November 2021 and a series of webinars have been held since. Since being launched, the programme has created links to the network with the University of California, Berkeley and the UN University in Maastricht. The programme should be able to achieve the indicators of the number of research products, online users, and research partnerships.

For output 3.2.A, a complete sex-disaggregated dataset is produced by governments on labour migration statistics, it is not yet clear if this can be completed. The programme spent a considerable amount of time working with the Sri Lanka government to progress on this indicator, but due to inability to ensure approval from all necessary line ministries, the programme reached out to Nepal instead to undertake this. While Nepal has agreed to move forward with this, there is limited time to undertake the preparation and implementation of the household survey. It may be possible to have completed the survey by the end of the programme if there are no more delays, as with other aspects of the programme, but supporting the analysis and use of the data will probably require a no-cost extension.

The TOR for the SALAM network includes an objective of producing an online repository of data and evidence with an emphasis on gender-disaggregated data and statistics, which along with other objectives, links to the goal of informing gender responsive policy making. In this design, the network can be considered to be gender responsive. As with the other outcomes, the gender responsiveness of the network in the long-run will depend on the research undertaken and its impact on policy makers. Currently none of the websites of the members list gender responsive research as a part of the mission or objectives of the network. The programme team should address this with the members. The outcome also includes a gender assessment on skills opportunities in Sri Lanka and an assessment in two CPMS of available data, indicators and targets (at national and local levels) that are gender-disaggregated and specifically related to women migrant workers, with the goal to use this evidence to generate recommendations on gender-responsive policy monitoring and evaluation. If the programme can successfully use this information and that of the SALAM network to influence policy changes that are gender responsive, then the programme will have achieved a good result on the GRES.

Factors of Success

While there have been delays in implementing the programme, there are some areas where strengths can be identified in the GOALS programme. If capitalised upon, these can help ensure the programme works towards its objectives.

- Strong teamwork among the programme team

Although a number of operational challenges have created bottlenecks in the programme, the teamwork among the programme team was identified by the majority stakeholders as being a strong and contributing to progress. This is even more impressive considering the team has not had the chance to meet in person yet due to COVID-19 related travel restrictions. One factor of this has been the structures put in place to support coordination. The PRODOC indicated there would be monthly coordination meetings between the different agencies, but in reality, these have taken place on a weekly basis outside of major holidays. The programme also reports monthly to the SDC and receives considerable input and feedback from the SDC on different challenges they have identified. Additionally, a programme steering committee of senior regional managers from each PUNO and SDC has been set up to oversee the programme and meets on a bi-annual basis.

The effect of the strong teamwork has been to mitigate some of the challenges posed by the lack of an inception period and addressing the operational bottlenecks when they arise. The attention to regularly meeting and updating the workplan has helped ensure progress is tracked and the agencies are able to support each other where relevant to ensure ongoing progress.

- Support given to programme partners

Many external stakeholders were appreciative of the technical and logistic/administrative support given to them by the programme team. The external stakeholders indicated they felt the programme team were very accessible and willing to identify technical support where needed. Some also indicated they appreciated the work done by the programme team in supporting them with the administrative and logistical procedures. This is with the caveat that one of the challenges of the programme noted by the external stakeholders is complexity of the contracting and decision-making process.

> "Some of the administration procedures are different (with this programme). There has been a period to adjust and get familiarised with. UN Women has been accommodating in ensuring we get used to this…From the get-go, we anticipated a lot of challenges, given the pandemic there was uncertainty in how the activities would be implemented, and there has been flexibility from both sides. UN Women has been accommodating in the delays which have come from our side as well." (NSA Stakeholder)

> "We have closely coordinated with ILO and are also getting the technical support from ILO in the country offices as well as the regional office in India. They have always been happy to help." (NSA Stakeholder)

> "The role of IOM is very important to coordinate every member for all the thematic area working groups. We need the coordination role of the IOM in the Colombo Process and not only as a secretariat of the Colombo Process but also as a coordinator in the GCM." (Government Stakeholder)

- The design allows progress in one area even when there are bottlenecks in others.

As previously noted, although the programme is designed to support the Colombo Process, it is structured in such a way that the operationalisation of the Colombo Process is not a requirement for

all aspects of the programme to have success. The three key themes in Outcome 2 and the enhancement of the knowledge base in Outcome 3 can progress outside of the Colombo Process if necessary. Additionally, the individual themes in Outcome 2 can progress independently of each other. As a result, progress can be made in the work on fostering fair and ethical recruitment, even if for example the RFQ is delayed. Success of one part, does not require success in other areas. Given both the complexity of the programme and the delays that have been experienced, this is a point of strength in ensuring the programme will achieve some successful outcomes during the funding period, even if all are not achieved. It also reduces the challenges the programme faces from Afghanistan being the chair. While the member states of the Colombo Process need to address this concern to ensure the continued relevance and operationalisation of the process, the TAWGs are still able to meet in the interim and there is still potential for regional and national frameworks to be developed, tested and implemented.

- Utilising the comparative advantage of the three PUNOs

As noted in the coherence section, the three PUNOs have utilised their comparative advantage in many areas including specific technical expertise and the leveraging of existing relations. Existing partnerships which have been brought to the programme include IOM's links to the key government stakeholders in the TAWGs, ILO's connections with SARTUC and its previous support to ITUC on the migration recruitment advisor, and UN Women's existing relationships with MFA and Bangladesh Nari Sramik Kendra. Examples of technical expertise being leveraged includes the input into gender responsiveness which UN Women provide in the development of products and UN Women's focus on the prevention of violence against women, ILO's expertise in decent work and labour migration, and IOM's expertise in migration governance structures.

- Developing synergies with other programmes and country offices in the region

The developing of synergies with other programmes and countries is a strength, which helps mitigate one of the challenges to an extent. The programme has formed synergies with a number of other programmes implemented by one or more of the three agencies in the region. Other programmes the GOALS programme has linked to include the REFRAME project in Pakistan on sub-agents, the Safe and Fair programme in South-East Asia where there has been sharing on resources on violence against women, the roll-out of the gender responsive toolkit by the SaMi project in Nepal, and the building on work done by previous ILO projects with ITUC on the Migrant Recruitment Advisor website. This has improved the efficiency of the programme and should strengthen sustainability in the long run. It also helps mitigate to an extent the challenge of a lack of funding for national level positions, addressed in the section below.

Challenges

The programme has faced a number of challenges. Many of these including the lack of an inception period, the cumbersome decision-making process, and the complexity of the budget, and how this impacts the timeliness of delivery are addressed in the efficiency section. Other challenges include:

- Lack of Resources at the National Level

Although the evaluation identified one of the strengths of the programme to have been the good relationships developed with the various country offices of the three PUNOs, there is a limit to how far these relationships can support the programme. One of the key findings of the evaluation of IOM's previous programme supporting the Colombo Process was that there was not sufficient investment on targeted activities at the national level which facilitate policy change. The programme

has avoided that concern through the work in Outcome 2 on various national frameworks and policies. However, the programme relies on support from country offices which in many cases is not funded through GOALS. A repeated theme of many interviews with both external and internal stakeholders was that the lack of funding for national officers reduces the effectiveness of the work at the national level. While staff working on other programmes have been willing to provide support where synergies exist, their priority remains the programme their position is funded in and not GOALS.

- Not building in sufficient time for some activities

As noted in the review of the progress on outputs, some of the activities did not have sufficient timeframes built into the programme plan. This has led to the reshuffling of the order of activities, including the running of national pilots and the development of regional frameworks parallelly rather than sequentially. Even without the delays of COVID-19 and the time spent developing the workplan and working arrangements, the programme was quite ambitious. One clear example of this is the target of developing a Regional Qualifications Framework. This took the ASEAN region ten years to achieve, so working to develop and operationalise this in a three-year programme was very ambitious. The programme has re-designed its expected goals on this particular area of intervention to reflect this. The same concern can be applied to other areas of the programme, even if in some cases to a lesser extent. The lack of time to accompany the member states and NSAs in implementing the planned frameworks threatens stability unless support can be built into a future programme or individual country level initiatives.

- Limited awareness of stakeholders of some of the programme's activities.

It was noticeable during evaluation interviews that programme stakeholders were not necessarily aware of the broad nature of GOALS and thus did not know of some the interventions being undertaken. For example, awareness of the SALAM network was very restricted among government officials and representatives of employers' federations, CSOs, and trade unions. While this is partly understandable in a complex programme and also may be linked to some activities having only recently made progress, it also has the potential to reduce opportunities for programme synergies. Various internal stakeholders referred to the limited budget for communications as being a contributing factor to this challenge. The fact that at the time of data collection, some of the activities were early in the implementation contributed to this. As the TAWGs are implemented through in-person modalities in the mid to late part of 2022 and beyond, there is potential to strengthen awareness of the different elements of the programme.

- COVID-19

The COVID-19 pandemic has been a challenge for the programme. As noted in the relevance section, the programme was finalised after the on-set of the pandemic but much of the design had taken place prior to this. The design does include reference to the challenges member states and migrants are facing as a result of the pandemic, and the inclusion of sustainable reintegration as a key theme in Outcome 2 was timely. However, the pandemic has definitely been a challenge for the programme which impacts it relevance to members states, the ability to deliver all the results in a timely manner, and as a result may reduce the impact and sustainability of the programme. Further challenges related to the pandemic are discussed in the efficiency section of the report.

3.5 Human Rights and Gender Equality

- To what extent is the programme identifying, reaching and responding to the priorities and needs of the most excluded groups of women migrant workers including women with disabilities and other marginalised groups?
- To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, transparent, etc.)?

The programme was designed to ensure gender mainstreaming is included in all outputs. The inclusion of UN Women in the implementing team was a response to the need to ensure the intervention was gender responsive. The inclusion of UN Women was an important addition to the programme given the global situation on migration. The GCM stresses the importance of ensuring migration governance is gender responsive and seeks to empower women and girls as agents of change rather than viewing them primarily through a lens of victimhood.

The programme itself has not generally directly engaged with migrant workers, instead has focused on the capacity building and empowerment of representative organisations including CSOs and trade unions. There has though been some engagement through the launch of the MRA webpage for Bangladesh and focus group discussions with groups of migrant workers. The policies and frameworks which the programme is aiming to influence and develop are also in general, broadly aimed at migrants as a whole, rather than specifically directed to particular groups of migrant workers. However, the programme does address excluded groups in certain ways. The research and mapping which the programme has undertaken includes identifying the patterns and factors of vulnerability. For example, the mapping being undertaken for output 2.3 looks at the factors of vulnerability and gendered economic reintegration support for returnees. Output 3.2 includes an assessment of skills development opportunities for women migrant workers from Sri Lanka and from Pakistan. The TOR for this study emphases the need to ensure gender norms and expectations do not automatically place women migrants into domestic work but to ensure skills development and opportunities are available to broaden their opportunities. These studies can contribute to ensuring initiatives focusing on the more vulnerable groups of women migrants are undertaken.

The TAWG for fostering fair and ethical recruitment meeting, held in July 2021, demonstrates the possibilities the programme holds for engaging representatives of a broad range of women migrants. Representatives from organisations working for anti-trafficking in women, women's rehabilitation, domestic workers, as well as broader representative organisations all participated. Working to ensure this type of representation is maintained in future TAWGs and that the organisations can meaningfully participate, will help ensure different groups of women migrants are supported through GOALS.

The programme also places a strong emphasis on ending violence against women migrant workers. This is mainstreamed into a number of activities, including the reintegration framework and through the development of guidance to prevent violence against women migrant workers at all stages of the migration cycle. The original plan in the PRODOC of developing guidance to eliminate violence against women migrant workers has been altered to focus on prevention but does not alter the mainstreaming of gender responsiveness into GOALS' activities.

As noted in previous sections, the programme does not include a focus on persons with disabilities. Research has shown women with disabilities are two to three times as likely as other women to

experience violence[5] and persons with disabilities have been disproportionally affected by the COVID-19 pandemic[6]. As these intersect with the challenges facing women migrants, this appears to be a group which would have specific needs. UN Women have undertaken initiatives on the prevention of violence against women with disabilities in the Pacific and on the COVID-19 response and women with disabilities and women migrants in the Arab States. Similarly, MFA's recently developed Migrant Women's Forum has a focus on access to healthcare, which intersects with a key barrier women with disabilities often face. There are therefore potential opportunities for GOALS to consider the inclusion of women with disabilities in future activities to ensure the programme responds to their needs.

Rights Based Approach

A rights-based approach should include the principles of inclusion, participation, and transparency. One of the key goals of the programme is that representative groups of migrants are able to participate in regional dialogue frameworks and successfully influence policy. As previously discussed, while there have been delays in implementation, there are indications of a willingness of government stakeholders to ensure the participation of civil society in the TAWGs. To fully understand how meaningful the participation can be, there is need for more TAWGs to be held. The partnership with MFA and SARTUC also supports this goal.

Transparency and participation are key elements of a rights-based approach both in design and implementation. The programme was mainly designed internally within in the UN agencies. Consultation took place indirectly through learning from the previous project and from the regular interaction the country teams of the three agencies have with the stakeholders but the design itself was done by the three agencies. However, there does though appear to have been significant input from various partners into the individual elements of the programme once GOALS had started. A number of partners who have signed MOUs or been involved in certain activities, identified that there had been strong back-and-forth between them and the relevant PUNO when designing and agreeing the scope of work. This participatory approach extends to the implementation of activities. The programme has empowered representatives of workers and migrants in SARTUC and MFA to implement capacity building activities focused on the goals of rights holders claiming their rights, as well as working with national government duty bearers to encourage both meet their obligations and recognise the importance of the inclusion of rights holders in the TAWGs and the development of migration related policies.

Overall, the programme faces a challenge due to its complexity. The Colombo Process is a member-driven forum and thus the members should be the significant determiners of what to do. However, the broad nature of the programme and the considerable other demands on the member states since 2020 that for the GOALS programme to function, it probably does need to be driven by the UN agencies rather than the member states. Ensuring that the member states are a part of the conversation remains critical though but relies on the TAWGs functioning, which has been challenging to date. At the moment, the programme steering committee consists of internal staff and the SDC. Potentially developing a reporting structure or oversight committee of the TAWG chairs might help give greater visibility to the programme as whole instead of just its individual parts.

[5] https://undocs.org/en/A/67/227
[6] https://www.un.org/sites/un2.un.org/files/2021/10/undis_sg_report_2020_english.pdf

The alignment with normative frameworks and efforts to ensure international labour standards are met, also supports the rights-based approach. The role of ILO in promoting ILO conventions and ensuring alignment with decent work principals supports this element of the programme. The links to the GCM and its connection to international rights frameworks, particularly through IOM's work strengthens this element of the programme, and UN Women's involvement supports the gender mainstreaming of the rights-based approach.

3.6 Organisational Efficiency

- How does the programme apply value-for-money in its design and implementation?
- How economically and timely are GOALS resource/inputs (e.g. financial, human, institutional, technical, etc.) converted to results?

Planned vs Actual Expenditure

The programme has a total budget of US$ 5,165,289, of which $3,006,015 had been received by December 2021, and $841,816 had been spent. This is a percentage use rate of 16%. The programme has also committed expenditure through various signed contracts as well, but the overall burn rate of the programme is still quite low.

The limited use of budget to date is linked to the delays in programming which are described in the effectiveness section of the report. This has the potential to reduce the efficient use of the budget, as even if the funds are utilised by the end of the programme, the delays can mean there is a reduced time to monitor the impact of individual activities, make adjustments where necessary, and provide technical support as needed to CPMS and non-state actors linked to the implementation.

Specific reasons for delays and underspend are:

- COVID-19

The programme has been implemented during the COVID-19 period. The design of the programme started before the beginning of the pandemic. The final agreement on the programme took place after the start of the pandemic but still during the initial stages, prior to the emergence of variants, when expectations were for a quicker return to normality than has been the case.

The pandemic has impacted on the expenditure rate of the programme in two ways. It has reduced the volume of activities to date, contributing to the delays in implementing a number of activities. It has also reduced the cost of some activities as they have had to be held virtually rather than in-person. As a result, virtually nothing has been spent to date in the budget line for hosting TAWGs, even though three of these meetings have been held.

While the virtual modalities have reduced the cost of some activities, stakeholders did raise questions as to how effective this approach was in achieving results. This was particularly the case for government stakeholders who strongly argued it was important to hold face to face meetings to fully gain the benefit from them. Issues such as the difficulties in remaining engaged in a virtual meeting and the loss of the opportunity to informally network and learn from each other during a two to three day event were cited as being concerns.

An alternative viewpoint was conveyed by some non-state actors who suggested the virtual approach makes it possible for broader participation. It allows for different groups to participate who may not otherwise do so due to a lack of budget and other travel constraints.

IOM introduced hybrid TAWGs in June2022. This allowed for in-person sessions for those who are able to travel, and the participation of other groups remotely as well. It was not possible for the evaluation to gauge the effectiveness of this approach, as due to various delays, the hybrid TAWGs were not held before the data collection was completed. The plan for hybrid, in-person and virtual TAWGs should though ensure some of this budget line is utilised in the coming months.

- Not building an inception period into the programme

This programme was developed to follow up on an intervention implemented mainly by IOM, with some collaboration with ILO. The programme also builds on SDC funded work UN Women have done. However, this is the first time a programme implemented by all three, using the model of joint inputs and responsibilities for oversight has been done. The development of the programme took place over a fairly lengthy period as a result of the decision to include the three agencies and then need for agreement by all three PUNOs on the final design. Coupled with the funding cycle of the SDC, this restricted the length of time available for this programme. As a result, an inception period was not built into the programme. There was a wide belief among both the programme team and technical back-stopper staff of all three PUNOs that there should have been an inception period. As a result, much of the initial stages of the programme were spent finalising the modalities of the partnerships between the agencies, developing the theory of change, revising the results framework, and agreeing on responsibilities for individual activities.

There were a number of factors which exacerbated the problems caused by the lack of an inception period. The structure of GOALS is unusual for ONEUN programmes. GOALS has two co-conveners in IOM and ILO, unlike many other ONEUN programmes which have just one. The templates for ONEUN programmes which were developed by UNDP are designed for just one convener, and as such were not particularly suitable for the administration of this programme. As a result, more time than might have been expected was spent agreeing this process. While this should be beneficial for future ONEUN programmes, it has impacted the speed of delivery of the GOALS programme.

The PRODOC indicates “A clear Monitoring, Evaluation, Reporting and Learning Strategy & Plan will also be developed at the commencement of the project by the Monitoring and Evaluations Officer in consultation with IOM and ILO, with inputs from UN Women. The Plan will include implementation at individual agency level as well as at a holistic programme level.

The Strategy & Plan will include details of the following:

- ✓ Final Theory of Change
- ✓ Programme level Evaluation and Learning Questions (ELQs) – setting out the high-level questions that the programme (and its ultimate evaluation) are intended to answer
- ✓ Approach to tracking the impact of COVID-19
- ✓ Provision of technical and financial reports to SDC including timing of such reports
- ✓ Periodic, internal and external progress monitoring and evaluation exercises and timing of such exercises
- ✓ Gathering of quantitative and qualitative data and information
- ✓ Production of reports and knowledge products
- ✓ Development of a Knowledge Sharing Plan”

The programme has developed these documents including work plans, a communication plan, and a MEL plan. The MEL plan in particular contains in-depth details of all the elements of the logical framework including definitions of the indicators and the approaches to data collection. However, the lack of an inception period meant these had to be developed as the programme was being implemented. This included the requirement to agree among the agencies the responsibilities for differing activities. The programme has an ambitious level of planned achievements for three years, and the need to design and agree this plan delayed the implementation of activities, making the timeframe even shorter.

- Delays in recruiting key personnel

There were programme delays also as a result of lengthy recruitment periods for some key positions for programme staff. Not all agencies were able to begin the recruitment process prior to the signing of the contract, and as such did not have key personnel in place for a number of months. In all cases, other individuals were delegated to provide cover of these positions, but these individuals had other responsibilities as well, and thus could not devote their full time to the programme. This was reported by various stakeholders to also have had an impact on the initial delivery of activities, as well as reducing the burn rate of the budget. It should be noted that some programme staff, most notably through IOM, were recruited earlier in the programme which helped mitigate the impacts of this challenge to an extent as it allowed the initiation of certain planning activities such as designing the theory of change of the programme and reviewing the results framework.

- Delays in approval of activities by all three PUNOs

An ongoing challenge to the timeliness of the programme is the lengthy process for the approval of activities by all three PUNOs. The three agencies have agreed that programme decisions will require approval of all three agencies to move forward. Each agency has a different approval process, with some being more centralised than others. Agreement on various issues thus requires initial inputs and design from the programme team, followed by review by different technical back-stoppers, and then agreement by the Programme Steering Committee. This has led to generally lengthy approval processes and subsequent delays in programme. This was a concern acknowledged both by internal and external stakeholders during the evaluation.

- Shared budget lines

The delays caused in the approval process have been exacerbated in some instances due to the budget for certain activities being held by more than one agency. This has created difficulties in administration of contracts and led to delays in the approval of activities. This has been acknowledged by the three agencies and a budget revision took place in September 2021 to try to address this concern.

- Difficulties in obtaining agreement from member states on particular initiatives

A further challenge to the timely delivery of the programme has been the difficulties in obtaining agreement of individual member states for some of the activities. An example of this is activity 3.2.5, supporting a member state to conduct research into the cost of recruitment for migrants. The programme spent a number of months working with the Government of Sri Lanka to conduct this work, with the Department of Census and Statistics being interested in conducting this work but the Ministry of Planning not providing formal approval. As a result, the programme has had to switch to working with the Government of Nepal to conduct similar work, but the delay means it is not clear if

this activity can be completed by the end of the programme, and even if it is, the opportunity to analysis and use the results may be limited within this programme.

Leveraging of Other Resources

The programme has had the support of a number of technical back-stoppers and country programmes from all three PUNOs through resources which are not included in the resources provided by SDC. Some support, but not all of it, is acknowledged in the budget as an in-kind contribution from the individual agency. However, the contributions in particular at the country office level often comes from identifying synergies with other programmes.

On the one hand, this demonstrates good ownership of the programme with the three agencies, and provides good value for money for SDC, but on the other hand, the lack of funding at the national level also contributes to delays in the timeliness of the programme. A lack of a dedicated staff member at the country level means the programme relies on the support of staff from other programmes who may have other priorities which distract from this programme.

Value for Money

Value for money is built on the principles of equity, economy, efficiency and effectiveness. Given the low burn rate of the budget to date, it is difficult to make a judgement on some of the four Es. However, certain conclusions can be reached on performance to date. As noted above, there are concerns on economy, which is the management of human resources, time, and finances. This concern is linked to the delays in the decision-making process of the programme impacting on the management of time and the use of human resources. The cumbersome approval process which requires sign-off from all three agencies cannot be currently described as enhancing economy.

Efficiency in the value for money framework includes how well the available resources were used to produce results. This includes identifying and utilising potential synergies with other interventions, utilising human resources efficiently, and building on existing system. The programme has effectively utilised synergies with other UN programmes, although as noted, investing more in national level resources could enhance this. The programme also builds on existing programming both directly linked to the Colombo Process and through other initiatives, and thus provides efficiency in this regard. The delays in implementation and the cumbersome approval mechanism identified above does though reduce the efficiency of the programme.

The efficiency of human resource costs provides mixed results. The administrative costs linked to have co-conveners and three UN agencies implementing the programme are higher than would probably be the case if there was only one agency involved. However, the sharing of programme management resources, such as the recruitment of one M&E Officer to cover the work of all three agencies provides significant savings from the programme. Additionally, having three agencies allows the pooling of technical resources which otherwise might need a consultant also provides savings.

Effectiveness is addressed through the specific criterion with the results described above. Equity considers the inclusion of different groups throughout the programme and how effectively the results are distributed across these groups. The programme has a strong emphasis on equity through the focus on empowering the representative groups of migrant women and men, including CSOs, and trade unions to have greater input into policy making. Some of the activities directly involve input and feedback from migrants, although this is limited in many activities. If the various pilots can

be implemented effectively by the end of the programme, the inclusion of migrants in the programme should improve.

3.7 Potential Impact and Sustainability

- To what extent does GOALS have strategies for outcomes' sustainability and orientation to impact and making direction towards achieving the sustainability of results from an institutional, policy and financial perspective?
- In what way can the current interventions of the programme be adapted in order to: increase potential impact and sustainability?

The long-term impact of the programme and its sustainability are fairly intertwined. The ultimate intended impact of the programme focuses on enhanced labour migration governance through improved policies and strengthen regional policy coherence. This relies on the implementation of policies and guidelines in various fields which the programme is working on which should contribute to sustainability. It would be difficult for the programme to have much impact if the policies are not sustainable, and thus effectively implemented over a lengthy period of time.

Achieving Impact

As described in the section on effectiveness, the programme may struggle to achieve many of the outcome level indicators in the current timeframe. The delays mean that while many of the policies and frameworks may be developed, the implementation of them will at best be at the very early stages. To ensure the longer-term impact and thus the sustainability of the initiatives, both a no-cost extension and planning for future support is needed. The programme may be able to achieve intermediate level outcomes, particularly in capacity building and attitudinal change. If the TAWGs can be held more frequently and the involvement of non-state actors is accepted and operationalised by the member states, then there is the potential for this to have strong impact in the future on policy making, although this is unlikely to be measurable for a number of years. Other strategies for increasing impact should be to focus on identifying what can be achieved in during this programme in the various Outcome 2 outputs and ensuring plans for completion where necessary and continued support for implementation are developed. As previously addressed, the programme should also identify more clearly how the research and knowledge activities in Outcome 3 can influence policy change in Outcomes 1 and 2. The potential for influence should become clearer as more TAWGs are held and the effects of side events during the TAWGs, such as RMMRU's advocacy event on ethical recruitment, being held just before the TAWG on fostering fair and ethical recruitment being held in Bangladesh in August 2022. Developing an advocacy plan and ensuring partnerships between CSOs and the academic institutions are strengthened would help support this.

Sustainability of the Colombo Process and TAWGs

The Colombo Process is a member state driven process. Although IOM acts as the secretariat for the Colombo Process, the ownership of it rests with the member states. One of the challenges the Colombo Process faces though is that in the absence of the IOM acting as the secretariat, it is not clear the process would continue. In the interim period between the previous programme ending and the GOALS programme starting, the TAWGs were dormant. Even since the beginning of this programme, it has been challenging to get member states to engage in the TAWG process. Representatives of member states who participated in KIIs for the evaluation all indicated that the role of IOM is of critical importance to ensure the continued activity of the TAWGs. The Colombo Process currently has a self-funding mechanism to ensure the meeting of senior level officials once a year (although this has been impacted by the COVID-19 pandemic and the chair being held by

Afghanistan). However, this mechanism does not fund the more technical discussions of the TAWGs which are needed to allow for preparation for the high-level meeting. Currently, therefore, it is not clear how the Colombo Process could be moved forward if funding for future programming is not identified.

The minutes of the meeting of TAWGs meeting on fostering fair and ethical recruitment practices in July 2021 include the recommendation to arrange informal and semi-formal meetings of Colombo Process focal points for the TAWG more frequently. It does not appear that this initiative has been implemented to date, but this approach should be encouraged in the upcoming TAWG meetings to try to build momentum for the TAWGs. This could encourage the members of the TAWGs to own the process more themselves, rather than relying on IOM as the Secretariat to push for the holding of meetings.

Sustainability of Policy Initiatives

One strength of the programme is that the programme can achieve significant policy level gains at the national and sub-regional level even if the Colombo Process were to not function at all. Although the Colombo Process provides a good mechanism to drive regional dialogue and improve cross-country learning, it is not a necessity for the policy level initiatives which GOALS is working on at a national level to be achieved. However, for policy and guidelines to be fully embedded into national and regional systems, time and support is often required. The simple development of a policy by the end of the programme without opportunity to work with national authorities and other stakeholders to implement and monitor the policy may jeopardise the long-term sustainability of the policy. Given both the short timeframe of this programme and the delays experienced to date, ensuring a no-cost extension would allow more time to work with programme partners on implementing the frameworks and policies which are being developed, and thus strengthen long-term sustainability.

As an example, the feasibility study for the regional qualifications framework commissioned by ILO in 2021 makes the following recommendations:

> ‘Recommendation 3: It is recommended that the ILO consider the long-term commitment to this initiative, as it takes time to build capacity within member states and also across the region.
>
> Recommendation 5: Implementing an RQF is not a short-term strategy and policy makers should consider a 5 to 10-year initial implementation plan. There is much work to be achieved, however it is recommended that the workplan for the 5 years should be reviewed each year to ensure that the needs of the Member States are met and can be adjusted to alter tasks and to shorten or lengthen timelines.’[7]

While some of the other frameworks and policies may take less time to develop, providing accompanying technical support and ensure the impact of the policies is monitored will help secure sustainability. The programme has connected effectively with other national and regional interventions undertaken by one or more of the three PUNOs. Strong coordination with the country and regional offices of the different agencies to map out which upcoming projects can provide support to many of the policy interventions would help ensure awareness of the current funding gaps and allow long-term strategies of support to be developed and funded.

[7] Feasibility study on the establishment of a regional qualifications framework in South Asian countries. ILO. 2021

Sustainability of Capacity Building

The sustainability of the capacity building work will be partly dependent on the retention of knowledge within the various organisations, as well as ensuring the structures to use the knowledge are in place. The partners selected for the capacity building suggests retention should be possible. The training of trainer approach should also support the diffusion of knowledge beyond the individuals trained in this programme and allow for new training if there is a turn-over of staff in these organisations. Additionally, the capacity building activities have a monitoring process to understand what gains the participants have made and review how to maximise the use of these gains:

> "We hope that it will be sustaining. The last phase of the project is monitoring to understand how the participants in the training take forward the capacities they have learned. We are developing a process to keep in check with the participants to see how they move forward as part of the capacity building programme." (NSA Stakeholder)

3.8 Case Studies

Case Study: Participation of Non-State Actors in the TAWGs

Question

What are the key stakeholder experiences and what lessons can be learned so far from the participation of state and non-state stakeholders in the meetings?

Programme Design

One of the key features of the design of the GOALS programme is the goal of improved participation of non-state actors including trade unions and representative organisations of migrants, as well as migrants themselves, to participate in regional and national processes on the regulation of migration.

> 'Key to achieving labour migration that is safe, orderly and regular, is strengthening labour migration governance frameworks, ensuring that they are evidence-based, rights-based and gender-responsive. This means ensuring these frameworks respond to the realities of women and men, identifying and proactively addressing the rights-based and gendered barriers that prevent women and men labour migrants from accessing safe, regular and orderly migration…
>
> It will do so through work to strengthen the technical capacity of the policy makers engaged with the Colombo Process and its TAWGs, supporting them to use the Colombo Process to identify and make commitments that they then translate into action at the national level. These actionable commitments will be directly informed by the reality of migration experiences, through participation of women and men migrant workers and their representatives, in addition to civil society, social partners and relevant industry partners.' (PRODOC, p16)

The results framework includes the indicators:

> '1.2.A # of Colombo Process TAWG minutes reflecting contributions by women and men migrant workers representatives, social partners and other relevant actors.

1.2.B # of TAWGs that have an increase and/or diversity in the number of non-state stakeholder in their meetings'

Lessons to Date

By the end of the data collection, there had only been three TAWG meetings; one for each of the Fostering Ethical Recruitment Practices, Cheaper Faster and Safer Transfer of Remittances, and Skills and Qualifications Recognition Processes. These were mainly introductory TAWGs as there had been a significant break since they had last met. As such the experience of participants in the TAWGs themselves which could be shared with the evaluation team was limited. During the report drafting period, there have been two face-to-face TAWGs and another is planned for late August.

There are some observations which can be drawn from other evaluation data:

Government stakeholders who participated in KIIs were asked if they welcomed participation from non-state actors in the TAWGs and other processes. The response was generally positive, suggesting the design of the programme is relevant to this need.

> "To make sure that the entire labour migration governance participatory forum includes different stakeholders, i.e. private sectors, think tanks, the migrants themselves and their families, it is quite explicitly placed in the regional consultation such as Colombo process, GCM and international forums in TAWGs." (Government Official)

> "It is useful to have the CSOs being part of the working group. For the migrant workers and Trade Unions, they should share the successful stories of workers to understand how to get success in the programme, rather than just hearing from the victims. We want to learn from both sides on this to understand the good practices as well." (Government Official)

The importance of this participation was also noted by the Chair of the Fostering Ethical Recruitment Practices TAWG in the meeting last year, who 'welcomed the inputs from non-state actors and stated that non-state actors should be an integral part of the TAWG discussions' (Interim Progress Report- 2021)

Although it was acknowledged the process provides more opportunities for CSOs to participate rather than migrant workers directly:

> "There is limited space for migrant workers and ample opportunity for CSO, NGOs to participate in the process." (Government Official)

One key reflection from government officials, noted in the statement above, is importance of balancing the role of non-state actors in the TAWGs. As the Colombo Process is member driven it is important to find a balance where the migrant worker representatives and other non-state actors have a forum to influence policy making, but the member states continue to find it a useful process where their priorities and needs are addressed. Learning good practices from others was mentioned as a key benefit for member states of the TAWGs.

Non-State Actors

As noted, to date, there has been limited room for non-state actors to participate in the TAWGs because there simply have not been that many:

> "We are trying to identify how and where we can engage. We have not heard much during the pandemic in how the Regional Consultative Processes are moving forward. We want to see if there are opportunities for CSOs to engage in the Colombo Process." (NSA

Stakeholder)

Representatives of non-state actor groups also suggested that currently the Colombo Process did not offer as much room for engagement of non-state actors as other consultative processes:

> "During the pandemic- we tried to actively engage in the Colombo Process and the Abu Dhabi Dialogue. We have a bigger space to participate in the Abu Dhabi Dialogue. Around the Colombo Process, there has been minimal spaces for non-state actors to engage. We are uncertain as to what areas they can engage in and how the TAWGs are moving." (NSA Representative)

Virtual vs In-Person

The COVID-19 pandemic led to the TAWGs up until the end of the evaluation data collection period being held remotely. The TAWGs in July 2022 were conducted using a hybrid approach of both in-person and remote. There were mixed reactions as to the differing approaches. Government stakeholders strongly believed in the need to hold in-person meetings to allow for their full participation and to maximise the benefits of engaging with officials from other countries. While non-state actors understood this, they did reflect that the virtual modalities in various international fora during the pandemic had allowed for a broader input of migrant workers who might not be able to attend otherwise.

Conclusions

The key conclusions which can be drawn to date on the increased participation of the TAWGs are:

- While there is agreement from government stakeholders on the need to hear the opinions of representative organisations, the lack of TAWGs to date mean the opportunities for the non-state actors to be involved in the process has been limited.
- Maintaining a balance between ensuring the TAWGs are member driven and meet the needs of the members states, and allow a forum for non-stakeholder participation is crucial
- Ensuring the format of the TAWGs allows for broad participation is important moving forward. It is advisable to conduct follow-up conversations with participants in the upcoming TAWGs including both government and non-state actors and in-person and remote attendees to understand their experiences and consider lessons learned for future TAWGs.

Case Study: SALAM Network

Question

How effective is the knowledge hub likely to be in influencing the programme's outcomes and what lessons can be learned so far from the set-up of the process?

SALAM Partners

International Institute for Population Sciences (IIPS) - India, Sustainable Development Policy Institute (SDPI) - Pakistan, Refugee and Migratory Movements Research Unit (RMMRU) -Bangladesh, Institute of Policy Studies (IPS) - Sri Lanka , Centre for the Study of Labour and Mobility (CESLAM) - Nepal

Potential for Influencing the Programme's Outcomes

The SALAM network has been successfully established and initial activities have taken place.

However, as yet, there has been limited interaction between policy makers, non-state actor advocates, and the members of the SALAM network. Establishing how these connections will operate will be crucial for the success of the network.

Reflections from the evaluation findings include:

- The theory of change has the assumption that the knowledge hub is accepted and utilised by policy makers, but the pathways to achieving this are not currently included. Reflections on how the network, as part of Outcome 3, can influence the work in Outcomes 1 and 2 should be considered and included when the programme does an update to the theory of change.
- CSOs can utilise the data produced by the network, but they can also be a source of data. For example, ITUC has considerable data from the Migrant Recruitment Advisor, which could be jointly analysed to understand better the experiences of migrants with recruitment agencies. The CSOs also have good access to their members which may contribute to the research being conducted. Strengthening the partnerships between the SALAM network and the CSOs can provide mutual benefits and support the influencing of the programme's outcomes.
- The TAWGs offer an opportunity for the network to access and influence policy makers. It is planned in the upcoming TAWGs that the SALAM network members will participate. Moving forward, identifying a space for the network members to participate, without reducing the participation of migrant workers and their representative organisations, will be important for the longer-term influence of the network.

Findings on the Set-Up of the Network

The establishment of the SALAM network is a key area of promise for the programme to date. The key factors of success so far have been:

- Partnerships

The SALAM network has brought together leading institutions on migration in five South Asia countries; Bangladesh, India, Nepal, Pakistan, and Sri Lanka. It has also already extended the partnerships beyond the region and developed connections with the UN University Maastricht and the University of California.

- Advisory Committee of Leading Experts

The network has an Advisory Committee of leading experts has been set up to review the work of SALAM and provide advice and feedback. This should help strengthens the legitimacy of the SALAM network and has the potential to facilitate further partnerships in future.

- Blending on foci on both regional and national level challenges in migration regulation

In keeping with the design of the programme and the importance placed on the elevator effect, the SALAM partners are working on papers based both on the national and regional level effects of migration.

- Building the pool of national researchers

Each partner has been allocated resources to support recent graduate students as interns to conduct research. Although too early to know the effect of this, it has the potential to strengthen the pool of experts in each country who are working on migration topics.

- Legitimacy the partnership with UN agencies gives the network

Although budgetary concerns were noted by some partners, it was also stressed that the legitimacy and leverage that partnering with UN agencies brings was a key resource as well. It was believed that this would provide the openings needed for the institutions to reach the key policy makers;

> "We appreciate the social capital more than the financial support. We also want all three to be present at an activity. It is not always all three attending in the lectures and would be better if all three were there" (SALAM Partner)

Some challenges have also been noted in the set-up as well:

- Process for funding each institution

Bureaucratic and political challenges linked to the transferring of money between institutions in different countries created some difficulties. The programme has addressed this through a separate contractual agreement between ILO and IIPS in Pakistan.

- Communications

Stakeholders involved in the network believed the communications process was cumbersome and not altogether clear at times. The use of what's app was criticized by some participants as they believed it made it more difficult to transfer information to a laptop or email. This probably reflects that different individuals will have different communications styles. Identifying approaches which suit should be considered as part of the sustainability plan.

- Long-term sustainability

The SALAM network members have been asked to develop a sustainability plan. As described above, a lack of future funding is not necessarily a bar to continuing the network if there is commitment from the members. What does seem necessary though would be the commitment of the three UN agencies to continue to provide support in engaging policy makers and the members of the Colombo Process. Without a clear plan for how the network will influence policy makers, the impact of the SALAM network may not fulfill its potential. The longer-term partnerships with IOM, ILO, and UNWomen are an integral part of this. The commitments which the three agencies can make, should be included in the sustainability plan.

Case Study - ONEUN

Question

What are the strengths and weaknesses of the multi-UN agency approach, and how can the strengths be enhanced and the weaknesses mitigated?

Management Structure

This is the first ONEUN programme focused on migration in the region. The programme has co-conveners, ILO and IOM, with UNWomen as a participating agent. IOM acts as the Administrative Agent, serving as the administrative interface between the SDC and the other two participating agencies.

The management set-up is designed so that each agency gives equal input into programmatic decisions. No one agency has management control over another, and all programme staff are assigned and managed by their respective agencies.

The programme team consists of one technical specialist / programme manager from each of ILO, IOM, and UNWomen, based in India, Sri Lanka, and Bangladesh. A M&E Officer contracted by IOM provides M&E support for the entire programme. Oversight of the programme comes via the PSC which consists of senior staff member in the region for each agency and a representative of SDC. The chair of the PSC rotates between the members.

Each agency has its own approval mechanisms for programme activities, the commitment of expenditure, and technical input. The approaches vary and may require input from headquarter staff in Geneva, or regional offices, as well as country offices.

The approach of having two agencies act as co-conveners is quite unusual in the ONEUN approach. More normally, one agency would act as the convener. The standard templates designed by UNDP for ONEUN programmes were not suitable as a result and needed amending.

Strengths of the ONEUN approach in the GOALS programme

- Good teamwork

The programme team has formed a cohesive unit and developed a strong working relationship. Regular team meetings, reported as usually once a week outside of vacation periods, has helped contribute to this. Senior agency management reported strong satisfaction with the cooperation between the programme team members. This is despite being unable to have yet met in person due to the pandemic.

- Use of comparative advantages

Closely linked to the strong teamwork of the programme team, is the use of the comparative advantages of the three agencies. The strong trust between the programme team allows for reliance on the technical skills of the three agencies. Each agency brings particular specialisations and knowledge which helps strengthen the programme.

- Utilisation of existing partnerships

The three agencies have built up strong partnerships with various government ministries and non-state actors. This previous building of these relationships helps mitigate some of the other challenges in the timely delivery of the programme as a good level of trust is already present. An individual agency working on its own probably could not have as broad range of existing partnerships to bring to a project.

- Broader synergies

The programme has synergies with many other migration programmes in South and South East Asia. The latest programme update to the PSC counted six different projects which GOALS has been able to work in unison with, both ones funded by SDC and those funded by other donors. This supports the efficiency of implementation by helping to leverage other resources and reduce duplication.

- Sharing of programme resources on monitoring and evaluation

The programme is able to employ one monitoring and evaluation officer through IOM who supports the whole implementation of the programme. Were the agencies to be implementing three programmes separately, this one position would either be a higher percentage of the total budget or the position would not be funded or shared with other projects.

Weaknesses of the ONEUN approaches in the GOALS programme

- Lengthy decision-making processes

The main concern of both internal and external stakeholders with the administration of the programme was the long time it took for all three agencies to take decisions on activities in the programme. Each agency has a separate approval process and as a result of having a structure which requires sign off from every agency, it has taken considerable time to move forward on various activities. Identifying ways to streamline this process was enhance the efficiency of the programme.

- Complicated budget structure

The delays to the programme linked to the decision-making process were exacerbated in the first 18 months of the programme by a complicated budget structure which allocated budget for individual activity lines to more than one agency. This in particular made contracting challenging. In December 2021, a budget realignment was completed which has reduced this concern.

- Lack of clarity in the PRODOC over roles and responsibilities

The PRODOC does not clarify the roles and responsibilities of each agency. There was a fairly lengthy negotiation period during the design of the programme and pressure to agree and start the programme. The programme did not include an inception period. As a result, various responsibilities and the systems necessary to administer the programme needed to be arranged at the start of the programme but the timeframe did not accommodate this, which has contributed to programmatic delays.

Mitigation for this Programme

Recommendations to ensure the strengths of the programme are enhanced and the challenges mitigated include:

- Speed up the approval process

This may be challenging, because each agency has its due process mechanisms for authorising work, but given the delays to date and the limited time remaining in the programme, the programme team should review if there are areas of the programme where approval on future activities can be streamlined to ensure as timely delivery as possible.

- Identify ways to enhance engagement and communication with national staff

One of the strengths of the programme is the synergies with other interventions. However, some national staff reflected during the evaluation that having a better overview of the entire programme would help identify further opportunities to support GOALS. Setting up a regular briefing call with national programme staff could help achieve this. Additionally, the programme has limited funds available for national staff and relies on being supported by other resources in country offices. This increases the importance of communication with the country offices. Working to identify funding to for country offices to support GOALS, either through budget reallocation or trying to ensure inclusion of programme goals in other projects, would also support the implementation of GOALS at a national level.

Lessons Learned for Future Programming

Some of the lessons learned from the GOALS programme may not impact the delivery of the rest of the programme but if capitalised more broadly, can help the efficient delivery of future ONEUN programmes.

- Ensure the forms and templates developed are shared broadly. The work which the programme has put into developing forms for co-conveners should be shared widely within the UN to prevent duplication and delay in future programmes.
- Either have one programme lead or ensure responsibility for particular activities lies with one agency. Whether the programme should have more than one convener and a decision-making structure which is shared among all partners, is something which each individual programme will need to agree on. However, if this approach is used, the agencies should agree a process for ensuring the ongoing approval process is as simplified as possible while maintaining technical integrity. This may lead to a reduction in control over individual activities but if a strong communication structure is set-up and each agency has an area under their responsibility, this should not be feasible.
- Ensure activity budget lines are broadly separated and under the individual control of one agency. Similar to the suggestion above, streamlining the administration of particular budget lines will help support the timely implementation of the programme.
- Ensure either responsibilities and work plans are agreed during the design phase, or that the programme has an inception period. An inception period is more important in a multi-agency programme where the lines of responsibility have not been agreed beforehand. Where time allows, this could be done during the programme design phase, but if this has not been done prior to the contract starting, an inception period should be built in to allow for this.

4. Conclusions, Recommendations, Lessons Learned and Emergent Good Practices

4.1 Conclusions

The GOALS programme is an ambitious intervention which seeks to work at both the regional and national level to strengthen migration governance in three key areas. The programme has experienced significant delays as a result of the effects of the COVID-19 pandemic, the challenges of the complexities of developing a working relationship between the three PUNOs, and a lack of an inception period. The programme though has accelerated the progress on key outputs in recent months, and demonstrated the importance of strong teamwork between the different agencies.

Government stakeholders who participated in interviews for the evaluation shared a belief the GOALS programme was relevant to their approach to labour migration regulation. The Colombo Process provided a forum for experience and ideas sharing and the themes of the national level interventions were appreciated by the individual national governments. However, this comes with the caveat that obtaining interviews with government stakeholders was challenging and only a minority of CPMS participated in the evaluation. Engaging governments during the pandemic has been a challenge for the implementing agencies and the inability to hold in-person meetings impacts the relevance to government officials. NSA stakeholders were generally supportive of the programme, believing it addressed several current gaps.

The programme aligns with key normative frameworks including the GCM and the SDGs as well as various ILO conventions. It supports the achievement of various objectives and indicators of these international agreements, although the programme does not contribute to the achievement of the rights in the UNCRPD or support targets in the UNDIS. The programme utilises the comparative advantages of the different PUNOs through the leveraging of technical competencies and also the

partnerships and relationships the different organisations have built up through many years of working in the countries of intervention. Stakeholders did ask questions as to whether gender responsiveness was a widespread as possible and raised the importance of gender mainstreaming being the responsibility of all and not just UN Women. It was also suggested awareness of the overall work of the programme at the country office level could be improved through a stronger communication structure.

The limited implementation of activities to date makes it challenge to assess the theory of change too deeply, however certain observations are possible. The programme has developed theories of change for each outcome which are fairly comprehensive but need some review at the mid-stage of the programme. The linkages between the different outcomes should be given stronger attention. How outputs and outcomes in each outcome feed into the other areas of the programme should be identified and documented more closely. In general, the risks matrix is up to date and accurately reflects the risks the programme faces, although adding a risk related to the identification of longer-term funding to support the initiatives of the programme in future could be considered. As with the theory of change, many of the assumptions cannot yet be tested. Those that can be tested to date are generally true. However, consideration on if the assumptions that attending the TAWGs builds the capacities of government officials and that the knowledge hub will be accepted and used by regional stakeholders should be reviewed and additional strategies considered if necessary.

There have been a number of delays to the programme which mean there has been limited progress to date on the results framework. While some of the output targets may be achieved, the programme is likely to need a no-cost extension in order to meet others. It is unlikely that during this programme, a significant number of outcome targets will be achieved, particularly in Outcome 1. The development of frameworks and policies, as targets in Outcome 2, may well be achieved by the end of the programme, but the implementation will take longer and is likely to need more support. Outcome 3 is the most advanced to date, but requires consideration as to how to ensure the knowledge hub can be used to support NSA advocates and influence government duty bearers.

Through the inclusion of trade unions and CSO representatives of migrant workers, the programme is responding to the needs of women migrants and addressing some of the specific vulnerabilities they are exposed to, including gender-based violence and challenges in reintegration. The programme is not disability inclusive and thus excludes one particularly vulnerable group. However, through trying to increase the participation of CSOs representing migrant women and men, and through framing the programme's initiatives within the context of international human rights and labour standards frameworks, the programme is applying a human rights approach.

The delays in programming and the structure for agreement of activities among the three PUNOs is challenging for the efficiency of the programme. To date many of the activities have not been delivered in a timely manner, and the period of time it takes for authorisation for individual activities is lengthy. The programme has responded to the challenges by revising the budget to streamline contracting processes and financial management. Although the pandemic has contributed significantly to the delays, many of the challenges stem from not having an inception period in the programme. Details on the working arrangements and workplan for specific activities were not laid out in the PRODOC or agreed before the start of the programme and thus needed to be agreed in the opening months. However, time for this activity was not built into the design. The delays in recruitment of key personnel contributed to this challenge as well.

Impact and sustainability of the programme will depend upon how effectively the policies and frameworks in Outcome 2 can be delivered. This will probably require a no-cost extension to ensure

the development of many of these frameworks is completed and pilot testing can be undertaken. To ensure the longer-term sustainability of these actions, support will probably need to be given in future initiatives to ensure their roll out and implementation. The sustainability of the Colombo Process TAWGs are a challenge if IOM is unable to identify funding to provide secretariat support. Without this in place, it currently seems unlikely the TAWGs will continue to meet. To ensure the work in Outcome 3 has impact on policy making and is sustainable, a plan for the SALAM network on how to increase awareness of its work and strengthen the interaction with policy makers and NSAs should be developed, and the programme should work closely with the National Bureau of Statistics in Nepal to ensure the survey they are undertaking can be analysed and used effectively in the future.

4.2 Recommendations

Recommendations	Addressed To	Priority and Timeframe	Resource Implications
1. Amend the results framework to be clear what can be achieved by the end of the programme, what needs a no-cost extension, and which results cannot be achieved in this programme. With the delays to the programme, it is unlikely GOALS can achieve many of the outcome indicators and some of the output indicators. Carefully reviewing what can be achieved by the end of the programme and what stage the implementation of various policies will be at will help the programme team revise the results framework. This can also be used to develop a sustainability plan which should identify where continued support for the implementation of policies, frameworks, and guidelines will be needed. It is important to note though that the programme should ensure the programme continues to measure potential changes at an outcome level and the challenges of the programme delays do not lead to a focus only on outputs. Considering what change can be achieved and ensuring this remains in the results framework is thus an important element of this review process.	Programme Team PSC SDC	High ASAP	Potential implications for use of resources and ability to utilise the whole grant
2. Develop a no-cost extension proposal. The programme was ambitiously designed regardless of the initial delays and the COVID-19 pandemic, which have exacerbated the challenges in completing the programme. While many of the outputs may be achieved by the end of the funding period, to improve the opportunities for the outcomes to be	ILO, IOM, UN Women, and SDC	ASAP High	Staff time and potential reallocation of resources

achieved and support long-term sustainability, agreeing a no-cost extension is strongly recommended. The NCE should prioritise outputs which have the potential to both be completed during the NCE and lead to sustainable interventions. This should include analysing which frameworks and policy changes will receive support either through another stage of this programme or through other interventions implemented by the PUNOs, and the ongoing accompaniment in implementing the frameworks which are developed in this programme will be critical for longer-term sustainability. As noted above, the measurement of outcomes should be a continued priority in any no-cost extension in other to identify the change the programme contributes to.			
3. Review the theory of change and strengthen the linkages and pathways of change between the three outcomes. Consider how the strengthening of capacities within the TAWG process strengthens the individual outputs at both the country and regional level in Outcome 2, and vice versa, and how the work to strengthen the knowledge base in Outcome 3 links to the work in the other two outcomes. Assumptions and risks should also be reviewed during this process and updated as necessary. In particular, the assumptions for Outcome 3 should be focused more specifically on that outcome rather than repeating the assumptions in the other two outcomes, and the assumption that the TAWGs lead to increased capacity of government duty bearers should be reviewed.	Programme team	High, ASAP	Staff time
4. Engage other donors to try to identify a broader base of funding for the Colombo Process TAWGs and the initiatives being undertaken by the programme. Ensure the member states are broadly engaged in this process. To ensure the continued activation of the Colombo Process, stakeholders were clear that IOM's role in the Secretariat was important. Additionally, to ensure the	IOM, ILO, UN Women	High ASAP	Staff time will be needed to invest in engagement of donors and programme design.

long-term sustainability of the initiatives being undertaken by the programme, support beyond the GOALS programme will be needed from all three PUNOs. Encouraging more donors to engage in the Colombo Process and migration governance initiatives of this programme will help create greater sustainability in the future. As a member driven initiative, involving the member states in the progress of engaging donors will help ensure ownership of future programmes.			
5. Consider initiating regular update meetings with country offices and national staff members to broaden awareness of progress in the Colombo Process and related initiatives. A number of internal stakeholders noted that stronger awareness of the overall programme within the country offices would help strengthen the synergies with other programmes. Stakeholders reflected that currently, this was mainly limited to awareness of the particular activity in the specific country and not clear on both the overall GOALS programme and updates of the Colombo Process itself. This would also support the planning process for GOALS and other programmes through identifying commitments at the national level outside of the programme which country offices can make to help support the programme's overall goals. This would thus strengthen the elevator approach.	Programme Team	Ongoing Medium	Staff time
6. Ensure either an inception period is built into future ONEUN programmes or that the design phase includes clarity on individual agency roles and the modalities of working together. The lack of an inception period and limited clarity in the PRODOC on roles and responsibilities meant the initial phases of the programme which were supposed to included activity implementation focused on various inception activities, including recruitment, the development of a workplan and theory of change, and designing templates to accommodate two co-conveners has led to significant delays in progress (along with the impact of the	ILO, IOM, & UN Women Other ONEILO programme designers Donors	Ongoing High	This approach will require more budget to be allocated to an inception period- a time where limited activity is taking place. The inception period should not simply mean the time for implementation is reduced- the programme should be

	pandemic). Ensuring this these are either addressed in the design phase or an implementation period is built into the programme would mitigate this concern.			extended to include this time, which has staff cost implications.
7.	Ensure the work of developing templates for inter-agency cooperation are capitalised within the UN system. The programme has been innovative in some of the approaches used for a ONEUN programme, including having two co-conveners. As such, effort has been put into ensuring the administrative procedures and templates are developed for this. To ensure this work supports future ONEUN programmes, the successes in this area should be shared broadly across the UN system.	ILO, IOM, & UN Women	Ongoing Medium	Staff time
8.	Ensure that gender mainstreaming is addressed by all partners in the programme. While the inclusion of UN Women has strongly supported the gender responsiveness of the programme, it is important that all partners are actively engaging in gender mainstreaming, and not simply relying on UN Women, who have limited resources, to undertake this element of the programme. Potential ways to contribute to this would be updated the monthly work plan to include a column on how gender responsiveness will be ensured in each activity, and training all staff on gender mainstreaming to support them addressing this in their day to day activities.	ILO & IOM	High Ongoing	Staff time
9.	Discuss with Member States the conducting of an external evaluation focused on the TAWGs. Given the progress which has been made on reinvigorating the TAWGs following the COVID-19 pandemic in the period of June to August 2020, it is recommended that this evaluation does not take place immediately but is scheduled towards the end of the programme to provide time for the effects of the latest developments to have an impact. This recommendation also recognises that the Colombo Process is member driven and effort will be needed to ensure the members agree to the progress and the evaluation conducted in a	IOM, ILO, and UNWomen	Towards the end of the programme Medium	Consultant costs Staff time

politically sensitive manner. As a first step, it is recommended that more discussion on this is held between the PUNOs and an engagement plan planning and designing the evaluation is developed.			
10. Encourage the informal meetings of TAWG members to compliment the more formal meetings. It was identified one of the early TAWGs, that having informal meetings of members to discuss progress and opportunities is advisable and would help member states to achieve the workplans of the TAWGs. To date these have not taken place. This recommendation could be taken up in the TAWGs planned for Bangkok in July and focal points from a member state identified to monitor and push the process among other TAWG members.	IOM, TAWG members	Medium Ongoing	Possible staff time to support and follow up.
11. Identify opportunities for conducting research into the vulnerabilities persons with disabilities face during migration and consider how to address these in future programming. Currently the programme does not have a focus on disability inclusion. Persons with disabilities though face considerable vulnerabilities and barriers in the migration process, and considering 15% of the world's population is estimated to have a disability, presumably form a large proportion of migrants under the remit of CPMS. Improving the body of knowledge on migration and disability and using resources available in ILO, IOM, and UN Women, including the Global Business and Disability Network, to address the barrier which are identified, would help address a significant gap which currently exists in migration programming.	Programme Team, ILO, IOM, and UN Women, SALAM members	Medium, Ongoing	Staff time, potential need to fund research and programme initiatives.
12. Strengthen awareness of the SALAM network and its partnerships with other programme stakeholders. The setting up of the SALAM network has been one of the significant achievements to date of GOALS. The network has connected well positioned academic institutions in five South Asian countries and it has already developed partnerships with institutions in other parts of the	ILO, IOM, UN Women SALAM network members, other NSAs	Ongoing High	Potential resources for visibility efforts and any research projects which are identified

world. However, awareness of the SALAM network among other stakeholders in the programme was limited. To maximise the benefits of the SALAM network, raising awareness of its existence among key government and non-government stakeholders is important. A clear entry point is to ensure the SALAM network members can contribute to the TAWG meetings, but also partnering with national networks on migration, and alternatively, where the academic institutions have these connections, introducing the GOALS programme and the broader SALAM network to the national networks, would enhance the visibility of the knowledge hub. Additionally, supporting the development of partnerships between the CSOs and Trade Unions involved in the programme and the SALAM network will help enhance data driven advocacy. For example, MFA has considerable data from the MRA which with the support of an academic institution, could be analysed effectively.			
13. Consider expanding the programme steering committee to include external stakeholders, such as key members of the TAWGs. This would help increase the participatory nature of the programme.	Programme Steering Committee	Ongoing Medium	Staff time

4.3 Lessons Learned

1. An inception period is particularly necessary in a complex ONE UN programme where the modes of operation and individual issues are not decided during the design phase. The lack of an inception period was raised as a challenge by a large number of internal stakeholders. In this type of programme, it was particularly challenging. The complexities of agreeing the working arrangements, reporting, and budget line splits were all required post-contract signing. The PRODOC did not specify exactly how this arrangement would work. Additionally, the theory of change, workplan, MEL plan, and refinement of the results framework, also needed to be completed. Even in a programme implemented by one agency, this would have been challenging without an inception period. For three agencies implementing a different approach in sharing responsibilities for a programme, it is especially difficult. The evaluation does not take a position as to whether having co-conveners on a programme should be undertaken in other programmes, however where this scenario arises in future, building in an inception period is even more important. While the progress this programme has made in formalising administrative arrangements should benefit future programmes (if shared effectively), the lesson of needing either an inception period or greater clarity in the design phase should also be shared among UN agencies.

2. Starting the recruitment process for key positions prior to the contract being signed can help minimise delays to the start of a programme. One of reasons for the delays to the programme was the delays of some agencies of recruiting staff for the programme. The recruitment process did not start until after the contract began. As there was not an inception period, this led to significant delays in establishing the full programme team. Although it is acknowledged there are resource implications in conducting recruitment exercises, in the case of programmes where a significant likelihood of signing the contract is recognised, it would be effective to begin the recruitment search before the programme starts to allow the placement of individuals shortly after the contract is signed. This would allow initial activities and planning to begin earlier and also reduce the underspend caused by delays in the need for salaries which are included in the budget.

3. Ensuring sufficient funding for national level positions is important to maximise the benefits of the elevator approach in a regional programme such as GOALS. One of the key findings of the evaluation of IOM's previous programme supporting the Colombo Process was that there was insufficient attention paid to ensuring regional initiatives could be operationalised at the national level. GOALS has avoided this by ensuring Outcome 2 has significant work at the national level. However, funding for national level positions does not correspond to the outputs expected. As such, the programme relies on the leveraging of other resources from the three PUNOs' country offices. It was understood that part of the reason for this was a desire from the donor to enhance the synergies between various initiatives being implemented in the region. This has been effective to an extent, but this approach does rely on national staff linked to other programmes being able to find time to support and implement activities, which may not be a priority when other programmes have deadlines for implementation. Addressing this in future programming would help enhance the connections between the national and regional level.

4. Ensuring individual budget lines are limited to one PUNO as much as possible can reduce delays in administrative approach. One of the challenges in the administration of the programme which has caused implementation delays is the complexity of the budget. Budget for individual activities were initially often held by two or even three of the PUNOs. This makes contracting difficult as it is not efficient to have a consultancy split into two or three individual contracts. It can also increase delays as each agency has to go through different bureaucratic processes to authorise the expenditure. Simplifying the budget lines for individual activities under just one of the agencies has helped reduced administrative delays. The programme went through a budget realignment in December 2021 to address this concern. This simplified the process for certain activities, such as the funding for the academic institutions in the SALAM network. Moving budget under one agency's control does not necessarily mean the other agencies lose control of that activity. For example, IOM and UN Women gave significant input into the design and management of this evaluation, but the contracts with the evaluation team were managed through ILO.

4.4 Emerging Good Practices

1. Establishing a weekly coordination process has helped facilitate good communication between the programme team. Despite the concerns over the delays caused by different approval processes, the overwhelming opinion of both internal and external stakeholders was that the programme team themselves had mitigated some of these delays through establishing a strong working relationship. The PRODOC indicates under the management arrangements, that a Project Technical Team meeting would take place once a month to discuss progress and review plans. In reality, the programme team has met much more regularly, it was reported to be weekly outside of vacation schedules. Given both the complexities of the management and approval processes and that the team has not been able to meet in person, this has helped significantly to address some of the challenges which have arisen.

2. Ensuring different elements of a programme can make progress and have individual impact, even if there are delays to the overall programme, is a useful approach in a complicated multi-agency and multi-country programme. Given some of the delays the programme has faced, a key strength of the programme is that many key elements of the results framework can move independently of each other and achieve results individually. While the programme will have the greatest impact if all the initiatives in the different thematic areas in Outcome 2 are successfully implemented and interact effectively with the functioning of the Colombo Process, it is still possible for significant impacts to be achieved from these initiatives individually. Indeed, while the Colombo Process provides a vehicle for advancing regional frameworks, the outputs in Outcome 2 are not reliant on the Colombo Process, and given the concerns caused by Afghanistan's chair of the process, this design (that different elements of programme are independent of each other) ensures progress can still be made.

3. Bringing together CSOs and Trade Unions has helped strengthen the links between these two types of entity who have similar missions and goals with regards to migrant workers, but who often do not interact effectively. Stakeholders shared with the evaluation the effectiveness of ensuring collaboration between CSOs and Trade Unions, which was considered a strength of the programme. SARTUC and MFA are working closely together in various outputs. The goals of the two types of organisations to defend the rights of workers are similar, and thus the partnership helps strengthen the voice of migrant workers. This collaboration can be extended to the national level affiliates as the programme progresses.

> "This is the first of the kind that we work together- although CSOs and Trade Unions have worked together- as a project this is the first of a kind. It would be beneficial to have similar collaborations in future- helps strengthen the quality of voice as well…The project has given us a lot of platforms to pick up a lot of issues" (NSA Representative)

Annex 1: Evaluation TOR

Terms of Reference

Independent Mid-term Evaluation of GOVERNANCE OF LABOUR MIGRATION IN SOUTH AND SOUTH-EAST ASIA (GOALS) PROGRAMME

1. Background

Governance of Labour Migration in South and South-East Asia (GOALS) programme is a joint regional UN programme on labour migration. This innovative joint UN programme is implemented by the IOM, ILO, and UN Women with a total budget of about USD 5.16 million, supported by the Swiss Agency for Development and Cooperation (SDC). The COVID-19 pandemic has caused delays in implementation, in taking up posts of team members, and has limited opportunities to have in-person meetings and cross-border travel, and it may have caused potential changes in the priorities of the Colombo Plan (CP) Member States, while also has provided opportunities to revisit the strategic priorities, explore innovative approaches in implementation as well as to identify alternatives.

The programme is conceived in response to various facets of labour migration in the corridors between South and South-East Asia and the Middle East and builds on the first phase of the SDC supported regional project, "Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries". The participating UN organisations (PUNOs), IOM, ILO and UN Women come together while partnering with other relevant stakeholders, including migrant workers and their representatives, civil society organisations, private sector including employers' organisations, trade unions, recruitment agencies, and academia and policy think tanks to support the implementation of this regional programme.

GOALS delivers technical assistance and support with the overall objective of contributing to the socioeconomic recovery post COVID-19 in selected South Asian Colombo Process Member States by improving policies and practices related to labour migration, as well as achieving the Sustainable Development Goals, especially Goal 10.7, and the commitments of the Global Compact for Safe, Orderly and Regular Migration (GCM). GOALS programme is well placed to ensure strong collaboration for better regional cooperation, as well as to recognize the issues of fair recruitment, skills development in particular upskilling and re-skilling, and reintegration.

For effective implementation of GOALS programme, synergies have been planned between previous and ongoing national and regional level projects including that of SDC, IOM, ILO and UN Women and GOALS programme. GOALS programme engages with non-State stakeholders, including but not limited to constituents and stakeholders of the PUNOs during its implementation.

Per the Project Document, the UN Evaluation Group (UNEG) for joint evaluation, IOM, ILO's *Policy guidelines for results-based evaluation*[8] and UN Women's *Evaluation policy*[9] provide the framework for carrying out the Programme's independent mid-term evaluation. These guidelines adhere to the norms and standards of evaluation adopted by the United Nations Evaluation Group and the OECD/DAC Evaluation Quality Standards.

The evaluation will systematically assess the performance of the programme against a set of key criteria and derived questions, document lessons learned and good practices and make recommendations for improved results or the development of future interventions. To ensure that the evaluation addresses the information needs of all parties, the Evaluation Managers will work closely with the Evaluation Management Committee and Technical Committee of GOALS programme in reviewing and endorsing the Terms of Reference, qualifications

[8] http://www.ilo.org/eval/Evaluationpolicy/WCMS_168289/lang--en/index.htm
[9] http://undocs.org/en/UNW/2012/12

of the independent consultants, evaluation questions and schedule of meetings. ILO Regional Evaluation Officer will be the evaluation manager and ILO will issue the contract for the evaluation team.

The Mid-Term Evaluation report will be submitted to ILO Evaluation manager who will share the report to IOM, UN Women, and ILO project team SDC as well as shared with programme partners. The report will be made publicly available on the respective website of each organization. A management response to the recommendations will be developed by GOALS programme team and will be shared with the Project Steering Committee (PSC) with IOM, ILO and UN Women, clearly stating the follow-up actions to be taken.

2. Project Scope of Work

Objectives and strategic approach: The programme seeks to contribute to the following overall and inter-linked outcomes.

Overall goal of the programme is that labour migration is safe, orderly and regular for all women and men from the Colombo Process Member States through strengthened collaboration and effective labour migration governance.

The programme is built on three inter-linked and inter-related outcomes and strategies;

Outcome 1: The Colombo Process Member States develop and progress actionable commitments for strengthened labour migration governance and policy coherence through multilateral dialogue.

- Develop capacity and support participatory and technically informed multi-lateral dialogue
- Build multilateral consensus on priorities and support identification of actionable commitments

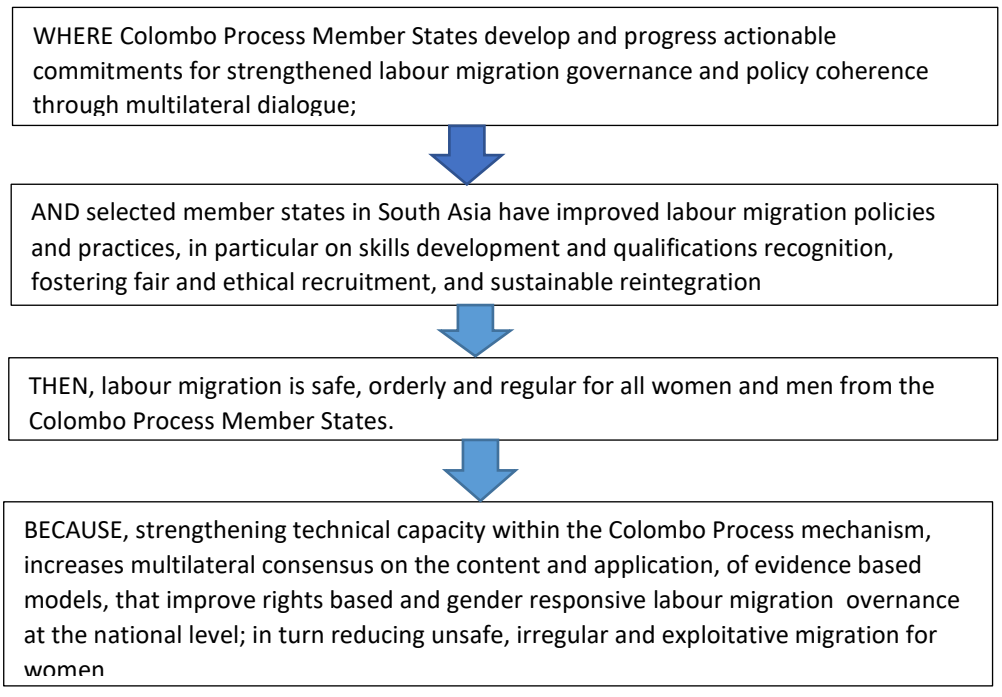
Outcome 2: Selected members states in South Asia have improved labour migration policies and practices, in particular on skills development and qualifications recognition, fostering fair and ethical recruitment, and sustainable reintegration.

- Develop labour migration governance models at the regional level that are evidence-based rights-based and gender responsive
- Develop capacity to adapt models for labour migration governance at the national level that is rights based and gender-responsive

Outcome 3: The evidence base on labour migration is strengthened to inform knowledge, dialogue, policy making and action.

- Increase evidence base and develop the capacity for reliable data collection and analysis at the national level
- Share knowledge and develop capacity to use evidence to inform policy dialogue

Figure 1: Theory of Change



Coherence with global frameworks and international normative frameworks

The Colombo Process and the Technical Area Working Groups

GOALS established within the context of Colombo Process (CP) is a regional consultative process of 12 Asian countries[10] that focuses on protection of and provision of services to migrant workers and optimizing benefits of organized labour migration for both sending and receiving countries along with the migrants and their family. The CP was established in 2003 in Colombo, Sri Lanka, the Colombo Process provides a member state-driven, non-binding platform for countries of origin in Asia to facilitate dialogue and cooperation on issues of common interest and concern relating to the management of overseas employment and contractual labour.

The Colombo Process has evolved around the thematic foci; (1) fostering ethical recruitment practices, (2) pre-departure orientation and empowerment, (3) skills and qualifications recognition processes, (4) promote cheaper, faster and safer transfer of remittances, and (5) labour market analysis. Colombo Process Member States have established Working Groups on these thematic areas each of which is chaired by a Member State. In line with the Kathmandu Declaration, the following cross-cutting thematic

The Global Compact for Safe, Orderly and Regular Migration (GCM) is guided by a gender-responsive principle which seeks to mainstream a gender perspective, promote gender equality and the empowerment of all women and girls, and to move away from addressing migrant women primarily through a lens of victimhood. It further calls for the application of a human-rights based and gender responsive approach to reviewing and developing migration policies. The importance of gender-responsive governance is also highlighted in the Committee on the Elimination of Discrimination against Women (CEDAW) General Recommendation No. 26. General Recommendation No. 26 provides a framework for developing gender-responsive migration policies to eliminate discrimination in line with State obligations under CEDAW. The Recommendation highlights the formulation of evidence-based, gender-responsive and human rights-based migration policies as a core common responsibility; including through active involvement of women migrant workers and relevant non-governmental organizations (para. 26). Women migrants have specific experiences, needs and barriers throughout the migration process. Globally, evidence shows that policies and programmes for labour migration are limited in their response to these issues. To make migration governance gender-responsive, gender-based barriers must be identified and proactively addressed. Recognizing and responding specifically to women's needs through migration policies is the most effective way to ensure equitable and positive migration outcomes.

International Labour Standards

The ILO Private Employment Agencies Convention, 1997 (No. 181), and accompanying Recommendation (No. 188) are the current international standards applicable to private employment agencies. Convention No. 181 establishes the principle that workers shall not be charged "directly or indirectly, in whole or in part, any fees or costs" (Article 7). It also requires ILO Members to provide adequate protection for, and prevent abuses of, migrant workers recruited or placed in its territory by private employment agencies, including through conclusion of bilateral agreements. Other ILO sector-specific instruments contain provisions on recruitment across borders, including the Migration for Employment Convention (Revised), 1949 (No. 97), the Domestic Workers Convention, 2011 (No. 189), the Protocol of 2014 to the Forced Labour Convention, 1930 (No. 29), and the 2006 ILO Multilateral Framework on Labour Migration.

GOALS will also be informed by and contribute to the relevant objectives and related actions of multilateral global frameworks including the GCM and the SDG targets and indicators that these South Asian Member States have endorsed for example the activities on fair recruitment will contribute to the achievement of GCM Objective 6 while also addressing the SDG indicator 10.7.1 on measuring recruitment costs. The activities on

[10] Member States: Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand and Viet Nam.

skills development and reintegration contribute to achieving GCM Objectives 18 and 21, respectively. The focus on ensuring that migration governance (including bilateral agreements) are rights-based and gender-responsive also responds specifically to the requirements of the GCM under Articles 21 and 23. By taking a gender-responsive and whole-of-society approach to programme design and implementation, the programme also responds to the overarching principles. Outcome 3 of this project proposal also links to Objective 1 and the Capacity Building Mechanism of the GCM.

GOALS also contributes in an overarching manner to ensure that the 10 Guiding Principles of the GCM are adhered to while also achieving Objective 23 on "strengthening international cooperation and global partnerships for safe, orderly and regular migration". It also contributes to achieving SDG Goals 5, 8, and 17. This project will also contribute to governments' positions at global and regional processes including: the High-level Political Forum on Sustainable Development (HLPF), which plays a central role in the follow up and review of the 2030 Agenda; International Migration Review Forum (IMRF) which will convened by the UN General Assembly in 2022; the Regional Migration Review Forum in the Asia-Pacific region in 2020; the Global Forum on Migration and Development; Abu Dhabi Dialogue; and SAARC.

Synergies with SDC strategies and political frameworks

The programme is aligned with the overall goal of SDC's Regional programme namely; 'Decent Work for Migrant Workers from South Asia': "Enhancing the productive potential of labour migration and the well-being of migrant workers and their families through improved labour migration processes, labour market regulations and access to targeted services for migrants, thus increasing the contribution of migration to sustainable development."

Stakeholder Engagement

Government: GOALS provides support to the member state policy makers who are directly engaged with the Colombo Process and Thematic Areas Working Groups (TAWGs).

Private sector: The programme engages with employers' federations like the South Asian Forum of Employers (SAFE) at the regional level, national employment federations in the different countries in South Asia, and other private sector actors (including MNEs, individual employers and labour recruiters), as relevant.

Trade unions, Civil society and workers associations: GOALS works directly with trade unions and Civil Society Organisations through capacity building work on labour and human rights-based and gender-responsive policy monitoring and strengthening engagement with the Colombo Process and TAWGs.

Countries of Destination: GOALS programme is conceived in response to various facets of labour migration in the corridors between South and South-East Asia and the Middle East and builds on the first phase of the SDC supported regional project, *"Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries".* GCC/destination country partners will be invited to relevant regional level consultations and dialogues. Further, where there are existing conversations between a country of origin and a country of destination, a corridor-based approach will be adopted where solutions will be looked at from both origin and destinations countries. GOALS will seek to identify areas to support this conversation, through existing partnerships and programmes in the country of destination, or through providing other support within the scope of the programme as resources allowed.

Institutional framework and management arrangements

This Joint Programme is implemented by a consortium of organisations jointly led by IOM and ILO, as equal partners, leveraging the strengths and complementarities of both organizations, and ensuring the project is conceived and implemented through a whole-of-government and whole-of-society approach. Both organisations work closely with UN Women, also a participating UN organisation in this joint programme, and other relevant stakeholders including social partners (including employers' organisations and trade unions), and civil society organisations to implement some of the activities. As the Administrative Agent, IOM serves as the administrative interface between the donor, SDC, and the other participating organisations – ILO and UN Women.

IOM provides technical and administrative assistance to the Colombo Process through the continuation of the Colombo Process Technical Support Unit (CP-TSU). In an administrative role, the CP-TSU provides technical and coordination support to the CP Member States, facilitate the convening of meetings of the TAWGs, and develop a communications strategy for the CP, to facilitate dialogue and cooperation on labour migration. The IOM activities has been implemented under the overall supervision of the Chief of Mission for IOM Sri Lanka, with technical support from Senior Specialists in IOM Headquarters and its Regional Office for Asia and the Pacific (ROAP), in consultation with IOM's Regional Office for Middle East and North Africa (MENA) for activities impacting the Middle East. For the effective implementation of the IOM project activities, IOM has recruited a Project Manager with extensive technical expertise, who is based in the IOM country mission in Sri Lanka.

The ILO activities has been implemented under the overall supervision of the ILO Director for the Decent Work Team in New Delhi and with technical and strategic backstopping from the Regional Labour Migration Specialist in the ILO Decent Work Team in New Delhi. The ILO HQs and ILO's Regional Office for the Asia Pacific (ROAP) in Bangkok and the Arab States (ROAS) in Beirut will also support with technical inputs and to ensure a strong corridor linkage. For the effective implementation of the ILO project, ILO has recruited a Technical Officer with extensive technical expertise, who is based in the ILO Decent Work Team in New Delhi.

UN Women's engagement with the programme is under the overall supervision of the UN Women Deputy Regional Director based in UN Women's Regional Office for Asia and the Pacific (UN Women ROAP) in Bangkok, with technical and strategic backstopping from the ROAP Regional Programme Manager for Women's Economic Empowerment and Migration and technical staff in UN Women's regional and national offices across South and South-East Asia. For effective implementation of technical gender support to the programme as well as effective implementation of gender-specific interventions, UN Women has recruited a Programme Specialist with extensive expertise, who is based in the UN Women team in Dhaka, Bangladesh.

In order to ensure that the programme is run efficiently across the three agencies and offices across the region, the overall responsibility for programme coordination lies with the PUNOs who convene a Project Technical Team meeting of the three agencies once a week. This Project Technical Team discusses the work plans of the programme, shares updates on implementation, and any challenges/issues faced by the programme.

Project steering Committee (PSC) has been established. The committee comprised of senior programme managers of all signatories of the GOALS joint programme, co-chaired by the Co-convening agencies IOM and ILO and SDC. PSC is chaired on a rotational basis between SDC, IOM and ILO. The PSC also includes relevant IOM and ILO staff, UN Women, and SDC. The Project Manager from IOM and the Technical Officer from ILO act as secretaries to the PSC. The PSC makes decision on priorities, strategy and implementation of the programme and facilitate collaboration with national authorities and other UN organizations.

The project implements on the principle of delivering as One United Nations and in line with its five pillars, so as to minimize duplication and efficiently advance the goals of sustainable development.

Progress/milestones achieved to date

- Three Thematic Area Working Group (TAWG) meetings conducted with follow-up actions
- Supporting the engagement of social partners in Colombo Process TAWG meetings, building collaboration with Migrant forum in Asia (MFA) and South Asian Regional Trade Union Council (SARTUC).
- Discussion on the development of a Regional South Asia Qualification Referencing Framework ongoing with South Asian member states. Consultation with government officials of Bangladesh, Bhutan, India, Pakistan, Nepal, Maldives and Sri Lanka completed. First of the planned 5 regional forums to be organised in February.
- Fostering the role of sub agents in recruitment - 2 of the 4 provincial level dialogues organised in Pakistan. Similar dialogues will be organised in Bangladesh, Nepal and Sri Lanka.
- Migrant Recruitment Advisor (MRA) under implementation in Nepal, Bangladesh and Sri Lanka. Established the Bangladesh webpage on MRA.
- Toolkit for Gender-Responsive Employment and Recruitment translated and disseminated in Nepal.

- The South Asia Centre for Labour Mobility and Migrants (SALAM) has been virtually launched in Nov 2021. It is a one-stop platform serving policy makers, civil society actors, social partners and other stakeholders with knowledge, information, networks, and policy solutions leading to positive changes in labour migration policies and practices.
- Supported the training to increase the capacity of 11 National Statistical Officials of 6 countries on measuring and analysing labour migration.

3. Evaluation Purpose, Scope and Clients

Purposes: The present MTE has a dual-purpose: programme improvement and organizational learning. The evaluation will seek to determine ways in which the project can make mid-course corrections in order to fully realize its outcomes. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices.

Scope: sets boundaries around the object of evaluation. It determines what is included in the study, and what is excluded. The scope of this evaluation is the activities of the GOALS programme from its inception in 2020 to Feb 2022. The evaluation will broadly focus on 5 countries where national implementation of GOALs project is taking place e.g. Bangladesh, India, Nepal, Pakistan and Sri Lanka. However the evaluation will also include all other member of Colombo Process Member States although no programming takes place in these countries. During the inception phase of evaluation, a sample of countries for in-depth study may be selected.

The evaluations will address all crosscutting issues–COVID19 responsiveness, gender equality, disability including and non-discrimination, and social transformation. In terms of this evaluation, this implies involving both men and women, families left behind and other social/cultural categories as relevant by country in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that are disaggregated by sex at a minimum and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be included in the inception report and final evaluation report.
The programmes has specific interventions in the areas of re-integration, qualifications and skills recognition, ethical recruitment, capacity building of stakeholders (focusing on non-state stakeholders) and data/information generation for evidence based decision making

The clients of the MTE findings: will be the management team of the GOALS programme, the programme's donors (SDC), IOM, ILO, and UN Women evaluation units at headquarters, and the IOM, ILO, UN Women regional and field offices. Secondary parties making use of the results will include tripartite constituents and civil society organizations who have partnered with the programme, as well as other agencies working on labour migration at national and regional levels.

Mid-term Evaluation objectives:

- to take stock of the achievements of the current programme and to validate the results achieved in line with the set objectives
- to assess the relevance of the GOALS Programme within the CPM, CPMS, GOALS PUNOS, SDC and other stakeholders and what need to change to suit the context that may have evolved
- to assess the coherence of the GOALS with respect to the UN system efforts and joint approach with other key partners;
- Assess the current strategies and implementation approaches of both policy and at the implementation level and provide specific measures to be taken by the PUNOs to enhance continuation, replicability and sustainability
- to review whether the current programme is on its path to attain its outcome and identify effective strategies, barriers and challenges to progress towards the specific objectives;
- to review the efficiency of the management arrangement, coordination structures and processes established to implement the programme; to determine the extent to which the Programme is cost-effective and was implemented in the most efficient manner including the role of the management and coordination mechanisms in supporting and guiding the programme management team

- to assess the impact of COVID19 pandemic and changing political context on the relevance, effectiveness, and efficiency of GOALS programme
- to assess the extent to which the GOALS implemented a human rights and gender responsive approach in the design and implementation.
- to propose lessons learned and recommendations for the subsequent phase of GOALS.

4. Evaluation Criteria and Questions

Based on UNEG, IOM, ILO, UN Women guidelines and standards, the criteria in Table 1 will be applied to assess the relevance of the programme to target group needs, the coherence of the programme design, the programme's **efficiency and effectiveness, the potential impact of the results and the potential for sustainability.** For each criterion, two or three specific evaluation questions are suggested. The questions seek to address priority issues and concerns of the national constituents and other stakeholders, in consultation with the Evaluation stakeholders, the evaluation team is expected to refine the below key questions and elaborate sub-questions and means for answering them in an evaluation matrix.

Evaluations will explicitly apply key principles for human rights and gender-responsive evaluation.[11] This ensures that the process of the evaluation is as important as the focus of evaluation. These guidelines adhere to of the OECD-DAC Evaluation Quality Standards.

Table 1. Evaluation Criteria and Key Questions

Assessment Criteria	Questions to be addressed
Relevance	To what extent are the objectives of GOALS consistent with beneficiary requirements, country needs, global priorities, international normative frameworks, and partners' and donor policies, especially with regards to migrants' rights and gender equality? what exactly the added value of each outcome of the GOALS and how relevant are the activities towards reaching the overall goal of the programme To what extent has GOALS responded and adapted appropriately and according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including COVID-19 pandemic? To what extent does the programme align to the priorities of SDC, PUNOs, CPMS?

[11] UNEG: *Integrating Human Rights and Gender Equality into Evaluations* (UNEG, 2014).

Assessment Criteria	Questions to be addressed
Coherence & Validity of Design	To what extent is GOALS being implemented in a manner that maximizes coherence of the UN system? To what extent are the expected "interlinkages" of the outcomes (specific objectives) sufficiently defined and implemented coherently? To what extent is the the overall programme approach strategic and making use of the IOM, ILO and UN Women's comparative advantages to achieve the outcomes?
Effectiveness	To what extent is GOALS progressing with the planned work, and to what extent are the 3 outcomes expected to be achieved? how and to what extent has each outcome (and subsequent outputs) of the current programme achieved results (qualitative) The extent to which foundations for regional level dialogue and knowledge sharing of developments impacts of and responses to COVID-19 and other emergencies have been laid to date. What were the factors of success both at the policy and operational level? What were the challenges? Any unintended results/lessons learnt? The extent to which Thematic area TAWGs have been effective in policy making/translating policy to action at national level Any lessons learned so far and good practices that should be sustained in the remaining phase of the project to achieve results.
Human Rights and Gender Equality	To what extent is the programme identifying, reaching and responding to the priorities and needs of the most excluded groups of women migrant workers? To what extent will the programmes interventions contribute to transformative change through addressing the structural barriers and exclusionary norms and harmful practices? To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, transparent, etc.)? To what extent are women's voice and agency promoted through the programme?

Assessment Criteria	Questions to be addressed
Organizational Efficiency	How does the programme apply value-for-money in its design and implementation? How economically and timely are GOALS resource/inputs (e.g. financial, human, institutional, technical, etc.) converted to results? Is the project management capacities and structure (including the operational/implementation arrangements) facilitating good results and efficient delivery? Is there a clear understanding of roles and responsibilities by all parties involved? How effective is communication between the programme team, the IOM, ILO, UN Women and the national implementing partners as well as with SDC? How effectively does the programme management team employ results based monitoring approach?
Potential impact and sustainability	To what extent, GOALS has strategies for outcomes' sustainability and orientation to impact and making direction towards achieving the sustainability of results from an institutional, policy and financial perspective. in what way can the current interventions of the programme be adapted in order to: increase potential impact and sustainability

Crosscutting Issues

The evaluation will address all crosscutting issues–COVID19 responsiveness, gender equality, disability inclusion and non-discrimination, and social transformation. In terms of this evaluation, this implies involving both men and women, families left behind and other social/cultural categories as relevant by country in the consultation, evaluation analysis and evaluation team. Moreover, the evaluators should review data and information that are disaggregated by sex at a minimum and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be included in the inception report and final evaluation report.

5. Evaluation Approach and Methodology

The evaluation will use mix of evaluation approaches and ensure triangulation of information using available information like current results achievements, annual reports of GOALS programme, research studies, currently available data sources etc . It will, in part, use a theory-based and gender responsive approach to assessing progress towards the specific objectives. It will, in part, use a goal-based approach to examine the project's achievements. It will, in part, use a case study approach to examine the countries or approach (i.e. capacity development) under review. It will, in part, use a mixed methods approach (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings. It will, in part, use a participatory approach in that, to the extent possible, the evaluation will involve key stakeholders such as rights holders, civil society, government, ILO Tripartite Constituents, personnel and strategic partners.

Evaluation Methodology

It is anticipated that, because of the pandemic and rapid changing situation, face-to-face data collection may or may not be possible, so hybrid arrangement is envisaged. The methodology will be elaborated in the inception report to finally determine whether hybrid approach will be possible. The evaluators may use the remote data

collection methods described in the publications: *Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation (ILO); and Pocket Tool: for managing evaluation during COVID-19 (UN Women)*. According to the publications, in the scenarios where primary data collection through missions is not an option, the following alternative methods should be considered:

- International consultant to conduct remote interviews, Focus group discussions
- Project management to provide stakeholder contact information
- National consultant to conduct limited face-to-face interviews in accordance with local UN travel guidance for personnel (which applies to consultants) and COVID-19 precautions in line with WHO guidance.
- Phased consultation process to allow remote interviews during travel restrictions and face-to-face consultation at a second stage
- Web-based surveys

Stakeholder participation

Human rights-based approach and Gender-responsive evaluation places people at the center of the process. It is important to engage with key partners from the planning stage through to the use of evaluation. Evaluation stakeholders have been identified based on their role in the GOALS Programme. Stakeholders are not only key informants, but they need to be meaningfully engaged in the process to be able to express their beliefs on an equal footing. These fundamental power dynamics amongst stakeholders must be recognized in the process and ways for engaging meaningful stakeholder participation should be proposed by the evaluation team. The evaluation should be a means for empowering rights holders, in particular, the most vulnerable such as survivors of violence, victims of trafficking, and others, to claim their rights. The evaluation proposal should propose ways in which various stakeholders will be engaged, ensuring that representatives of the most marginalized or groups in vulnerable situation are able to participate throughout the evaluation process.

6. Expected Outputs

The deliverables from the evaluation will include:

- Inception presentation: this presentation will be made to the Evaluation Management group (EMG) to outline key aspects of the inception report. Feedback from the EMG will be integrated into the inception report.
- Inception report: This document constitutes the operational plan of the evaluation and should be aligned with the ToR. The purpose of the inception report is to ensure that a common understanding and agreement on the evaluation approach is reached.
- Preliminary findings: this is an interim product that presents the preliminary findings and ideas on the way forward to the EMG for consultation to identify: major gaps, factual errors and errors of interpretation. Feedback received during the presentation will feed into the draft report.
- Draft report: the evaluation team should submit a complete and readable draft report to the evaluation manager. The draft report should reflect the evaluative reasoning and critical thinking that were used to draw values-based conclusions following the evidence. The evaluation manager with the support of the EMG members are responsible for checking the quality of the draft report in terms of adequacy and readability. The evaluation manager circulates the report among stakeholders.
- Final report: the evaluation managers compile the comments received and forward them in a tracking tool for transparency to the evaluator. The evaluator will transparently respond to the feedback in the tracking tool and incorporate feedback as appropriate and submit the final report to the evaluation manager. In general, at least 2 or 3 rounds of revisions should be expected, but the report will not be accepted as final until it meets the quality standards and approved by the Evaluation Management Group and by ILO Evaluation Unit. Guidance on evaluation reports format and specific editing and branding guidelines of the organizations will be followed.

The evaluation team will consolidate information from the desk review, primary and secondary data collection into draft report that will answer the questions set out in the previous section. The length of the report will not exceed 45 pages (excluding annexes).

The report should include specific and detailed recommendations solidly based on the evaluator's analysis and,

if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned and good practices that could be replicated or should be avoided in the future.

Ownership of data from the evaluation rests exclusively with the IOM, ILO, and UN Women. All raw data files, consent forms and relevant documentation must be returned to IOM, ILO and UN Women before release of final payment. The copyright of the evaluation report will rest exclusively with the IOM, ILO, and UN Women. Use of the data for publication and other presentations can only be made with the written agreement of the IOM, ILO, and UN Women. All deliverables will be paid for on satisfactory completion and certification by the EMG led by ILO evaluation manager and in line with the ILO Evaluation report checklist, UN Women Global Evaluation Reports Assessment and Analysis System (GERAAS).

7. Evaluation Management and Resources

Evaluation Management

An ILO Regional Evaluation Officer based at ILO Regional Office for Asia and the Pacific will manage and lead the evaluation process in consultation with members of the Evaluation Management Group (EMG). The Evaluation Management Group (EMG) comprising of IOM, ILO, and UN Women Regional Evaluation Specialists. They provide oversight of the evaluation process ensuring the process and report meets UNEG quality standards, provide input on the evaluation products at each step (from ToR development, selection of consultants, methodological inputs to inception and draft report, through to using the findings). The evaluation manager develops ToR in consultation with key stakeholders and member of EMG. EMG will approve the evaluation TOR and agree on the final report. Evaluation team reports to ILO evaluation manager. Evaluation manager has overall day to day supervision of the evaluation team's work and sharing of the Evaluation team's deliverables for review by the EMG and stakeholders. EMG provides oversight and quality assurance.

The management response to the recommendations of the evaluation will be developed jointly. However, the specific recommendations that each agency will be responsible for carrying forward will be clearly specified in the evaluation report. The IOM, ILO, and UN Women will utilize their respective management response approach and tracking systems for the specific recommendations/actions for which they are responsible.

Evaluation team

The evaluation will be led by one team leader (international evaluation consultant) with strong evaluation experience and RBM expertise. Labour migration expertise will be an advantage. A team of 2-3 evaluation team members who are national of countries where GOALS is being implemented, with specific labour migration and gender equality expertise may be hired to assist the international consultants with data collection.

The responsibilities and profile of the "evaluation team" can be found below. Stakeholders will be consulted on the evaluator selection. The Evaluation team is expected to arrange their own logistics, materials, communication costs and office space required to conduct this evaluation. These costs should be included in the financial proposal. However, GOALS will provide support in contacting key stakeholders.

Responsibilities and Profile of the team leader.

Responsibilities	Profile
• Defining roles and responsibilities of the co-team leaders guiding and managing the team throughout the evaluation phases and ensuring quality control and adherence to ethical guidelines; • Defining the methodological approach. Producing and delivering the inception powerpoint. Drafting the inception report (including all data collection tools), producing the preliminary findings presentation, draft reports and drafting and presenting a final report;	• Post graduate degree in a field of relevance to the evaluation (Gender, Sociology, Political Science, Anthropology, or other Social Science degree), and have specific experience in the field of evaluation and RBM • Contextual Knowledge of the UN, IOM, ILO, UN Women and the South Asia region;

Responsibilities	Profile
• Providing any technical and methodological advice necessary for this evaluation; • Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. • Ensuring the evaluation is conducted per TORs, including following IOM, ILO EVAL and UN Women guidelines, methodology and formatting requirements. And adheres to evaluation report quality standards: GERAAS as referred to above. • Liaising with the evaluation managers and representing the evaluation team in meetings with stakeholders; • Contributing to the report dissemination and communication by participating in webinars and supporting or providing inputs to evaluation communication products. • Ensure that all key stakeholders are consulted and have the chance to provide their inputs during the evaluation process	• Strong RBM expertise and proven evaluation experience. • Demonstrated knowledge and expertise of labour migration will be advantage; • Demonstrated knowledge and experience on gender issues, including gender mainstreaming • At least 10 years' experience in evaluations of policies, strategies, country programmes and organizational effectiveness; at least 5 years' experience serving as a team leader with experience applying human rights and gender based approaches to evaluation. • Experience conducting country programme evaluations for UN organizations is an asset • Expertise in qualitative and quantitative evaluation methods and an understanding of issues related to validity and reliability; • Fluency in spoken and written English,

Responsibility and Profile of 2-3 of team members (nationals of South and/or Southeast Asia)

Responsibilities	Profile
• Provide context specific and technical (particularly on labour migration and gender in South and Southeast Asia) and methodological advice necessary to the team leader • Support the evaluation team leader throughout the evaluation process (inception, data collection, data analysis, and report writing); • Represent the evaluation team in meetings/interviews/focus group discussions with stakeholders; • Ensure that all key stakeholders are consulted • Contribute to the report drafting, dissemination and communication by participating in webinars and supporting or providing inputs to evaluation communication products.	• Post graduate degree in a field of relevance to the evaluation (Gender, Sociology, Political Science, Anthropology, or other Social Science degree), and have specific experience labour migration and gender • at least 5 years in the areas relevant to labour migration, gender mainstreaming, good governance and international cooperation • Experience in conducting country programme evaluations for UN organizations is an asset • Expertise in qualitative and quantitative research • Fluency in spoken and written English,

GOALS programme team will be consulted throughout the evaluation process and they will facilitate inputs to first and secondary data. They will provide all relevant documents and support the logistics needed by the evaluation team. ILO GOALS team will provide necessary budget for this MTE and will issue contract for the evaluation team.

8. Evaluation Workplan

It is estimated that the scope of effort required by the evaluation will be 63 days. The successful evaluation consultants will be remunerated on an output based total fee.

Task	Dates	Team Leader Days	National Consultants Days (combined)	Total Days
Contracting	By March 14			
Desk Review and Development of Inception Report	**March 14-April 1**	**7**	**4**	**10**
Review of Initial Documents	March 14-18			
Briefings with Project Team	March 16-18			
Development of inception report and data collection tools	March 21-25			
Submission of Draft Inception Report	March 25			
Pre data collection evaluation team workshop				
Review of Inception Report by ILO and partners	March 28- April 1			
Data Collection	**April 1-April 29**	**12**	**22**	**30**
Reporting and Feedback Workshops	**May 2- June 3**			
Stakeholder Feedback Workshop	Early May	1	1	2
Project Team Feedback Workshop		1	1	2
Development of Draft Report	May 2-13	10	2	12
Review of Draft Report by ILO and partners	May 16-27			
Finalization of Report and Response to Feedback	May 30- June 3	2		2
Sign-Off of report by ILO	Week of June 6			
Total Days		**33**	**30**	**63**

Annex 2: Evaluation Matrix

Question	Secondary Lines of Enquiry	Indicators	Data Sources	Method	Analysis and assessment
Relevance					
To what extent are the objectives of GOALS consistent with beneficiary requirements, country needs, global priorities, and partners' and donor policies, especially with regards to migrants' rights and gender equality?	Were the thematic priorities from the CP TAWGs the most relevant to the member states, needs of migrants and individual country needs? How has gender equality been mainstreamed into the programme- does this meet the needs identified? Does the programme align with SDC's policies and goals? Does the programme align with UN frameworks such as the SWAP, UNDIS etc and individual PUNO strategies??	Alignment of programme goals with member state, social partners, migrant representative groups, and donor priorities. Evidence of gender needs assessments being considered in the programme design and implementation	Programme documents TAWG Meeting Minutes Interviews Government, Social Partners, Migrant Representative Organisations, Donor	Document review KIIs	Qualitative Content Analysis of relevant national and donor policy documents. Thematic analysis and triangulation of interview data showing relevance to various stakeholder needs. GRES
To what extent has GOALS responded and adapted appropriately and according to the priorities and needs of stakeholders within the shifting and dynamic context at regional and country levels, including the COVID-19 pandemic?	How has the programme adapted to the COVID-19 pandemic? Has COVID-19 changed priorities of different stakeholders? Do the current geo-political crises (Afghanistan, Ukraine, Myanmar etc), change the priorities of stakeholders?	Documented evidence of adaption to COVID-19 and various geo-political crises Evidence of reviewing key stakeholder needs as the programme has progressed	Programme documents Key stakeholders PUNO staff Government, Social Partners, Migrant Representative Organisations	Document review KIIs	Assess measures taken to adapt the programme to changing priorities
Coherence					

To what extent is the overall programme approach strategic and making use of the IOM, ILO and UN Women's comparative advantages to achieve the outcomes?	Link to questions on efficiency What synergies exist between this programme and other projects/programmes implemented by the PUNOs? Beyond the three agencies, is the programme maximising synergies and coherence with the UN system in general?	Evidence of use of different PUNO resources Examples of coordination with other PUNO projects and other UN agencies	Programme documents PUNO staff	Document review KIIs	Qualitative Content Analysis of programme documents. Thematic analysis and triangulation of interview data showing coherence and synergies between PUNOs.
Is the programme aligned with relevant international normative frameworks?	Is the programme consistent with the goals of the SDGs and GCM? Which ILO conventions are relevant for the programme? Does the programme align with the core international human rights treaties and other universal human rights mechanisms?	Alignment of programme with SDGs, GCM, ILO conventions, CEDAW, ICRMW, UNCRPD and others	Programme documents International framework documents Government Officials PUNO staff	Document review KIIs	Qualitative Content Analysis of international normative frameworks and project documentation.
Validity of Design					
To what extent are the expected "interlinkages" of the outcomes (specific objectives) sufficiently defined and implemented coherently?	Are the interlinkages in the theory of change clear and valid? Are there breakdowns in implementation which impact the overall goals of the programme? Is there clear connection between the regional and national level activities, outputs and outcomes? Is the theory of change understood by the stakeholders?	Evidence of connection between the activities and the various pathways of change in the theory of change Examples of connections between the national and regional outcomes	Programme documents Key stakeholders PUNO staff Government, Social Partners, Migrant Representative Organisations, Academics	Document review KIIs	Analyse theory of change for completeness and valid pathways Thematic analysis of interview data GRES

	Are the indicators appropriate and SMART?				
Are the risks and assumptions identified for the programme valid and up to date?	Are there updates needed?	Evidence risks and assumptions remain valid or need amending	Risk register Progress reports PUNO staff	Document review KII	Qualitative content analysis of theory of change, risk matrix, log-frame, assumptions list
Effectiveness					
To what extent is GOALS progressing with the planned work, and to what extent are the 3 outcomes expected to be achieved? How and to what extent will each outcome (and subsequent outputs) of the current programme achieve results (qualitative)?	What is the progress against the action plan? Where there are delays, are there plans for achieving the outputs? Are the outputs likely to achieve outcomes by the end of the programme?	Planned vs actual achievements Existence of action points to address programme delays	Progress reports Logical framework updates PUNO staff	Document review KII	Analysis of work plan against outputs
What are the potential factors of success both at the policy and operational level? What were the challenges? Are there any initial lessons learnt and good practices from implementation to date?	How effectively is the elevator approach working (the concept of work moving from regional to national to regional)? What are the strengths, weaknesses, opportunities, and threats of the programme? How can the lessons learned and good practices identified to date that be sustained in the remaining phase of the programme to achieve results?	Evidence from data collected for other questions of key enabling factors and challenges of the programme. Evidence of feedback mechanisms to allow the key stakeholders to share, review, and action lessons learned	Data from other questions PUNO staff Government Officials	Data analysis KII	Thematic analysis of interview data GRES
Human Rights and Gender Equality					

To what extent is the programme identifying, reaching and responding to the priorities and needs of the most excluded groups of women migrant workers, including women with disabilities and other marginalised groups?	Has the programme identified what their needs and priorities are and how they differ from other groups priorities and needs? To what extent are women's voice and agency promoted through the programme?	Evidence of involvement of representative groups in decision making processes Evidence of needs assessments Meeting minutes showing involvement of migrant women's groups	Programme documents Migrant Representatives Trade Unions PUNO Gender and Diversity Experts	Document review KIIs	Thematic analysis of interview data GRES
To what extent is the programme applying a rights-based approach in its implementation (inclusive, participatory, transparent, etc.)?	Is broad participation (of different groups and meaningful consideration of each groups' inputs) promoted during the programme? Do representative groups have the opportunity to guide the direction of the programme and involvement in individual activities? Are issues of non-discrimination for other groups such as persons with disabilities addressed through the programme?	Meeting minutes showing involvement of different groups Existence of feedback loops	Programme documents Government, Social Partners, Migrant Representative Organisations	Document review KIIs	Qualitative Content Analysis of programme documents. GRES
Organisational efficiency					
How does the programme apply value-for-money in its design and implementation?	Are principles of equity, economy, efficiency and effectiveness built into the programme? Does the combined UN approach promote or hinder efficiency? Is resourcing adequate to ensure efficient and timely delivery of results?	Evidence of value for money being considered by programme partners?	Programme documents PUNO staff	Document review KIIs	Analyse against the 4 Es of value for money framework

	Are there areas where wastage occurs?				
How economically and timely are GOALS resource/inputs (e.g. financial, human, institutional, technical, etc.) converted to results?	What is the planned vs actual expenditure? Has the programme leveraged the expertise of each PUNO effectively? Are the programme management capacities and structure (including the operational/implementation arrangements and communication structure) facilitating good results and efficient delivery? Is there an effective progress for collecting disaggregated programme monitoring data?	Planned vs actual outputs Communication SOP or similar Evidence the M&E plan is updated regularly Updated logframe and progress reports	Programme documents PUNO staff	Document review KIIs	Assess measures to improve coordination and use of expertise of each agency. Analyse RBM system
Potential impact and sustainability					
To what extent, GOALS has strategies for outcomes' sustainability and orientation to impact and making direction towards achieving the sustainability of results from an institutional, policy and financial perspective?	Is there an exit strategy for the programme? What level of ownership in the TAWG system and other programme elements can be identified among the different stakeholders? How will the programme ensure the TAWGs continue to operate after the end of the programme? What policy level changes are likely to be achieved by the end of the programme?	Evidence of exit strategy being discussed within programme team and programme stakeholders? Commitments by policy makers to consider policy changes.	Programme documents PUNO staff TAWG Members	Document review KIIs	Analyse project design for assessing the impact and sustainability consideration in design phase Assess measures taken for sustaining project results
In what way can the current interventions of the programme be adapted in order to increase potential impact and sustainability?	Linked to previous question				

Annex 3: List of Interviews Conducted

Name	Position	Organisation	Gender	Interviewer
Laxman Basnet	Regional Coordinator	SARTUC	M	SB
Malima	Project Officer	SARTUC	F	SB
Ira Rachmawati	Project Officer, Human & Trade Union Rights Dept.	ITUC	F	CM
Sumaiya Islam	Executive Director	Bangladesh Nari Sramik Kendra	F	ZH
Ayessa Nilong	Program Assistant	MFA	F	CM
Raque Lalangan	Program Assistant	MFA	F	CM
Gemma Galan	Finance Officer	MFA	F	CM
Nilima Rai	Program Officer	SARTUC	F	CM
Prof Ram Babu Bhagat	Professor and Head, Department of Migration and Urban Studies	International Institute for Population Sciences (IIPS) - India	M	CM
Kashif Salik	Associate Research Fellow	Sustainable Development Policy Institute (SDPI)	M	SB
Dr Abrar Chowdhury	Executive Director	RMMRU - Bangladesh	M	ZH
Dr Bilesha Weeraratne	Research Fellow & Head of Migration and Urbanization Policy Research	Institute of Policy Studies of Sri Lanka	F	ZH
Deepak Thapa	Director	Social Science of Baha - Nepal	M	SB
Andrea Bateman	Consultant		F	CM
Nguyen Nhu Tuan	Deputy Head	Division for Information and Communication, Department of Overseas Labor, Ministry of Labor, War Invalids and Social Affairs, Vietnam	M	CM
Chuop Narath	Deputy Director General, General Department of Labour	Ministry of Labour and Vocational Training	M	CM
Shaukat Khattak	Director, Labour Statistics	Pakistan Bureau of Statistics, Statistics Division	M	SB
Thaneshwar Bhusal	Under Secretary	Ministry of Labour, Employment and Social Security, Nepal	M	SB

Syed Nazar Ali	Director	Employers Federation of Pakistan	M	SB
Farooq Ahmed	Secretary General and CEO	MCCI and Bangladesh Employers Federation	M	ZH
Farrukh Jamal	Director Research	Bureau of Emigration and Overseas Employment, Pakistan	M	SB
Shireen Faseh	Assistant Director Research	Bureau of Emigration and Overseas Employment, Pakistan	F	SB
Shafiq Hussain Khokar	Director General	National Vocational and Technical Training Commission Islamabad	M	SB
Ambreen Bakhtiar	Director SS&C	National Vocational and Technical Training Commission Islamabad	F	SB
Muhammad Asim	Assistant Director	National Vocational and Technical Training Commission Islamabad	M	SB
Amish Karki	Technical Officer	DWT/CO ILO - New Delhi	M	CM
Andrew Gray	Senior Programme Manager - GOALS Programme	IOM, Sri Lanka and the Maldives	M	CM
Nansiri Iamsuk	Programme Specialist- Migration	UN Women ROAP	F	CM
Lohitha Karunasekera	National M&E Officer - GOALS programme	IOM, Sri Lanka and the Maldives	M	CM & SB
Shabarinath Nair	Regional Migration Specialist	DWT/CO ILO - New Delhi	M	CM
Dagmar Walter	Director	DWT/CO ILO - New Delhi	F	CM
Gabriel Bordado	Skills and Employability Specialist	DWT/CO ILO - New Delhi	M	CM
Ravindra Laksen Prasanna Peiris	Senior Specialist on Employers Activities	DWT/CO ILO - New Delhi	M	CM
Peter Buwembo	Labour Statistician Specialist	DWT/CO ILO - New Delhi	M	CM
Divya Verma	Programme Officer - Area focal point for International Labour Standards, Labour Law, Fundamental Principals and Rights at Work, Social Protection	DWT/CO ILO - New Delhi	F	SB
Laetitia Roberts	Chief Technical Advisor	Bangladesh, ILO	F	ZH
Simrin Singh	Country Director	Sri Lanka, ILO	M	ZH
Richard Howard	Country Director	Nepal, ILO	M	SB
Mahandra Naidoo	Country Director	Pakistan, ILO	M	SB

Shahzad Ahmed	GOALS National Program Officer	Pakistan, ILO	M	SB
Syed Saghir Bukhari	Senior Program Officer	Pakistan, ILO	M	SB
Asanga Ranasinghe	Programme Officer Labour Migration - Regional	IOM, Sri Lanka and the Maldives	M	ZH
Marina Manke	Head, Labour Mobility & Human Dev. Division	IOM, Geneva	F	CM
Sarat Dash	Chief of Mission	IOM - Sri Lanka and Maldives	M	ZH
Nicoletta Giordano	Head, International Partnerships Division	IOM, Geneva	F	CM
Benil Thavarasa	Regional Advisor, Migration and Development South and South-East Asia	SDC	M	CM
Katja Freiwald	Women's Economic Empowerment - Migration Lead	UN Women ROAP	F	ZH
Valentina Volpe	Ending Violence against Women Specialist - Safe and Fair programme	UN Women ROAP	F	CM
Tapati Saha	Programme Analyst - Women's Economic Empowerment Programme	UN Women Bangladesh Country Office	F	ZH

Annex 4: List of documents consulted

Programme Documents

- PRODOC
- Logical Framework/Meta Data Indicator Sheets
- MEL Plan-including detailed theory of change
- Draft Interim Annual Narrative Report 2021
- Interim Annual Narrative Report 2020
- August 2020 – December 2021 Interim Financial Report
- Bi-Annual PSC reporting presentation
- Work Plan
- Stakeholder List
- Minutes of TAWG meetings (x3) held to date
- Attendance lists of the TAWG meetings (x3)
- ToR - Capacity Building of CSOs and Trade Unions
- Migrant Forum Asia Proposal for the Capacity Building of CSOs and Trade Unions
- Concept Note: Framework for the Prevention of GBVHAWMW in South and Southeast Asia
- Draft SAARC Qualifications Framework
- Migrant Recruitment Advisor Webpage
- Background Paper: Prevention GBVH South and South East Asia framework
- Background paper and presentation, Prevention of Gender-Based Violence and Harassment against Women Migrant Workers in South and South-East Asia
- Terms of Reference for SALAM
- Final Evaluation Report "Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries"
- Regional Qualification Framework (RQF): "A way forward for Greater Mobility of SAARC Workers" presentation
- GOALS Communication Plan
- TORs for Gender Assessment of Skills Development Opportunities for Women Migrant Workers: Sri Lanka and Pakistan
- Press briefing note with quote cards: UN Women Tool Kit on GRER Seminar
- Final Report on Measuring and Analysing Labour Migration course- ITCILO
- GOALS SWOT Analysis- conducting by programme team, March 2022

International Frameworks and Reports

- Global Compact for Safe, Orderly, and Regular Migration
- Asia-Pacific Regional Review of Implementation of the Global Compact for Safe, Orderly and Regular Migration. An Analysis of its Main Findings and Recommendations
- Report of the Special Rapporteur on violence against women, its causes and consequences- A/67/227
- Disability Inclusion in the United Nations system. Report of the Secretary General 2020
- The Incheon Strategy to "Make the Right Real" for Persons with Disabilities in Asia and the Pacific
- The Sustainable Development Goals: https://sdgs.un.org/goals

- Jeevan Baniya, Prajesh Aryal and Amit Gautam (2022). Assessment of GCM Implementation in Bangladesh, India, Nepal, Pakistan, and Sri Lanka. SARTUC. https://www.sartuc.org/issue/migration/

Evaluation Guidelines

- ILO's evaluation guidelines (2020)
- UN Women Evaluation Handbook (2015)
- UN Women Good Practices in Gender Responsive Evaluations (2020)
- UN Women Evaluation Policy (2012)
- IOM's Gender and Evaluation Tip-Sheet
- IOM's Guidance for Evaluators (2021),
- IOM's Guidance for Addressing Gender in Evaluations (2018)
- United Nation's Evaluation Group's (UNEG) guidelines on Integrating Human Rights and Gender Equality in Evaluation

Annex 5: Lessons learnt and Good practices

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Template 4.1: Lessons Learned

Governance of Labour Migration in South and South-East Asia (GOALS)

Project DC/SYMBOL: RAS/19/09/IOM
Name of Evaluator: Chris Morris
Date: Click here to enter a date.

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

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	An inception period is particularly necessary in a complex ONE UN programme where the modes of operation and individual issues are not decided during the design phase.
Context and any related preconditions	In this type of programme, it was particularly challenging. The complexities of agreeing the working arrangements, reporting, and budget line splits were all required post-contract signing. The PRODOC did not specify exactly how this arrangement would work. Additionally, the theory of change, workplan, MEL plan, and refinement of the results framework, also needed to be completed. Significant effort was also put into designing the administrative arrangements and programmatic decision-making process for the three agencies. This included designing templates for operating a programme with two conveners instead of one as the UNDP templates had been designed for.
Targeted users /Beneficiaries	Future ONE UN programme designers
Challenges /negative lessons - Causal factors	The lack of the inception period is a significant contributing factor to the delays in the programme. The initial stages of the programme were used to recruit staff, agree working agreements, design the workplan, refine the results framework, and agree the theory of change. The programme is implemented under an ambitious timescale though, and the delays to actually programming while the above were arranged, mean it will be very challenging to implement the programme on time. The structure of this particular ONE UN programme exacerbates this concern. The approach of having two conveners required new templates to be designed and the sharing of budget lines has complicated the approval of activities.
Success / Positive Issues - Causal factors	The effort the programme has put into piloting the approaches to the ONE UN programme with more than one convener, along with the lessons learned from working together, can be capitalised within the UN system to benefit future programmes.
ILO Administrative Issues (staff, resources, design, implementation)	An inception period should make the delivery of the rest of the programme more efficient, because it will support effective programme planning. However, inception periods may reduce the timescale of the programme, depending on a donor's funding cycle. The outcomes of the programme should reflect this.

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Template 4.1: Lessons Learned

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

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	Starting the recruitment process for key positions prior to the contract being signed can help minimise delays to the start of a programme.
Context and any related preconditions	One of reasons for the delays to the programme was the delays of some agencies of recruiting staff for the programme. The recruitment process did not start until after the contract began. Although it is acknowledged there are resource implications in conducting recruitment exercises, in the case of programmes where a significant likelihood of signing the contract is recognised, it would be effective to begin the recruitment search before the programme starts to allow the placement of individuals shortly after the contract is signed. This would allow initial activities and planning to begin earlier and also reduce the underspend caused by delays in the need for salaries which are included in the budget.
Targeted users /Beneficiaries	Programme and HR staff of UN agencies involved in programme design and inception.
Challenges /negative lessons - Causal factors	This is linked to the lesson learned on the lack of an inception period. However, even with an inception period, focusing on launching recruitment processes earlier is advisable so that key staff are in place for the other key work in the inception period and early stages of the programme.
Success / Positive Issues - Causal factors	Agencies who had delayed recruitment, were able to cover gaps through assigning other staff to the programme or identifying consultants to fill gaps temporarily. While this is not as efficient as having staff in place at the start of the programme, it did help reduce some of the challenges the programme faced.
ILO Administrative Issues (staff, resources, design, implementation)	Would require utilising resources for recruitment prior to the contract being signed. It would though create

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▶ Template 4.1: Lessons Learned

Governance of Labour Migration in South and South-East Asia (GOALS)

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Date: Click here to enter a date.

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

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	Ensuring sufficient funding for national level positions is important to maximise the benefits of the elevator approach in a regional programme such as GOALS.
Context and any related preconditions	One of the key findings of the evaluation of IOM's previous programme supporting the Colombo Process was that there was insufficient attention paid to ensuring regional initiatives could be operationalised at the national level. GOALS has avoided this by ensuring Outcome 2 has significant work at the national level.
Targeted users /Beneficiaries	Designers of regional programmes which have significant implementation at the national level.
Challenges /negative lessons - Causal factors	Funding for national level positions does not correspond to the outputs expected. As such, the programme relies on the leveraging of other resources from the three PUNOs' country offices. It was understood that part of the reason for this was a desire from the donor to enhance the synergies between various initiatives being implemented in the region. This has been effective to an extent, but this approach does rely on national staff linked to other programmes being able to find time to support and implement activities, which may not be a priority when other programmes have deadlines for implementation.
Success / Positive Issues - Causal factors	The programme has built developed strong synergies with other national and regional programmes, which has helped reduce replication. The lack of funding for national level positions has made identifying the synergies more important. It is important to identify a good balance between ensuring adequate funding but ensuring the programme continues to coordinate with other programmes and work collaboratively to them.
ILO Administrative Issues (staff, resources, design, implementation)	Budgets will need to balanced accordingly to ensure funding for these positions can be included in project design.

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Template 4.1: Lessons Learned

Governance of Labour Migration in South and South-East Asia (GOALS)

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Name of Evaluator: Chris Morris
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The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may beincluded in the full evaluation report.

LESSON LEARNED ELEMENT	TEXT
Brief description of lessons learned (link to specific action or task)	Ensuring individual budget lines are limited to one PUNO as much as possible can reduce delays from administrative processes.
Context and any related preconditions	The initial budget was quite complicated with more than one agency having a proportion of an individual budget line.
Targeted users /Beneficiaries	ONE UN programme designers
Challenges /negative lessons - Causal factors	This level of sharing of the budget made contracting difficult as it is not efficient to have a consultancy split into two or three individual contracts. It also increased delays as each agency has to go through different bureaucratic processes to authorise the expenditure. Simplifying the budget lines for individual activities under just one of the agencies has helped reduced administrative delays.
Success / Positive Issues - Causal factors	The programme went through a budget realignment in December 2021 to address this concern. This simplified the process for certain activities, such as the funding for the academic institutions in the SALAM network. Moving budget under one agency's control does not necessarily mean the other agencies lose control of that activity. For example, IOM and UN Women gave significant input into the design and management of this evaluation, but the contracts with the evaluation team were managed through ILO.
ILO Administrative Issues (staff, resources, design, implementation)	The main resource implication is that moving budget from one agencies control to another impacts the administrative overhead allocated on a percentage basis to an agency. If the total budget they hold goes down, then the percentage administrative overhead will also reduce. However, this should be manageable by designing a budget is way where each agency controls an agreed percentage of the budget, but the budget is designed in a way where individual budget lines are not split between agencies.

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Template 4.2: Emerging good practices

Governance of Labour Migration in South and South-East Asia (GOALS)

Project DC/SYMBOL: RAS/19/09/IOM
Name of Evaluator: Chris Morris
Date: Click here to enter a date.

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

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Establishing a weekly coordination process has helped facilitate good communication between the programme team.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The PRODOC indicates under the management arrangements, that a Project Technical Team meeting would take place once a month to discuss progress and review plans. However, it is reported that in reality, team meetings are taking place more regularly, and outside of leave and field missions, on a weekly basis.
Establish a clear cause- effect relationship	Several stakeholders reported the working relationship developed among the team to have been an important factor in mitigating some of the other challenges linked to bureaucracy and coordination between the different agencies.
Indicate measurable impact and targeted beneficiaries	It is difficult to specify a measurable impact. The targeted beneficiaries are programme teams and ultimately all those who benefit from improvements in efficiency in the programme.
Potential for replication and by whom	Future ONEUN and inter-agency programmes.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This specific programme links to P&B Outcome 7, Outputs 7.1 & 7.5
Other documents or relevant comments	n/a

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▶ Template 4.2: Emerging good practices

Governance of Labour Migration in South and South-East Asia (GOALS)

Project DC/SYMBOL: RAS/19/09/IOM
Name of Evaluator: Chris Morris
Date: Click here to enter a date.

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

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Ensuring different elements of a programme can make progress and have individual impact, even if there are delays to the overall programme, is a useful approach in a complicated multi-agency and multi-country programme.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The good practice is applicable to programmes which are working on multiple themes in an overarching field such as migration.
Establish a clear cause- effect relationship	Despite the delays in the implementation of some areas of the programme, other areas have been able to make progress. The individual thematic outputs of Outcome 2 are not reliant on each other to make progress, nor to the rely on the Colombo Process activities in Outcome 1.
Indicate measurable impact and targeted beneficiaries	Measurable impact will be seen from progress at the end of the programme in each thematic area.
Potential for replication and by whom	UN staff developing programmes, particularly those with many different elements.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This specific programme links to P&B Outcome 7, Outputs 7.1 & 7.5
Other documents or relevant comments	

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▶ Template 4.2: Emerging good practices

Governance of Labour Migration in South and South-East Asia (GOALS)

Project DC/SYMBOL: RAS/19/09/IOM
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Date: Click here to enter a date.

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

GOOD PRACTICE ELEMENT	TEXT
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Bringing together CSOs and Trade Unions has helped strengthen the links between these two types of entity who have similar missions and goals with regards to migrant workers, but who often do not interact effectively.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This may have been done in other regions and between CSOs and trade unions representing groups other than migrants. The reflection of stakeholders in the evaluation was this approach was a first for them in this region. The principals of the good practice should though be applicable in many different contexts.
Establish a clear cause- effect relationship	A number of stakeholders reflected on the importance of building collaboration, which was new to them. Although too early to measure, the belief of stakeholders in the evaluation was this collaboration would strengthen their voice in regional and national migration governance mechanisms.
Indicate measurable impact and targeted beneficiaries	It is difficult to specify a measurable impact. The targeted beneficiaries are trade unions, CSOs, and the individuals they represent.
Potential for replication and by whom	Applicable as a good practice in migration programmes seeking to build the capacity and influence of groups representing migrant workers.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This specific programme links to P&B Outcome 7, Outputs 7.1 & 7.5
Other documents or relevant comments	n/a