

The Application of Migration Policy for Decent Work of Migrant Workers Phase II

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

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LIST OF ABBREVIATIONS

| | |
|---------|---|
| BAIRA | Bangladesh Association for International Recruitment Agents |
| BBDN | Bangladesh Business and Disability Network |
| BBS | Bangladesh Bureau of Statistics |
| BEF | Bangladesh Employers Federation |
| BILS | Bangladesh Institute of Labour Studies |
| BLA | Bilateral Agreement |
| BMET | Bureau of Manpower Employment and Training |
| BNSK | Bangladesh Nari Sramik Kendra |
| BOESL | Bangladesh Overseas Employment and Services Limited |
| BRAC | Bangladesh Rural Advancement Committee |
| BTEB | Bangladesh Technical Education Board |
| CTA | Chief Technical Adviser |
| CuCCI | Cumilla Chamber of Commerce and Industry |
| DEMO | District Employment and Manpower Office |
| DWCP | Decent Work Country Programme |
| EU | European Union |
| FGD | Focus Group Discussions |
| FCDO | Foreign, Commonwealth and Development Office |
| FYP | Five Year Plan |
| G2G | Government to Government |
| GCM | Global Compact for Safe, Orderly and Regular Migration |
| GFMD | Global Forum for Migration and Development |
| GOALS | Governance of Labour Migration in South and Southeast Asia |
| GOB | Government of Bangladesh |
| ILO | International Labour Organization |
| ILS | International Labour Standards |
| ISCO | International Standard Classification of Occupation |
| ITC-ILO | International Training Centre – International Labour Organization |
| IOM | International Organization for Migration |
| LARS | Labour Attaché Reporting System |
| LMDM | Labour Migration Diplomacy Module |
| LMIS | Labour Market Information Systems |
| MOEWOE | Ministry of Expatriates' Welfare and Overseas Employment |
| MRC | Migrants Resource Centre |
| MTE | Mid Term Evaluation |
| MOFA | Ministry of Foreign Affairs |
| MOU | Memorandum of Understanding |
| MWIMS | Migrant Workers Information Management System |
| NCCWE | National Coordination Committee for Workers Education |
| NGO/CSO | Non-Governmental Organizations/ Civil Society Organizations |

| | |
|----------|---|
| OECD/DAC | Organization Economic Cooperation and Development/ Development Assistance Committee |
| OEMA | Overseas Employment and Migration Act |
| OKUP | Ovibashi Karmi Unnayan Programme |
| PCC | Project Coordination Committee |
| PDOT | Pre- Departure Orientation Training |
| PKB | Probashi Kalyan Bank |
| PRODOC | Project Document |
| PSC | Project Steering Committee |
| PWD | People with Disability |
| RA | Recruitment Agencies |
| RAIMS | Recruitment Agencies Information and Management System |
| RMMRU | Refugee and Migratory Movements Research Unit |
| ROAP | ILO Regional Office for Asia and the Pacific |
| RPL | Recognition of Prior Learning |
| SDC | Swiss Agency for Development and Cooperation |
| SDG | Sustainable Development Goals |
| TA | Technical Assistance |
| TOC | Theory of Change |
| TOR | Terms of Reference |
| TTC | Technical Training Centre |
| UNEG | United Nations Evaluation Group |
| UNODC | United Nations Office on Drugs and Crime |
| UNWOMEN | United Nations Entity for Gender Equality and the Empowerment of Women |
| WARBE | The Welfare Association for the Rights of Bangladeshi Emigrants |
| WEWB | Wage Earners' Welfare Board |
| WIF | Work in Freedom Project of the ILO |

Executive Summary

Draft Report of the Final Independent Evaluation Report of The Application of Migration Policy for Decent Work of Migrant Workers Phase II

Project Background

The present report presents the findings of the Final Independent Evaluation of the project entitled **The Application of Migration Policy for Decent Work of Migrant Workers Phase II**. The project is a 75- month project funded by the Swiss Agency for Development and Cooperation (SDC), implemented by the International Labour Organization (ILO) to help the Government of Bangladesh (GOB) in operationalizing migrant-centric policy and legal measures which were developed with the assistance of the earlier ILO initiatives. The project aims to help authorities manage migration better through the provision of research assistance, technical advisory support, negotiation consultancy and protection of the rights of the migrant labourers. The objective of the project is: ‘men and women migrant workers will benefit from safe migration and decent work’ and contribute to the sustainable economic and social development of Bangladesh.

Evaluation Background

Purpose, scope and clients of the evaluation

The main purpose of this evaluation is to promote accountability to key stakeholders, including the GOB and the donor and to enhance learning within the ILO and other key stakeholders. The scope of the Evaluation covers all three Outcomes of the project, as well as the entire programme period from April 2016 to 31 July 2022. The geographical scope of the programme covers the country of Bangladesh. The main clients include the ILO the project team and ILO Country Office for Bangladesh, DWT –New Delhi (Migration, social protection, GOB, SDC and other key stakeholders).

The evaluation questions

The evaluation questions to be answered with respect to the evaluation criteria are as specified in the Terms of Reference (TOR). Evaluation criteria to be applied related to relevance, validity of design, coherence, effectiveness, efficiency and cost effectiveness, impact, sustainability, and Tripartism, Social Dialogue, gender equality and non-discrimination and COVID 19. The TOR elaborated the key evaluation questions for each criterion. The evaluation includes the key outputs, results, lessons, and good practices emerging from the implementation of the project from April 2016 till the beginning of the final evaluation in May 2022. Besides laying out the strengths and weaknesses, the evaluation emphasizes on the expectations and outcomes of the Migration Project, incorporating views of stakeholders and beneficiaries in its coverage.

Methodology

The evaluation used a a theory-based qualitative evaluation approach, to interview a wide range of stakeholders through individual and Focus Group Interviews. A total of 50 meetings were held, for discussions with over 78 stakeholders, of which 30 were women. The evaluators completed a field mission to meet returnee migrant workers and hold a validation workshop combined with debriefing to the project team. The draft report was sent to stakeholders for feedback, and these were incorporated in the final report.

Main Findings

Relevance

The project aligns well with the 7th and 8th Five Year Plans of the GOB, which prioritize the employment and protection of migrant workers. The project contributes to Sustainable Development Goals (SDG) 1, 8 and 10 on poverty reduction, decent work and reducing inequalities. The project is consistent with ILO's DWCP and Programme and Budget outcome on promoting fair and effective labour migration policies, besides holding an important place on the SDC's portfolio nationally and globally, as the project outcomes are focused on improving access to safer migration services, establishing legal frameworks to protect migrants and policies to improve facilitation of remittances. Workers' and employers' organizations also consider the project highly relevant in reducing the vulnerabilities of migrant workers and returnees, especially women workers.

Coherence

The project has been highly successful in leveraging partnerships. It coordinated with the European Union (EU) funded and ILO-implemented SKILLS21 programme, International Organization for Migration (IOM), the United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN) for discussions, formulating policies and implementation. It collaborated with regional projects, e.g. the Governance of Labour Migration in South and South-East Asia (GOALS) Project, , ILO-Malaysia's BRIDGE Project , Work-in-Freedom project and the TRIANGLE projects. It also collaborated with ILO Sri Lanka, Nepal and Philippines, and the SDC-funded Fairway project. The Project has supported GOB's participation in Regional Consultative Processes such as the Colombo Process, and global processes, Global Forum for Migration and Development (GFMD) and Global Compact for Safe, Orderly and Regular Migration (GCM), and leveraged these discussions for learn, e.g. about employer-pay models. The project response to the COVID-19 crisis, and added interventions relevant for reintegration of returnee migrants.

Validity of Design

The project builds on the success of its first phase (2011-2016) that worked on policy formulation, and focuses in the second phase (2018-2022), on policy implementation. The Theory of Change (TOC) envisaged three pathways i.e., governance and legislation, skills, jobs, enterprises, and social protection, but misses out elaborating on gender and disability inclusion. The Project is well aligned with the Theory of Change and benefited from the flexibility of the donor and implementing agency to accommodate new needs, arising due to COVID-19 and government priorities. The project was realistic as there was political will from the government. Yet, institutional reform faced barriers of resistance to organizational change, and vested interests resulted in delayed implementation of the policy changes initiated by the Project.

Effectiveness: The Achievements of Results

The Project has achieved all its outputs and has contributed to the two outcomes envisaged: better protection of women and men migrant workers, and improved capacities of public and private institutions to contribute to safe migration and decent work for migrant workers. The Project supported the development and revisions of several Acts, Rules and Guidelines, to incorporate International Labour Standards (ILS) in MOUs. The Project capacitated government departments to implement the Migrant Workers Information and Management System (MWIMS). A Recruitment Agencies Information and Management System (RAIMS) was developed, operationalized, capacities of officials built, and registrations completed of over 79% of the estimated RAs in Bangladesh. The complaints mechanism is operational, but not yet fully digitalized. The Project supported a mandatory death and disability insurance, contributing to social protection for all outgoing migrant workers, although the insurance claim ration is currently low.

The project has contributed to development and approval of 8 skill training modules, including two for feminized occupations. A unified tool has been developed for existing Pre-Departure Orientation Trainings (PDOTs) and piloted through 4 courses amongst 26,347 migrants. The project has developed and mainstreamed Labour Migration Module in Bangladesh's Labour Force Survey, which includes a cost of migration survey. The Labour Attaché Reporting System (LARS) has enabled the Labour Attaches in the pilot destination countries (e.g., UAE, Malaysia and Singapore), to keep the Ministry updated and improving the scope and quality of services for migrants in destination countries, though it is not yet scaled up to serve as a performance appraisal system for Labour Attaches. The call centres in Jeddah, Oman and UAE are operational. The Project has developed a Labour Migration Diplomacy Module (LMDM) which is to be offered to the Foreign Service Academy of the Ministry of Foreign Affairs. The Project strengthened institutional capacities through international accreditation of Bureau of Manpower Employment and Training (BMET) and Bangladesh Overseas Employment and Services Limited (BOESL), especially auditing and documentation processes, which have resulted in greater transparency in these organizations.

Efficiency: Timely Delivery, Efficiency, Monitoring and Follow Up of Recommendations

The onset of the Covid-19 pandemic delayed meetings and implementation activities. However, output delivery speeded up by hiring more staff in the last year of the Project. The resource allocation between Outcomes 1 and 2 appears balanced, in view of the expenses on development of systems for migration governance. Most of the MTE recommendation were relevant, and all have been followed by the project, except the recommendation on preparing 6-monthly reports as the annual reporting requirements were considered sufficient in capturing Project's progress.

Cost-effectiveness analysis

The Project is highly cost-effective, when valued qualitatively in terms of its potential to enable low or zero-cost migration for Bangladeshi workers, securing higher labour standards through the MOUs and government schemes. The quantitative benefits could be only estimated for a single intervention as the endline study did not yield sufficient data. However, insurance funds for death and disability of migrant workers care are generated from contributions of the workers themselves with no additional contribution from the GOB or employers, which demonstrate inequitable contributions.

Impact

The institutionalization of the project initiatives under the project such as operational complaints mechanism and mandatory death and disability insurance have high potential to safeguard migrant workers. The cost of migration survey motivated the establishment of a committee of public and private institutions to reduce costs and generate positive impact over time. However, significant impact calls for greater regulation and governance is foreseen for informal dalals and recruitment agencies. The Project has strengthened service provision through improved content and capacity to deliver PDOTs, skills training curriculum development, language trainings, and functioning MRCs and call centres. However, lasting Impact on labour migration will require continued technical support from the ILO to the GOB for filling the existing gaps in ensuring implementation of the governance systems developed during the Project.

Sustainability of Project Initiatives and Results

The policy changes were made at the instance of the Ministry of Expatriates' Welfare and Overseas Employment (MOEWOE), and are completely institutionalized, and hence sustainable. These include mechanisms and governance tools, e.g., LARS, and RAIMS, skill training modules, ISO standards attained by BOESL and BMET, the Migration Resource Centre (MRC) established in Jeddah, call centre facilities in Oman, Dubai and Abu Dhabi.

The sustainability of some mechanisms is contingent on some software errors being solved, e.g. the MWIMS , and the Complaint Mechanism. The Labour Migration Diplomacy Module has not yet been piloted, yet given the commitment, MOFA has made to mainstreaming the module, it is likely to sustain when completed. The project has contributed to enhancing national capacity for migration governance, which the GOB is committed to sustaining.

Tripartism, Social Dialogue, Gender Equality and Non-discrimination

The Project addressed gender issues by identifying feminized occupations for development of skill training curriculum and building capacities of BMET to enable women to access these opportunities. The Project developed capacities of trade unions to increase outreach and awareness of women returnee migrants. Most data reporting for the project is disaggregated by gender. The Project worked with all tripartite partners: the government including ministries and institutions, workers', and employers' organizations. During COVID-19 pandemic, the project supported the government with protection initiatives and the design of reintegration policy for migrants returning to Bangladesh in large numbers.

Conclusions

The objective of the project was to achieve safe migration and Decent Work for migrant workers, through two outcomes, one at the policy level and the second at the institutional level. At the policy level, the project has conducted extensive research to build an evidence base, conducting multi-stakeholder discussions and provide technical assistance to support the GOB to draft policies, rules, and BLAs and MOUs with destination countries. Towards the second outcome, the project has built institutional capacities, of its tripartite partners, especially government organizations, through training material development, and training programmes for their staff, and building 4 information systems of which two were fully operationalized. The Project impacts include establishment of a high-level policy environment for safety of migrants, with significant improvements in services piloted in home and destination countries. However, these impacts are mediated by a political and economic power imbalance between countries from which migrants originate and the destination countries. The major sector-wide challenge faced by the project is the prevalence of thousands of local recruitment agents, dalals, and unaccountable recruitment processes. Institutional capacities to implement the policies, especially management and use of data systems, continue to pose a challenge to effective systems of migration governance. Finally, provision of Decent Work to migrants remains in the domain of political economy: remittances serve as an important source of income for GOB as well as the families of migrant workers, making it difficult for sending countries like Bangladesh to negotiate better wages and working conditions and protections for their workers going abroad for work

Lessons Learned and Emerging Good Practices

Lessons Learned

- 1. Delayed staff recruitment and small team size led to delays and increased work pressure.** The delays were due to the long recruitment process of the ILO.
- 2. It is important to ensure that mechanisms and tools built are mainstreamed and operational, which requires sufficient time for monitoring.** The Project log frame requires that not only digital systems and tool of governance be designed, but also that they be operationalized, for outcomes and impacts to follow. Full operationalization calls for long term and strong monitoring and follow up by multiple stakeholders, including the government, implementing agency, donors and tripartite plus partners.

3. **The One-UN idea can add value but can also result in inefficiencies.** UN agencies aim to advance the One-UN idea, which requires close coordination among them to contribute to one goal: in this case safety and protection of Bangladeshi migrants abroad, reintegration on return, and access to Decent Work in destination and home countries. The Project coordinated with IOM, UNWOMEN and United Nations Office on Drugs and Crime (UNODC). While this added value to the policy advice provided to Bangladesh government, it does require investment of time and human resources.
4. **In policy projects, early identification of risks can ensure higher success in subsequent phases.** The Migration Project had two phases with a common log frame which proves advantageous in long-term planning and implementation of policy projects. However, it requires time to effect changes in policies. If the risks of attitudinal barriers, entrenched economic interests, and lag in strengthening of institutions are identified early, they can be addressed to improve the success of a policy project.
5. **The Project monitoring parameters must be agreed upon by the donor and implementing agency and the concerns must be addressed in the early stage of project implementation.** The impact generated by policy projects take longer than project focused on grassroots, thereby requiring a different set of indicators to monitor the impact.
6. **The extent to which a technical project can be expected to facilitate negotiations in favour of migrant workers may be limited,** especially when the political power equations between the destination (employing) country and the sending country may be biased in favour of the former.

Good Practices

1. **The Migration Project was highly mainstreamed in the relevant Ministry.** The the Project office was in the Ministry, a senior official seconded to the Project team, and the Project monitoring was mainstreamed in the Ministry's mechanism, which enhanced the relevance, coherence and effectiveness of the project's activities and outputs.
2. **Designing the research and information systems within the government departments and organization,** including processes of vendor selection, designing of terms of reference, finalization and testing, enabled better operationalization and sustainability, e.g., LARS, RAIMS, Labour migration module in the Labour Force Survey and the cost of migration survey.
3. **Multi-stakeholder meetings, involving all tripartite partners,** research organizations, think tanks, and key CSOs and NGOs in the field of migration in Bangladesh, were successful in creating awareness, and inputs from all stakeholders for national policy making and regional discussions.

Recommendations

The key recommendations for the future design of ILO projects in the field of migration in Bangladesh are:

1. **Continue to work on the 'employment' and 'protection' objectives of migration:** The overall objective of the migration initiatives is to achieve high numbers of migration abroad for Bangladeshi workers (the employment objective) while ensuring that they obtain Decent Work (the protection objective), and that returning workers are socially, economically and psychologically reintegrated (the reintegration objective). While the reintegration objective is likely to secure donor funding in the near future, ILO will need to continue work on the former two objectives too, which include, but are not

limited to, formalization, regulation, and capacity building of informal recruitment agents and building migrant workers' organizations, strategizing safety and decent work for women migrants, completing the operationalization of the migration governance systems, and building a consensus towards ratification of ILO Conventions C97, C143, C189 and C190.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

2. **Mainstream gender and disability inclusion in the project design:** Women predominantly migrate for specific sectors such as domestic work, care work, and garment work, and are highly vulnerable to exploitative jobs, forced labour and trafficking. Women migrant workers have special needs in all three phases, pre-departure, while on migration, and on return. Future projects need to mainstream gender in current policies and implementation mechanisms, and have affirmative measures. Similarly, particular attention needs to be paid to People with Disability (PWD) and other marginalized groups.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | Medium |

3. **Prioritize migrant workers' organization building:** The policy environment for migrant workers is particularly vitiated in terms of rights to organize; they are not permitted to join/ form unions either in the home country, Bangladesh, or in the destination countries. This prevents them from coming together to voice their concerns related to Decent Work. There is a need to work at policy level, and for institution-building, to strengthen workers' organizations and their voice.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

4. **Operationalize the OEMA Including *Dalals* in the governance value chain:** After having been acknowledged in the OEMA revision, *Dalals* need to be regularized, and their capacities built, for enabling safe migration.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

5. **In a Technical Cooperation Project that addresses policy change, consider addressing any concerns about indicators and monitoring processes early in the project implementation.** The donors and implementing agencies need to agree on the levels of indicators (policy, institutional, grassroots), processes for doing the baseline and endline measurements, and means for resolving differences within the first 6 months of project implementation.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | Low |

The Evaluation Report
Final Independent Evaluation Report of
The Application of Migration Policy for Decent Work of Migrant Workers Phase II

1. Project Background and Context

Over the past 8 Years, Bangladesh has made significant progress on poverty reduction, and is no more a low-income country. Yet, more than 47 million Bangladeshis remain below the poverty line (World Bank), and country continues to face severe climate change vulnerabilities. Between 2011-2021, an estimated 25 million new entrants joined the labour force.

Given the threat of unemployment especially among youth, migrant work can reduce poverty and improve livelihoods for individuals and their families. 12% or more of the labour force in Bangladesh is employed overseas. In the financial year 2015, remittance was 7.87 per cent of the GDP and 49.78 per cent and 37.65 percent of the country's total export and import respectively. Migrant worker households benefit from remittances, with better education outcomes and better access to health care, water, sanitation and nutrition.

Although migrant workers gain from the employment abroad, they are are vulnerable to exploitation by recruitment agents and middlemen, and face challenges in accumulating and remitting funds to significantly impact the well-being of their families. Bangladeshi workers experience some of the highest costs of migration, and yet are among the lowest paid, on average. Decent work deficits arise due to low skill levels; limited awareness of and ability to exercise human and labour rights; high cost of labour migration; and limited support for productive re-entry into the Bangladeshi economy. Among the migrant workers going abroad almost 40% are from the poor and extreme poor strata, living at less than US\$ 2 a day. Of the total number of workers migrating for employment, currently about 17.85 per cent are women (76,007 in 2014), and virtually all women work in low skill, low paid positions.

The Government of Bangladesh acknowledged these gaps in the labour market, in the Sixth Five Year Plan (2011-2015), and set targets for increasing the proportion of skilled migrants, accreditation of training for migrant labourers to achieve skill recognition, expansion of the number of training centres, establishment of Divisional Employment and Manpower Offices (DEMOs) for facilitation of labour migration from poor regions, facilitation of a source of credit, promotion of women's labour migration, and the expansion of destination countries by signing Memorandums of Understanding (MOUs) with additional resources to support expatriate welfare. The Seventh Five Year Plan also set similar targets, while deploying labour migration as one strategy to eliminate poverty. ILO has been providing technical cooperation to the GOB using a phased approach towards addressing the challenges.

The "Application of Migration Policy for Decent Work of Migrant Workers" project is a six-year project funded by the Swiss Agency for Development and Cooperation (SDC), implemented by the International Labour Organization (ILO). There was an initial project from 01 April 2016- 31 December 2018 (2 years and 9 months), followed by current phase of 3 years and 3 months, making it a 6-year project in total. The Project continues from and builds on the achievements of, and lessons learnt from the previous ILO project titled "Promoting Decent Work through improved migration Policy and its application in Bangladesh", which from 2011 to 2015 supported Bangladesh to launch and accelerate development in three areas: policy frameworks; operational effectiveness; and social protection. The six-year project aims to help the Government of Bangladesh (GOB) in operationalizing

policy and legal measures developed with the assistance of the earlier ILO initiative, including, the Expatriates' Welfare and Overseas Employment Policy 2016 and the Overseas Employment and Migrants Act, 2013 (OEMA).

The initiative aimed to strengthen the institutions responsible for managing migration to deliver quality labour market information, occupational classification, pre-departure training accreditation, and welfare services abroad. It aimed to provide research and technical advisory support for strengthening labour negotiations for decent work as well as facilitate the engagement of stakeholders including workers and employers' organizations in all processes.

The objective of the project is that 'men and women migrant workers will benefit from safe migration and decent work' and contribute to the sustainable economic and social development of Bangladesh. This development objective was intended to be achieved through the following two outcomes:

- i) Men and women migrant workers are better protected through improved policy.
- ii) Public and private institutions contribute to safe migration and decent work for men and women migrants.

These two outcomes address the overall framework for labour migration including the institutions of labour migration; and the individuals affected by labour migration, providing technical assistance and support for sustainable operations by the responsible parties. The project has a dedicated Gender Focal Point.

2. Evaluation Background

Purpose, scope and clients of the evaluation

The main purpose of this evaluation is to promote accountability to key stakeholders, including the GOB and the donor and to enhance learning within the ILO and other key stakeholders. The scope of the Evaluation covers all three Outcomes of the project, as well as the entire programme period from April 2016 to 31 July 2022. The geographical scope of the programme covers the country of Bangladesh. The main clients include the ILO the project team and ILO Country Office for Bangladesh, DWT –New Delhi (Migration, social protection, GOB, SDC and other key stakeholders.

The user of the evaluation report are all the key stakeholders who were consulted during the evaluation phase. The main stakeholders are –

- ILO - The project team and ILO Country Office for Bangladesh
- ILO - The Decent Work Team of the ILO (DWT) –New Delhi (Migration, social protection, skills)
- ILO –The Headquarters in Geneva
- SDC – The Bangladesh Office
- The Government of Bangladesh
- The Project Steering Committee
- The Project Coordination Committee
- Other project stakeholders (listed in Annex 3)

The key stakeholders have provided inputs at various stages of the evaluation.

The final independent evaluation has the following specific objectives:

- Assess the extent to which the Project has achieved its stated objectives and expected outputs and results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, and partnership arrangements
- Assess the extent to which the recommendations of the Mid-term Evaluation (MTE) have been followed up/achieved
- Identify unexpected positive and negative results of the project
- Assess the efficiency and cost-effectiveness of project implementation, to date, using CEA
- Assess project impact (including where the project's support has been most/least effective and why), including the extent to which GOB and social partners capacity has been strengthened, and the benefits of the project's contribution to labour migration and the broader sector
- Assess strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.
- Assess the project's contribution to COVID-19 response/recovery.
- Assess impact of the project approaches and assess the extent to which the project outcomes will be sustainable
- Identify lessons learned and provide concrete recommendations for the design of similar projects.

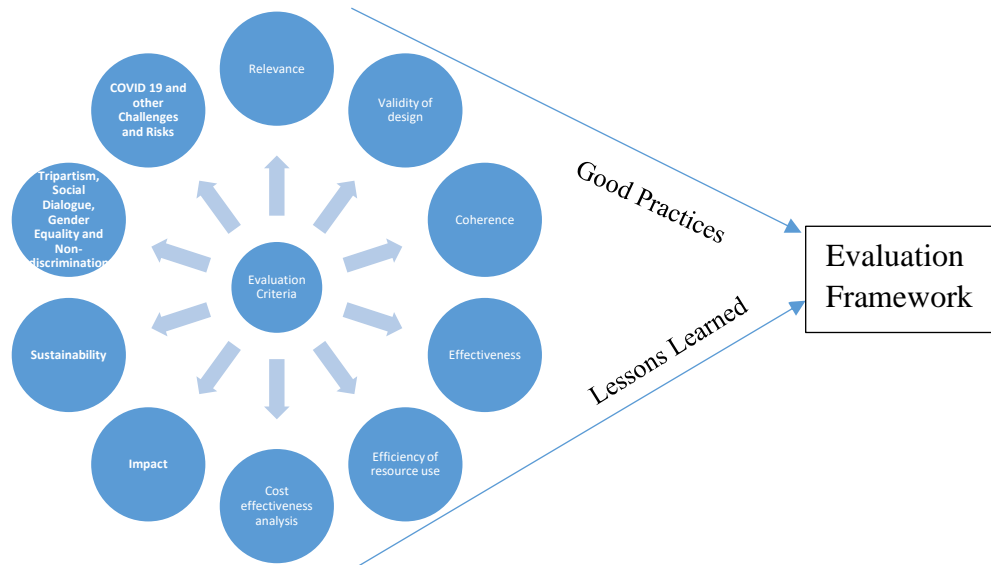
The findings will be used to improve the design and implementation of future similar projects. Knowledge and information (including successes, challenges lessons learned, and good practices) obtained from this evaluation, will be used to help inform the design of similar future project/program. The evaluation includes a cost-effectiveness analysis (CEA), based on a part qualitative part quantitative analysis. Taking the above dimensions into perspective, the evaluation has considered the project limitations and implementation conditions, especially taking in account the COVID-19 situation and the influences these have had on the performance and achievements of the project. The detailed Term of Reference (TOR) are provided in Annexure 8).

3. The Evaluation Methodology

3.1 The Evaluation Framework

The evaluation used a theory-based qualitative evaluation approach, to interview a wide range of stakeholders through individual and Focus Group Interviews. The evaluation was carried out according to the ILO's standard policies and procedures and the Organisation for Economic Co-operation and Development/ Development Assistance Committee (OECD/DAC) evaluation criteria. The framework used to evaluate the project is depicted in **Figure 1:**

FIGURE 1 FRAMEWORK FOR EVALUATION



The evaluation integrated gender equality and disability as cross-cutting concerns throughout the methodology, the deliverables, and the final report of the evaluation. Considering the restrictions related to COVID-19, these cross-cutting concerns were addressed as much as practically possible, in line with ILO Evaluation Office (EVAL)’s Guidance Note no. 4 and SDC’s gender in practice toolkit.

Similarly, EVAL’s Guidance Note no. 7 was followed as practically as possible to ensure stakeholder participation. To the extent available, the evaluator reviewed secondary data and information disaggregated by sex, gender, and people living with a disability.

The evaluation complies with the United Nations Evaluation Group (UNEG) norms of ensuring utility, credibility, independence, impartiality, ethics, transparency and professionalism in the evaluation (UNEG 2017). The evaluation considered questions of human rights and gender equality within the evaluation, by assessing the project for integration of these aspects in the project design, implementation and progress monitoring. The evaluation examines the design as depicted in the Theory of Change (TOC) and cost effectiveness of the Project, based on the data available.

3.2 The Evaluation Methods and Tools

The evaluation was carried out between April and July 2022. The evaluation team used in-depth enquiry using qualitative methods. The methods and tools of evaluation included the following:

- **Review of documents:** The evaluators completed an extensive review of documents. These include the Project Document (PRODOC), the Annual Progress Reports (APRs) of the programme, results framework and trackers, mid-term evaluation reports, endline study¹, training materials, research reports,

¹ The endline survey provides an analysis of the project’s achievement over the established baselines, several of which are used in the effectiveness and impact section of the evaluation report.

financial reports, minutes of the meetings, and the knowledge products produced by the programme. The documents reviewed are listed in Annexure 7.

- **Semi-structured interviews and Focus Group Discussions (FGDs) with stakeholders-** The evaluators collected data using Individual interviews and FGDs conducted via Skype/ Zoom and took a field mission to Dhaka to meet stakeholders and returnee migrant workers. A list of stakeholders interviewed is given in Annexure 5 and the schedule of interviews is given in Annexure 6.
- **Validation workshop with stakeholders:** The evaluators presented the findings during a validation workshop which served also to debrief the Project team

The evaluators elaborated the questions according to the categories of stakeholders and triangulated the questions for the same respondents, and across stakeholders, to ensure validity of data, and enable gathering of diverse perspectives.

3.3 Selection of Stakeholders for Interviews

Individual and group discussions were held with stakeholders in each of the following categories, as outlined in Table 1.

TABLE 1 SELECTION OF STAKEHOLDERS FOR INTERVIEWS

| Type of entity | Names of Organizations | No. of meetings | No. of participants | No of Women |
|---------------------------|---|-----------------|---------------------|-------------|
| ILO | ILO CO, ILO Specialists, ILO Project Team, Other ILO Projects e.g., Skills 21 | 17 | 11 | 5 |
| Government | Ministry of Expatriate Welfare and Overseas Employment (MOEWOE), Wage Earners' Welfare Board (WEWB), Bureau of Manpower, Employment and Training (BMET), Bangladesh Overseas Employment and Services Limited (BOESL), Ministry of Foreign Affairs (MOFA), Planning Commission, Bangladesh Technical Education Board (BTEB), Bangladesh Bureau of Statistics (BBS) | 12 | 22 | 7 |
| Employers | Bangladesh Employers' Federation (BEF) | 1 | 1 | 1 |
| Trade Union Organizations | National Coordination Committee for Workers' Education (NCCWE) | 1 | 3 | 1 |
| NGOs | Bangladesh Institute of Labour Studies (BILS), Bangladesh Nari Sramik Kendra (BNSK), Bangladesh Rural Advancement Committee (BRAC), Ovivashi Karmi Unnayan Program (OKUP), The Welfare Association for the Rights of Bangladeshi Emigrants (WARBE), iSocial, Refugee and Migratory Movements Research Unit (HDRC/RMMRU), VISCOM | 6 | 10 | 7 |
| Donors | Swiss Agency for Development and Cooperation (SDC), European Union (EU) | 3 | 2 | 2 |
| Consultants | Dnet, Systech, Individual consultants | 4 | 11 | 2 |
| UN Agencies | International Organization for Migration (IOM), United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), United Nations Office on Drugs and Crime (UNODC) | 4 | 5 | 1 |
| Beneficiaries | Migrant Workers | 2 | 14 | 4 |

| | | | | |
|--------------|--|-----------|-----------|-----------|
| Total | | 50 | 78 | 30 |
|--------------|--|-----------|-----------|-----------|

A total of 78 individuals (of which 30 were women) participated in 50 individual interviews and group discussions and 1 validation workshop. Annexure 5 provides the full list of the stakeholders interviewed.

3.4 Data Analysis and Limitations

The team could meet most of the stakeholders online, undertook a field mission, and conducted validation meetings and workshops with stakeholders in Bangladesh. The data was organized and analysed according to each evaluation criteria and question. The draft report was sent for factual checks and feedback from key stakeholders, and the feedback was incorporated into the final report. The team believes that the report has no known limitations.

4. Findings

4.1 Relevance

Question 1: Alignment with Stakeholder Priorities and National Strategies

Question 1: Were the project objectives relevant in relation to priority needs of key stakeholders and to what extent was the project aligned to other initiatives e.g., government national strategies (7FYP, 8FYP) and priorities, other actions taking place by stakeholders?

***Finding:** The project objectives are highly relevant and well aligned with the priority needs of the Government of Bangladesh, as both employment and protection of migrant workers are prioritized in the 7th and 8th Five Year Plan (FYP). The Decent Work Country Plans of Bangladesh (2017-21 and 2022-26) include ILO's 8 core conventions, laws, and policies for protection of outgoing and returning migrant workers, their access to gender responsive, inclusive and quality migration services, and social protection. It prioritizes increased capacities for labour administration for good governance of labour markets. The project contributes to SDG goals 1, 8 and 10 on poverty reduction, Decent Work and reducing inequalities. The project is well aligned with ILO's Programme and Budget outcome 9 on promoting fair and effective labour migration policies. The project has an important place in SDC's portfolio globally, and nationally too, the project outcomes are focused on improving access to safer migration services, establishing legal frameworks to protect migrants and policies to improve facilitation of remittances. Workers organizations consider the project important as migrant workers, especially women, are highly vulnerable, and need policies and services for decent work and protection, at destination, and after they return to Bangladesh. These needs and priorities were endorsed by NGOs and CSOs, who are important stakeholders in providing support to outgoing and returning migrants.*

The project objectives are highly relevant and well aligned with the priority needs of the Government of Bangladesh, as both employment and protection of migrant workers are prioritized in the 7th and 8th Five Year Plan. The Decent Work Country Plans (DWCP) of Bangladesh (2017-21 and 2022-26) include ILO's 8 fundamental conventions, laws, and policies for protection of outgoing and returning migrant workers, their access to gender responsive, inclusive, and quality migration services, and social protection. It prioritizes

increased capacities for labour administration for good governance of labour markets. The project contributes to Sustainable Development Goals (SDG) 1, 8 and 10 on poverty reduction, decent work and reducing inequalities.

The project is well-aligned with ILO's Programme and Budget outcome 9 on promoting fair and effective labour migration policies. They include socio-economic policies integrating inclusive growth, productive employment, increased capacity of constituents to develop fair and effective labour migration frameworks, Decent Work principles reflected in various government policies and programmes, extending social protection to the workers and their families, improving migrant workers, coverage of social protection, number of returnee male and female migrants covered by social protection schemes increased, management system of labour migration improved, and a number of guidelines and circulars on national labour migration and overseas employment including bilateral agreements adopted.

Workers' organizations consider the project important as migrant workers, especially women, are highly vulnerable, and need policies and services for decent work and protection, at destination, and after they return to Bangladesh. These needs and priorities were endorsed by the Non-Governmental Organizations (NGO)s and Civil Society Organizations (CSO)s, who are important stakeholders in providing support to outgoing and returning migrants.

Government's priorities

The Government of Bangladesh has included overseas employment as one of the seven pivotal strategies of the 7th and 8th Five Year Plan. It is for the first time that in the GOB's Five-Year Plan documents, Labour Migration is not presented under export of "goods and Services" and has a chapter devoted to the topic. With an aim to comprehensively accelerate the progress achieved under the 6th and 7th Five Year Plans, the GOB seeks to increase employment and remittances through Government to Government (G2G) negotiations, stronger support services for migrants at destination, lower costs of migration and protection against abuse, with the active support of stakeholders such as the Bangladeshi High Commissions at destination and the Probashi Kalyan Bank (PKB). The GOB will focus on ensuring the rights of all migrant workers, especially women. While COVID 19 has adversely affected employment, the GOB expects a recovery in the global economy and a demand for Bangladeshi workers. Remittances have played a major role in the development of Bangladesh's economy by creating jobs and opportunities for income and investment, and they are expected to continue to do so.

ILO Priorities

The Decent Work Country Plans (DWCP) for Bangladesh prioritizes the well-being of migrant workers. DWCP Outcome 4.2 refers to "Laws and Policies for protection of migrant workers, domestic workers, child labourers and indigenous workers developed and implemented". DWCP Outcome 3.2 refers to "Capacity of labour administration enhanced leading to good governance in labour market". DWCP Outcome 2.1 refers to "International Labour Standards (ILS) especially the eight core conventions are promoted, and constituents' capacity enhanced for their better implementation." The Project also contributes to ILO's P&B Outcome 2 on international labour standards and authoritative and effective supervision.

SDC Priorities

The project has an important place in SDC's portfolio and its SDC Co-operation Strategy-Bangladesh-2018-2021, which devotes a full domain of work (Domain 3) to safer migration. Within the domain, 3 Outcomes are envisaged: Outcome 1 is defined as "women and men make use of services for safe migration".

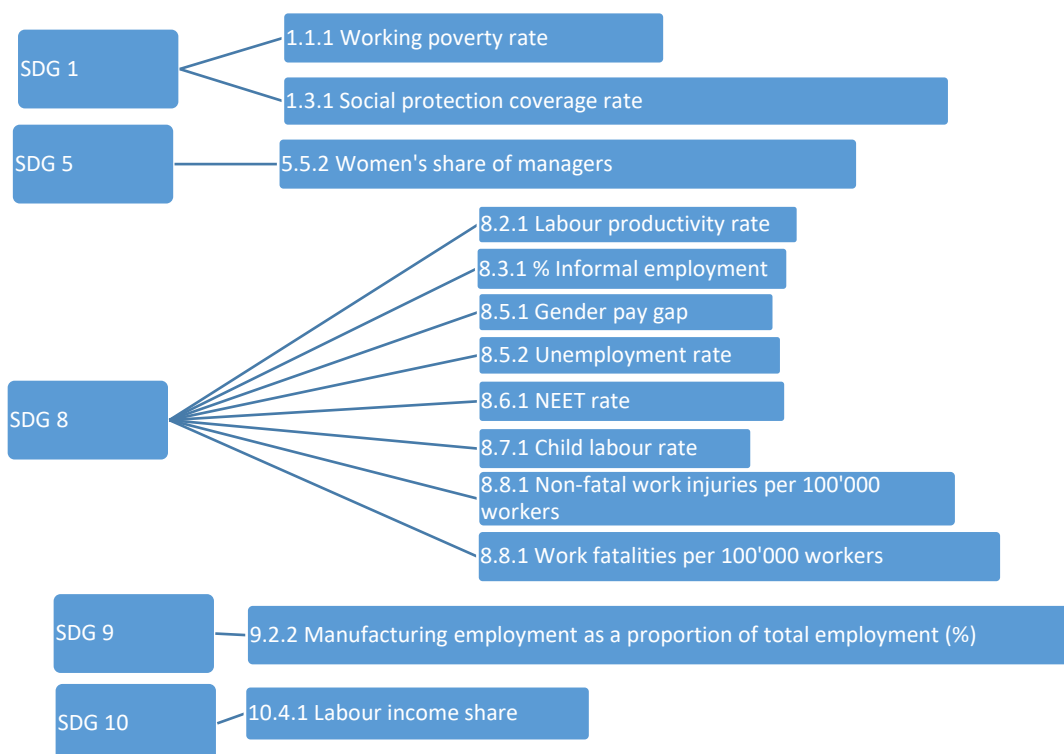
At the district level, SDC will address sound protection framework for migrants, and support migrants' economic

and social empowerment, for example through skills development and policy dialogue to improve the certification of skills. Outcome 2 focuses on institution-building: “Institutions are more accountable and effective in ensuring protection and providing services to migrants, potential migrants and their families”. SDC will contribute to safer labour migration by supporting the establishment of a legal and institutional frameworks support migrants prior to departure, during migration and upon return. Outcome 3 is focused on remittances, “Remittances and investments of returnee migrants improve the people’s capacities to prevent and adapt to social, economic and environmental shocks and disasters,” given that for the next years labour migration will remain an important strategy for Bangladesh to cope with unemployment and overpopulation and that remittances therefore will serve as an important source of income both for the government and individual families.

SDGs

The Project contributes to SDG Goals 1, 8 and 10, specifically the indicators: 1.3.1 Social Protection Coverage Rate, 10.4.1 Labour income share, 10.7.1 - the recruitment cost borne by employee as a proportion of yearly income earned in country of destination, 8.2.1 on the Labour productivity share and 8.3.1 on % informal employment. They are depicted in Figure 2 below:

FIGURE 2 SDGs RELEVANT TO THE PROJECT



Workers’ Organizations have articulated the need for ILO’s support for migrants, including returnees. Migrants may go through irregular channels and lack support systems². Only around 45% go through regular channels.

² Migration is considered irregular when workers leave for work abroad without proper documentation and registration as workers, due to fraudulent practices of recruitment agents, unlawful border crossing, or trying to reach another country by sea, in the hope of finding work there. (Hoque 2016; Blanchet and Biswas 2021).

Migrants are vulnerable to exploitation and abuse at destination, especially women. Some use informal channels e.g., sending cash with acquaintances, to transfer money and face huge losses. The lack of access to Union (TU) membership at destination compounds the issue. In 2017, 39% of the migrants reported to have experienced social violence during stay in destination country. In 2022, 33.9% reported to have such experience. No country of destination (except Libya) has ratified the United Nations' (UN) Convention on the Protection of Rights of All Migrants and their Families. Many migrants also need support to overcome stigma on return. These views are echoed by the Non-Governmental Organizations (NGO)s and Civil Society Organizations (CSO)s that work with all types of migrants, including potential migrants, current migrants, and returnee migrants. The Project was focused on WEWB Act, and subsequent migration management rules. In 2020, with thousands of workers returning due to COVID-19 pandemic, the formulation a comprehensive reintegration policy was included among the priorities too. Overall, the Project has very high relevance for all stakeholders in Bangladesh, for ILO and the donor.

4.2 Coherence

Question 2: Leveraging of Resources Through Partnerships

Question 2: To what extent and how successfully has the project leveraged resources with other interventions i.e., IOM, UNWOMEN, and other national/international organizations working on migration in Bangladesh, other SDC investments, etc.) and through partnerships with other organizations (including coordination and partnership with government agencies), to enhance the projects' effectiveness and maximize impact, if any? Are there any opportunities or recommendations for improved leveraging?

Finding: *The project has been highly successful in leveraging partnerships. The project coordinated well with the European Union (EU) funded and ILO-implemented SKILLS21 programme, for discussions with the government, for training material and institutional capacity development, and for outreach to the workers for skills development. The project has collaborated with the International Organization for Migration (IOM) and the United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), involving them in all policy discussions, especially those on the formulation of the Expatriates Welfare and Overseas Employment Policy 2016, Action Plan for the Implementation of the Policy, revision of the OEMA , Wage Earners Welfare Board Act, Recruitment Agents License and Code of Conduct Rule 2019 and Reintegration policy for Bangladesh.*

Skills 21 is an EU-supported project that includes a component on skilling the returnee migrants. Skills 21 and the Migration Project had an implementation agreement with the Bureau of Manpower and Training (BMET) and coordinated closely in the area of skills interventions for migrants including returnees. A Skills 21 resource person spent time weekly at the Migration Project office to facilitate this collaboration. The Migration Project reported on these activities at the revenue budget meetings of the GOB. At the level of implementation, Skills 21 provided inputs to the Migration Project on curriculum design, skills qualification framework and support to Bangladesh Technical Education Board (BTEB) and the Technical Training Centres (TTCs) of Bureau of Manpower, Employment and Training (BMET). The Migration Project, in turn, provided Skills 21 with links to stakeholders

to facilitate the identification and profiling of returnee migrants. The Skills 21 Project worked with model institutes, and the Migration Project helped expand the outreach of the curriculum to the other institutes. At the policy level, the Migration Project consulted Skills 21 on issues related to skills while providing inputs to the GOB. Skills 21 was therefore able to influence policy through the Migration Project. The Skills 21 and the Migration Projects engage with external stakeholders such as BMET or Ministry of Expatriates' Welfare and Overseas Employment (MOEWOE) as 'One-ILO' and not separate entities.

IOM has provided key policy inputs to the Project, specifically on the Joint Reintegration Policy and the OEMA Act. The IOM also provided key inputs to the training modules for diplomats and labour attaches, that were implemented through the International Training Centre of the ILO in Turin (ITC-ILO). The Migration Governance Framework of the IOM and relevant policy tools were also shared with the Project, strengthening its policy support to the Government of Bangladesh. At the organizational and operational levels, there is a recognition of the complementarity of initiatives of the ILO and IOM, as well as a willingness to collaborate further. IOM and ILO are also both members of the UN Migration Working Group and collaborate on preparing policy inputs. The United Nations Office on Drugs and Crime (UNODC) has provided inputs to policy design, advocating for the inclusion of victims of trafficking in reintegration services, as part of the labour migration technical working group. This has strengthened the Migration project's work on drawing attention to highly vulnerable groups within the reintegration framework. UNWOMEN has also contributed to the Joint Reintegration Policy, and certain domain specific inputs such as delivering training to trainers on gender responsive trainings.

The Project has worked closely with government departments such as the MOEWOE, BMET, WEWB, BTEB, BBS and MOFA. This was a natural outcome of the project design and is described in further details in the section on Effectiveness.

Question 3: Leveraging Regional and Global Interventions

Question 3: To what extent and how successfully has the project leveraged resources with other regional and global interventions (such as projects supported by the Global Programmes on Migration and Development of SDC) to enhance the projects' effectiveness and maximize impact?

***Finding:** The Project collaborated with Governance of Labour Migration in South and South-East Asia (GOALS), an SDC-funded regional programme. The GOALS project was able to bring in regional perspectives to inform the work of the Migration Project. Equally, the Migration project enabled GOALS to achieve its objectives by bringing in middlemen in the purview of the OEMA3, 2013, and will also collaborate with GOALS for production of operational manual for employers' engagement with returnee migrants. The Project has also collaborated with the FCDO's Freedom in Work Project; it collaborated with ILO Malaysia's BRIDGE Project Team for technical analysis of the MoU between the two countries on wages, working conditions of migrant workers who go to Malaysia. Further, it was agreed that under the ILO TRIANGLE Project, some Bangladesh Government Officers would participate in a 'Fair and Ethical Recruitment Training' initially scheduled for the end of July*

3 One of the activities under the GOALS project's Output 2.2 refers is 'to foster a process of recognizing the role of sub agents in recruitment, convene national policy dialogues in three to four countries.

2021. The Project also coordinated and received technical guidance from ILO Sri Lanka, Nepal and Philippines during developing legal and policy frameworks on Reintegration of Migrant Workers. The Project has also collaborated with the SDC-funded Fairway project, to translate into Bengali 8 factsheets about national laws for migrant workers, for dissemination to CSOs who would then use these to create awareness among migrant workers at destination.

The Migration Project collaborated with the GOALS project, supported by the Global Programmes on Migration and Development of SDC. Since GOALS is a multi-country project, it was able to bring in important regional perspectives into the Project. For instance, ILO Qatar's Employer Pay Model perspectives were taken up in regional roundtable discussions and provided inputs to GOB's policy initiatives for including good practices in Memorandum of Understandings (MOU)s / Bilateral Agreements (BLA)s. The DWT team, associated with GOALS in the Country Office, consulted with the Migration Project while planning and implementing interventions in Bangladesh. The Migration Project will also work on a manual for Bangladesh Employers' Federation (BEF) on the operational modalities of engaging with the reintegration of returnee migrants, with the support of GOALS. The Migration Project collaborated with the GOALS project, supported by the Global Programmes on Migration and Development of SDC. Since GOALS is a multi-country project, it was able to bring in important regional perspectives into the Project. For instance, ILO Qatar's Employer Pay Model perspectives were taken up in regional roundtable discussions and provided inputs to GOB's policy initiatives for including good practices in Memorandum of Understandings (MOU)/ Bilateral Agreements (BLA)s. Bringing middlemen within the purview of legal frameworks, an important contribution of the Migration Project in Bangladesh, achieved through the revision of the OEMA Act, was also an important priority of the GOALS. The DWT team, associated with GOALS in the Country Office, consulted with the Migration Project while planning and implementing interventions in Bangladesh. The Migration Project will also work on a manual for Bangladesh Employers' Federation (BEF) on the operational modalities of engaging with the reintegration of returnee migrants, with the support of GOALS.

Evidently, the good practices shared during the consultative discussions were effectuated in instances, such as, the planning of a skill development programme by the GOB for the aspiring plumbers and electricians migrating to Saudi Arabia, in response to the destination country's change in skill verification programme. Language training has been incorporated in the technical skills programme, to infuse a basic knowledge of the destination country's local language within the migrant workers community, as this can reduce their vulnerability to harassment and enhance ability to negotiate working conditions.

The Project has also collaborated with the SDC-funded Fairway project, to translate into Bengali 8 factsheets about national laws for migrant workers, for dissemination to CSOs who would then use these to create awareness among migrant workers at destination. Regional collaborations apart from those funded by SDC are FCDO-funded¹ Work in Freedom Project of the ILO was which was active in Bangladesh in 2018. The Migration project collaborated with it, sharing the Migration Project office first, and later, the WIF project provided a gender expert for specific contributions to policy initiatives. The Project collaborated with the ILO BRIDGE Project Team (Malaysia) for the technical analysis of the MoU signed between Bangladesh and Malaysia. Further, it was agreed that under the ILO TRIANGLE Project, some Bangladesh Government Officers would participate in a 'Fair and Ethical Recruitment Training' initially scheduled for the end of July 2021; however, the training was later postponed to end of September 2022. The Project also coordinated and received technical guidance from ILO Sri Lanka, Nepal, and Philippines during developing legal and policy frameworks on Reintegration of Migrant Workers. The knowledge and experience on the Sub-Policy and Action Plan of the Reintegration Policy, different

research and pilot reintegration program supported by ILO in the region was leveraged for development of draft National Reintegration Policy for Migrants in Bangladesh.

Question 4: Leveraging of Discussions on Regional Consultative Processes

Question 4: To what extent and how successfully has the project leveraged on discussions of Regional Consultative Processes (such as the Colombo Process or Abu Dhabi Dialogue)?

Finding:

The Project has held multi-stakeholder discussions in preparation of GOB's participation in regional processes such as the Colombo Process, and global processes, Global Forum for Migration and Development (GFMD) and Global Compact for Safe, Orderly and Regular Migration (GCM). The Project has provided Technical Assistance (TA) to GOBs officials attending the multi-stakeholder discussions. The Project leveraged the regional discussions for advocacy with GOB, e.g., learnings about the Qatar employer-pay model, and about a cost of migration survey. However, the effectiveness of the technical support provided by the project is mediated by the experience of the staff deputed for these consultations, and political and economic considerations of the government. Further, during COVID-19, the return of migrant workers in large numbers brought into focus the needs of returnee migrants. The project added interventions relevant for reintegration of returnee migrants, thus increasing coherence of the project, and its effectiveness.

The Migration Project provided technical assistance to GOB officials attending multi-stakeholder discussions and held consultative discussions with tripartite stakeholders and CSOs, prior to the GOB's participation in Regional Processes. This ensured that the GOB had inputs from all the stakeholders, enabling a better capacity to represent the issues of migrant workers. However, the effectiveness of the discussions at these processes, e.g. the Colombo Process, is not directly reflective of the Project inputs. It is dependent upon the experience, expertise, and preparation levels of the officers deputed for the negotiations, as well as the political economy considerations. These include a need to prioritize employment objectives and delay protection objectives till the access to labour market is secured.

Under Activity 1.2.9 of the Log frame, a technical paper was prepared for GFMD 2016, and a technical presentation was supported in GFMD 2016. Fair recruitment was discussed in OESPAA meetings. The project supported the development of a report along with IOM and a national discussion on GCM. The project enabled Bangladesh to provide inputs to the regional Asia-Pacific Global Compact for Migration consultations and Colombo process Technical Working Group on ethical recruitment discussions.

4.3 Validity of Design

Question 5: Alignment of Project Design with the Theory of Change

Question 5: Is the project strategy right to achieve the objective and outcomes? How well the project design addressed the major problem identified in the Theory of Change?

Finding: *The project builds on the success of the first phase of the project, spanning 2011-2016. While the first phase worked on policy formulation, the project focuses on policy implementation from 2018-2022. The theory of change envisaged three pathways i.e., governance and legislation, skills, jobs, enterprises, and social protection.*

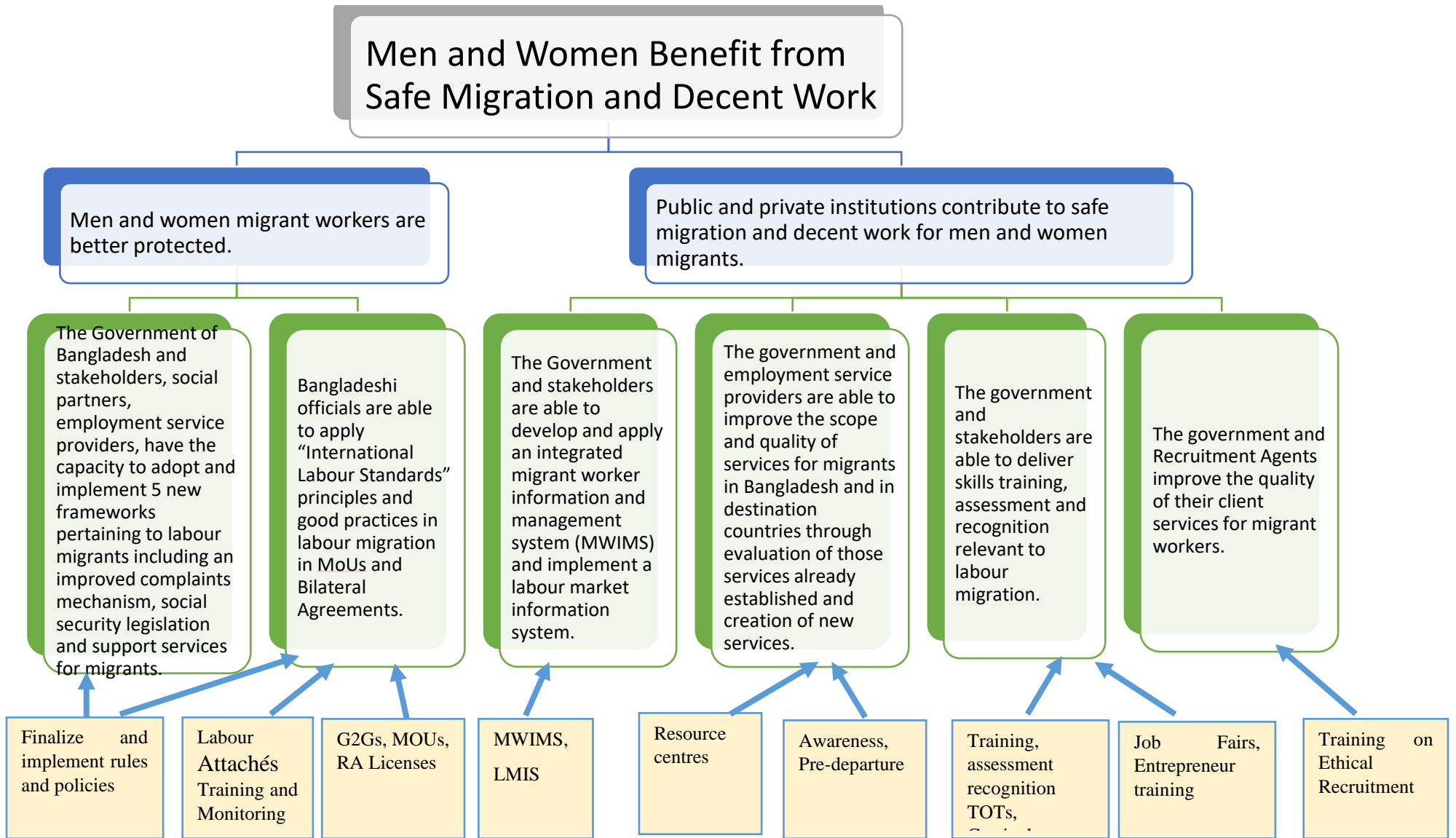
The Log frame was prepared in 2015 with a starting date of April 2016. The Project log frame has 2 outcomes, 6 outputs and its many activities are very well aligned with the TOC. However, the TOC does not elaborate on the engagement with stakeholders, or on gender and inclusion. The log frame misses some indicators and includes other which are not realistically achievable within the given project frame. The strength of the Project design lies in its focus on implementation of policy, and its sequential and progressive approach, wherein sufficient flexibility was built by the donor and implementing agency to accommodate new needs that arose due to COVID-19 and due to government priorities.

This project builds on the success of an earlier Project, “Promoting Decent Work through improved Migration Policy and its Application in Bangladesh”, implemented from 2011-2015. This Project supported the GOB in three areas- policy frameworks; operational effectiveness; and social protection. The first phase of the current project worked on policy formulation, and the second phase focused on policy implementation. The Theory of Change envisaged three pathways, Government legislation and policy, skills, and protection. The first pathway focuses on interventions in the legislative programmes and enforcement of established rules. The second pathway on skills aims to move Bangladesh to better skilled, higher value labour and realigning recruitment accordingly. The third pathway on protection includes strengthening the supply of support services and enabling workers to access them better. The project’s log frame aligns well with the TOC and is shown in Figure 3.

The TOC does not elaborate on the engagement with stakeholders, or on gender and inclusion. There are some activities included for unions and they have been engaged in project implementation in later stages of the project. For example, the project provided technical assistance to the government to identify demand for additional occupations for Bangladeshi women migrants. The project also provided support to BMET to enable women migrants to access trainings on new occupations. The project built the capacities of the National Coordination Committee for Workers' Education (NCCWE) to engage in discussions with trade unions at destination and build trade union capacities to reach out to returnee women migrants. However, the omission in the TOC and log frame indicates the gap in the design.

The Project design was sequential and progressive, building upon earlier phases in a logical manner. The project was also flexible and able to accommodate new needs arising due to government priorities and COVID-19.

FIGURE 3 THE PROJECT DESIGN



Question 6: The Extent to Which the Project is Realistic

Question 6: To what extent is the project realistic (in terms of expected outputs, outcome, and impact) given the proposed intervention logic, geographical location, time, and resources available and the social, economic, and political environment?

***Finding:** The project was very ambitious, given the time and resources. However, the project management has been proactive and managed to complete most activities in the extended period from April to July 2022. However, the design proved over-ambitious in terms of the implementation of some of the data systems. The institutional capacities need further strengthening before data management systems can become operational and effective. Realistically, the success of a project on migration governance is concomitant with strong political will, which has been confirmed by the GOB. Yet, institutional reform faced barriers of resistance to organizational change, and will take time to achieve, beyond the project timeline. The Project has, however, contributed significantly to policy change, through strengthening of policies and institutions, demonstrating that significant policy change can be achieved through collaboration with the government.*

The project was ambitious since it was primarily focussed on changing policies and strengthening implementation. Despite challenges, it managed to over-achieve several targets especially on Outcome 1 and was able to contribute to several policy frameworks, further detailed in the section on Effectiveness. There was also significant progress on implementing the data management systems, but some issues remain. For instance, the labour attaché reporting system has been mainstreamed into the department workflow, The full intended use of the LARS, to function as a base for performance evaluation of Labour Attaches, is yet to be achieved. However, it is well on the way, as the LARS has been mandated for all Labour Attaches across all destination countries where Bangladesh has its Missions. This will enable a collated analysis across all our Attaches in all destination countries.

The Recruiting Agents` Information Management System (RAIMS) is functional and has received 1219 applications from among the 1600 recruitment agencies. 972 of these have been approved. The relevant ministry has made approval necessary to be able to send migrants abroad. The online complaint system is also functional, however, the practice of registering offline complaints also continues in parallel so it is unclear if the system will sustain after the project ends. The Migrant Workers Information and Management System (MWIMS), which is integrated but is not yet fully operational due to technical issues such as data security among the different programmes that are part of the larger labour governance system of the government. Institutional capacities also need further strengthening before these data management systems can be maintained.

The project's duration has allowed it to contribute significantly to policy reform and institutional strengthening, but some of the targets were over-ambitious, and some key indicators could not be measured, despite significant progress on the project objectives, could not be achieved. Two examples may be of use:

- Increase in percentage of overseas employees who are classified as skilled, to 60% for men and 40% for women.
- Decrease the percentage of women migrating to domestic occupations from 74.74% to 50%

This raises the question whether these indicators were unrealistic. Considering that the policy project would have taken much longer to achieve, with institutional capacities and contextual factors intervening, and

whether indicators relating to workers' migration could have been better replaced by institutional ones such as mainstreaming of training programmes. A review of the expectations and indicators during the programme, especially after the onset of COVID-19 would have helped set the expectations at a more realistic level.

4.4 Effectiveness

Question 7: The Achievement of Results

Question 7: To what extent the interventions achieved, or are expected to achieve, its objectives, outcomes, and outputs, including any differential results across groups? Have the desired results (planned specific objectives) been achieved as per the indications of success agreed with the donor?

- a. To what extent has the project contributed towards enhancing improved policies to better protect women and men migrant workers?
- b. To what extent has the project contributed towards enhancing public and private institutions to contribute to safe migration and decent work for women and men migrants (including skill development/upgradation and certification)?

Finding: *The Project contributed effectively to Outcome 1, which relates to better protection of women and men migrant workers, through enabling a legal and policy framework (knowledge-based legislation, rules and policies) that is protective, non-discriminatory and gender responsive. However, the operationalization of some of the initiatives was not completed by project end, e.g., the ISCO standards are incremental and were being negotiated country by country and trade by trade. Similarly, the Comprehensive Action Plan has not been well implemented⁴. The guidelines for designing BLAs/ include International Labour Standards, and the curriculums for training of labour attaches includes negotiation for ILS, and dispute resolution. The Project trained officials and could review 12 BLAs and MOUs drawn with destination countries to ensure the consistency with ILS and other international instruments for better protection of migrant workers. The complaints mechanism is operational, but its use is currently both digital and on paper and needs some software changes to be fully digitalized. The launch of a mandatory death and disability insurance mechanism has contributed to social protection for all outgoing women and men migrant workers, although the insurance claim ratio is currently low.*

The amount of compensation has recently been doubled from 200,000 to 400,000 Taka for life lost, and although even this is low compared to Nepal, where the government provides a higher death compensation, the premium and compensations amounts could be calibrated over time, as evidenced in the MOWWOE's action plan for 2022-23 which lists this as an agenda. The off take of disability insurance has been low, and as per the endline survey, only 15.1% male migrants and 6.64% female migrants view that there is an increase in the number of services for migrants with disability. The rest of the male and female migrants do not know

⁴ Stakeholders informed that 6 working committees have been made based on 6 themes outlined in the Action Plan, and a focal person is appointed for each theme, who is responsible for reporting on the progress of the theme. However, the working groups have not functioned as expected due to the lack of prioritization by the government.

about disability services, or that they have increased. The data indicate that disability services remain an area for further improvement in the migration sector

Outcome 2 envisages that public and private institutions contribute to safe migration and Decent Work for women and men migrant workers. The Project contributed to this outcome through strengthening the capacities of government departments to implement governance mechanisms, MWIMS, LARS and RAIMS. The project could develop an integrated Migrant Workers Information and Management System (MWIMS), however full operationalization is not achieved pending resolution of some technical issues.

The effectiveness depends on the use of the outputs. The cost of migration survey, LARS, and RAIMS are already in operation. LARS has enabled the Labour Attaches in destination countries (e.g., UAE, Malaysia and Singapore), to keep the Ministry updated and thereby improve the scope and quality of services for migrants in destination countries. This has high potential for consolidation and thereby improve the scope and quality of services for migrants in destination countries. The full intended use of the LARS, to function as a base for performance evaluation of Labour Attaches is yet to be achieved. However, it is well on the way, as the LARS has been mandated for all Labour Attaches across all destination countries where Bangladesh has its Missions.

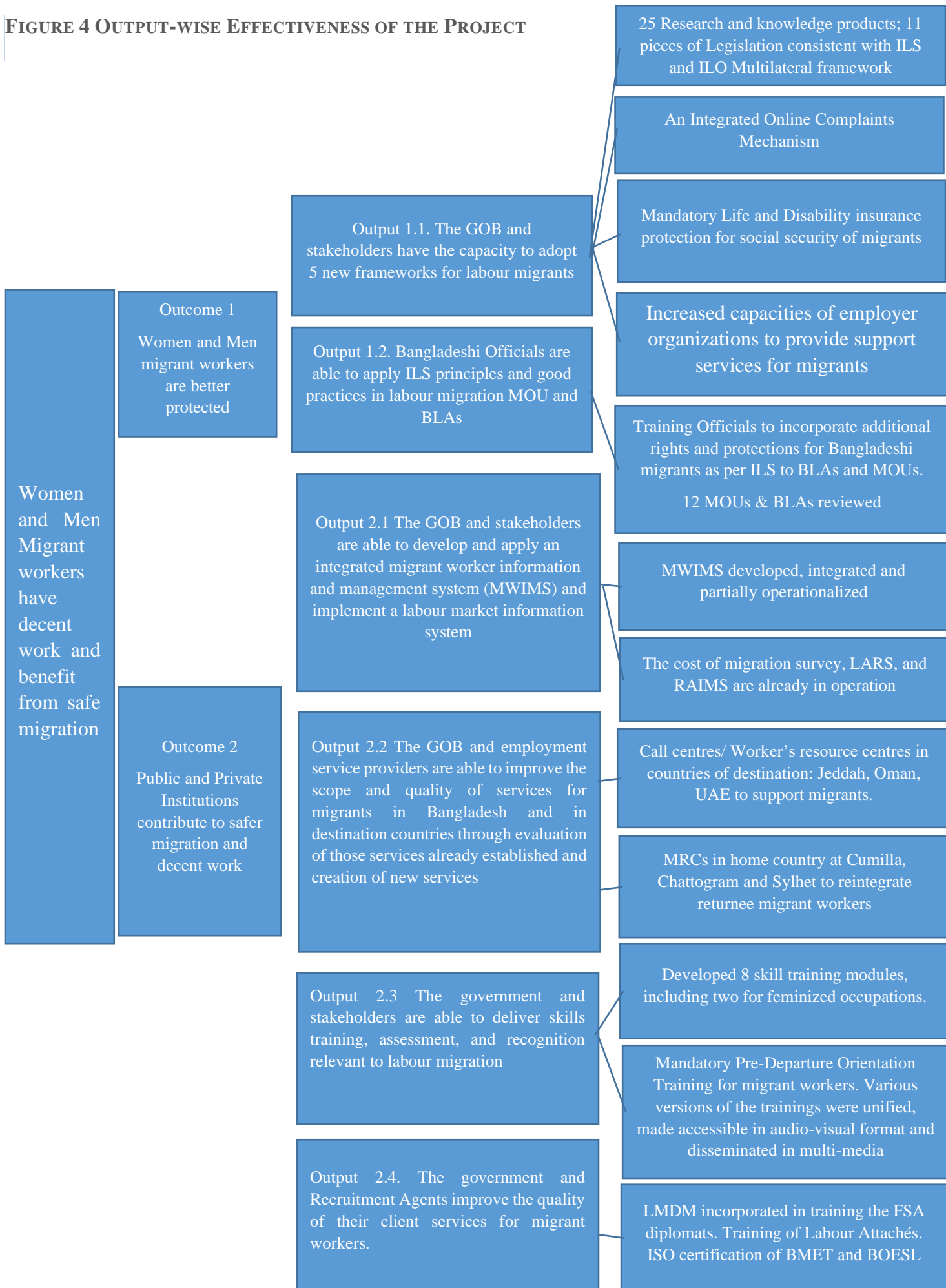
The RAIMS is an important mechanism for online certification and monitoring of services, and has been operationalized, capacities of officials built, and registrations completed of over 79% of the RAs. When registration begins to be used for governance of processes and costs, it would be an effective tool for fair and ethical recruitment. The Project achieved success in establishing call centres/ MRCs, in Jeddah, Oman and UAE, providing legal aid and support to disabled and sick workers, and housing a complaint and redressal system. The MRCs in home country, piloted in Cumilla, Chattogram and Sylhet provided services to aspiring and returnee migrants.

The Project increased the capacity of employers' organizations to support returnee migrants in reskilling, accessing jobs and starting enterprises. The project supported the development of 8 skill training modules, including two for feminized occupations, all of which are approved by the BTEB, and a few are reported to have been implemented. Several existing versions of the Pre-Departure Orientation Trainings (PDOTs) were unified, and a comprehensive tool created, which was piloted through 4 courses, with 26,347 migrants. Audio visual women-friendly content has further been added to the training modules.

A significant success was the development and inclusion of the Labour Migration Module in Bangladesh's Labour Force Survey, which highlighted the cost of migration through a survey, and set up a working group to find ways to reduce these costs for the workers. This contributes to higher awareness of migrant workers, especially women, about their rights and protective services.

The Project has developed a Labour Migration Diplomacy Module (LMDM) which is to be offered through the Foreign Service Academy of the Ministry of Foreign Affairs. This will contribute to improved capacities of diplomats by developing their capacity to interface with migration issues and mainstream it as a part of their training. The Project strengthened institutional capacities through international accreditation of BMET and BOESL, especially auditing and documentation processes, which have resulted in greater transparency of BMET, and BOESL processes and the accreditation gives the organizations international credibility. The many trainings of government officials and tripartite organizations, multi-stakeholder discussions, ISO certification and the institutionalization of labour migration module in the BBS, provide examples of interventions that have been effective in enabling public and private institutions to contribute to safe migration and decent work for women and men migrants. Some gaps remain, which are discussed later in the Section 5.7 on Impact. The Outcomes, Outputs and Output indicators are shown in the Figure 4.

FIGURE 4 OUTPUT-WISE EFFECTIVENESS OF THE PROJECT



Outcome 1 requires that women and men are better protected because of this project. The project has achieved the targets set as per the log frame, in terms of providing technical support for policy frameworks and capacity building for their implementation.

The project conducted a mapping and scoping exercise for services for migrant workers, and on data gaps and data integration for migration information system. All migrant workers have access to disability and life insurance, and migrant workers had improved access to services abroad. All migrants now participate in the mandatory life and disability insurance scheme, which has accumulated a fund of over USD 7.2 million, of which 11% has currently been drawn as claims.

Outcome 1

Output 1.1: New Policy Frameworks, Complaints Mechanism and Social Security

New Policy

The project provided technical inputs to the GOB apart from an access to over 25 research and knowledge products, which supported evidence-based policy development (The publications are listed in Annexure 1.2)

The project has supported the Bangladesh government to adopt 11 pieces of legislation, which were consistent with the ILS and ILO Multilateral Framework to ensure standard protection of migrant workers. An example is the Expatriates' Welfare and Overseas Employment Policy, 2016 is formulated based on national and international principles: dignity of all migrant workers irrespective of sex, religion, race, caste.

The guidelines for the policy document incorporate attention to safe labour migration by upholding the fundamental human rights, human dignity and protection of all migrant workers as Constitutional duty of the State, keeping conformity with gender sensitiveness and while drafting policies and programmes; national and international provisions on elimination of all forms of discrimination against women; protection of workers' rights while abroad and right to proper rehabilitation when they return home; ensuring social security and welfare service and facilities to empower migrant workers and member of their families and developing an efficient and participatory labour migration governance to take forward labour migration. The tools and analysis done by the Migration project has been referred to and used for another tool created for use in the African region⁵.

Complaints Mechanism

With the technical support of ILO, BMET launched an improved complaints' website in 2021. An Integrated Online Complaint Mechanism was updated to include mobile apps, a web application with database backup, and a testing manual along with a sustainability document. Anyone can download this app and use it for lodging complains. Moreover, the BMET staff can also work on this app from any location. The project continuously advocated BMET on proper utilization of the system while conducting several sensitization workshops for different stakeholders to integrate their existing data and preventing overlapping.

The Integrated Online Complaint Mechanism did not get fully digitalized, with the paper-based system working alongside it. The online component is used to receive complaints but the resolution workflow is

⁵ The tool is downloadable from: https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_722208.pdf, and refers to three products of the Migration project: the Assessment guide for bilateral agreements and memoranda of understanding on labour migration, with a special focus on Bangladesh, Core elements of a bilateral agreement or a memorandum of understanding on labour migration). and Good practices and provisions in multilateral and bilateral labour agreements and memoranda of understanding (Dhaka, ILO).

offline through paper trails. The usage is limited too, 54 complaints have been received since March 2021, which attributed to women lacking information regarding where and how to complain, their inability to provide evidence of torture or abuse, the prevalence of traditional arbitration or alternative arbitration process and impediments created by influential intermediaries and recruiters.

The Endline survey, however, reported a significant increase in the reliance of women migrant workers on BMET online complaint management system from 9.5% in 2017 to 75% in 2022, on WEWB from 0% in 2017 to 18% in 2022 and on the law enforcement agencies in Bangladesh from 0% in 2017 to 12.5% in 2022. 40% men rely on the missions in the destinations. While women migrant workers demonstrated heavy reliance on the BMET online and offline complaints management systems, WEWB and law enforcement agencies in Bangladesh for availing themselves of support against impediments, men migrant workers relied majorly on the missions in the destinations.

However, there was a decrease in the satisfaction of the migrant workers with the grievance system. In 2017, 42.9% female migrant workers reported their satisfaction with the grievance system, and the figure dropped to 35% in 2022. During the same period, male migrants reporting satisfaction with the grievance system decreased from 14.8% to 10.5%. The dispute settlement mechanism resorted to was conciliation, with women migrants (52%) being twice more likely to choose conciliation than male migrants (22.6%).⁶ Although these results cannot be generalized, they provide an indication that further work is needed to make the complaints mechanism more effective.

Social Security

The Project enabled the GOB to cover 100% migrating workers with a mandatory life insurance and disability insurance scheme. This ensured that the target for increasing the number of women and men migrant workers participating in social security was successfully achieved.⁷

The usage of the death and disability insurance fund created was about 11% of the fund, due to lack of awareness or support to file claims. The MOEWOE has published 20,000 pocketbooks for awareness about insurance, for distribution in seminars at DEMOs at district level and at points of registration in BMET. The welfare desk at the arrival hall of the Dhaka airport, and 42 DEMOs at the district level, provide support on the claims to the family members of the deceased person.

The Project built capacities of employer organizations to provide support services for migrants, e.g., access to jobs through job fairs organized by Bangladesh Employers Federation (BEF), Cumilla Chambers of Commerce, Helvetas, Bangladesh and the GOB.

Output 1.2. Ability to apply International Labour Standards principles in labour migration to BLAs/MOUs

The EWOEP 2016 suggested that BLAs will be drafted containing the inter alia provisions for occupation-specific minimum wages; regular and timely payment of the wages; working conditions, including occupational safety and health, and legal provisions on breach of contracts. It also provided for equal treatment in pay for women and men workers and other equality of labour rights. Bangladeshi officials received trainings

⁶ While the endline figures provide some indications, it is important to highlight that the results reported are based on very small samples, 113 migrant workers. The reliability of the endline survey is limited by the small sample size.

⁷ The use of the insurance, however, is currently limited, as discussed in Section 5.7 on Impact.

to enable them to apply “International Labour Standards” principles and good practices in labour migration in MOUs and Bilateral Agreements.⁸ These inputs have been effective, as a total of 12 BLA/MOU were reviewed using these guidelines. These were drawn with Hong Kong, Iraq, Jordan, Libya, Malaysia, Qatar, Republic of Korea, the United Arab Emirates, Greece, and Lebanon. Policies were drafted to align BLAs and MOUs with gender-sensitive guidelines. The training was extended to NCCWE and other stakeholders too, who attended ILO trainings in ILO-ITC Turin as well as in Bangkok. The Project has also prepared a training manual for future use.⁹

Outcome 2

Outcome 2 envisages that public and private institutions contribute to safe migration and decent work for women and men migrant workers. Apart from developing the systems for better management of migration, such as MWIMS, LARS, RAIMS, the Project enabled GOB in providing skill assistance to the aspiring and existing labour migrants and building the capacities of institutions in enabling safer migration.

Output 2.1: Migrant Worker Information System (MWIMS)

The project envisages that the Government and stakeholders can develop and apply an integrated migrant worker information and management system (MWIMS) and implement a labour market information system. The MWIMS was integrated by the MOEWOE on the website, however, the system is not yet fully operationalized. In addition, a Labour Attachés Reporting System was developed and operationalized. This ensured that the Ministry monitors and stays updated on the workers’ welfare.

The Labour Attaché performance assessment preceded LARS; it was being done manually earlier, with a senior official in the Ministry assessing performance of the LAs based on the reports they filed. The LA reports were also compiled by the Ministry into a progress report, to take an overview of the situation of migrant workers. LARS was designed to digitize the system. It has helped the LAs to enter their work on a regular basis into the LARS system and generate a monthly report electronically. It has enabled the Labour Attaches in destination countries of UAE, Malaysia, and Singapore to send reports on jail visits, company visits, attestations, demand letters, worker deaths, administrative updates, expenditure against budgets, and other information to MOEWOE every month. The capturing of this data in a system allows them to analyse their own data and improve their services to clients. The government stakeholders informed that LARS will become mandatory soon, which will enable the MOEWOE to receive reports from about 46 LAs appointed across the 27-28 countries where Bangladeshi High Commissions are established. This will enable the Ministry to see updated information on the dashboard and monitor progress from Bangladesh.

A revised application development of the ‘Recruitment Agency Information Management System’ (RAIMS) was completed and operationalised through a Training-of-Trainers (TOT) organized for officials from the MOEWOE, BMET, WEWB, BOESL and The Bangladesh Association of International Recruiting Agencies (BAIRA). Consultant stakeholders highlight that the classification is multi-dimensional, and will be useful in

⁸ The good provisions highlighted are detailed listing of responsibilities of different parties, spelling out the standard employment contract, clear definition of costs to be paid by the employer including travel, providing detailed terms of reference for the Joint Working Group and provision of occupational safety and health training to the worker (Wickramasinge 2022).

⁹ More details regarding the number of BLAs/MOUs reviewed with destination countries are provided in Annexure 1.1

promoting greater transparency and competition among RAs¹⁰. Experts stated that BAIRA’s resistance to the Classification Rule is based on their perception of it only as a regulatory tool, and that this perception can be changed.¹¹ The RAIMS aims to ensure that the recruiting agencies, in conformity with the provisions of existing laws and regulations conduct themselves as socially responsible enterprises in protecting workers from exploitation and extortion by middlemen (*Dalals*) and sub-agents, both at home and abroad. The RAIMS system is operational, with 1313 users, and 1,136 applications, of which 1,134 have been approved by the government. As the total number of Recruitment Agencies are estimated at 1,655, the current users of the data base are about 79%, and 69% are registered.¹² . Although this is a good step towards monitoring and governance of RAs, effective protection of aspiring migrants’

Output 2.2.: Improved Services in Bangladesh and Destination Countries

The Project supported the government and employment service providers to improve the scope and quality of services for migrants in Bangladesh and in destination countries by evaluating existing services and creating new ones. Against the target to establish 2 migrant worker support centres, 3 call centres/ Workers’ Resource Centre were established, in Jeddah, Oman and UAE to provide legal aid, support to disabled/sick workers, and a complaint and redressal system. Since the establishment of the call centres, a total of 199,630 calls have been registered (over Telephone, WhatsApp and voice message) and addressed, as given in Table 2 below¹³.

TABLE 2 NUMBER OF CALLS IN CALL CENTRES IN DESTINATION COUNTRIES: KSA, UAE AND OMAN

| Call Centre | Nos. of calls 2 019-2020 | Nos. of calls 2020-2021 | Nos. of calls 2021-2022 |
|--|--------------------------|-------------------------|-------------------------|
| LWW, Jeddah, KSA | 24,834 | 37,137 | 37,074 |
| LWW, Abu Dhabi, UAE | | 34,900 | 14,125 |
| LWW, Dubai, UAE (WhatsApp messages) | | 48,000 | 36,000 |
| LWW, Oman | | 3,560 | 1,587 |
| Total | 24,834 | 123,597 | 51,199 |

During COVID-19, several migrant workers returned and were in search for livelihood engagements. The Project set up MRCs in Cumilla and Chattogram during the first phase and Sylhet in the second phase to generate vision and create a network of private sector firms, through the Chamber of Commerce, for reintegrating the returnee migrant workers. The MRCs provided skill training to help match the competencies and skills of the returned migrants to the needs of the private sector and to provide them with welfare services.

A significant success was the development and inclusion of the Labour Migration Module in Bangladesh’s Labour Force Survey, which highlighted the cost of migration, and set up a working group to address the issue.

10 The RA Classification Criteria include the number of workers sent abroad according to their skill levels, the procedures followed by the RA, the facilitation of loans, the cost to migrant workers, availability of a complaint mechanism, website of the RA, organogram, training facilities, number and location of the offices at divisional our district levels, etc

11 Stakeholders suggested learning from the Sri Lanka experience, where positive campaigns, and rewards for best performers were used to motivate RAs and to encourage healthy competition among them to score better on the classification criteria.

12 Source: <http://www.old.bmet.gov.bd/BMET/raHomeAction> accessed on 17.08.2022

13 Source: Mission Wing, MOEWOE

This contributes to higher awareness of migrant workers, especially women, about their rights and protective services.

Output 2.3 Skills, Assessment and Recognition

The Project envisaged that the government and stakeholders can deliver skills training, assessment, and recognition relevant to labour migration. The project achievements on this output are as follows:

- Supported the BMET for accessing 8 National Training and Vocational Qualifications Framework (NTVQF) certified curriculums, including two for feminized occupations. The Project worked towards meeting national standards, in preparation that when the International Standards The task of ISCO rationalization was to be achieved through BTEB, who stated this as ongoing work, on a country and skill specific basis.¹⁴
- Supported BMET to plan for skilling, reskilling, upskilling and Recognition of Prior Learning (RPL), for returnee migrant workers and to prepare a comprehensive pre-departure orientation module for migrant workers, and work plans for returnees.
- Provided technical support to the MOEWOE to facilitate the reintegration of returnees through consultative discussions; this is being implemented jointly with ILO's Skills 21 project.
- Influenced policy directives of the EWOWP 2016 in building the skill of the migrating women workers since skilled labour is proven to be less vulnerable over the unskilled.

These initiatives aimed to reduce the vulnerability of the female migrant workers further by improving the number of women migrating to diverse occupations and destinations. The 2022 endline survey data reveals that 85.9% female migrants are aware of housekeeping jobs compared to 64.1% in 2017. Female migrants' knowledge of nursing job has increased nearly three times from 8.9% in 2017 to 27.2% in 2022. The female migrants' knowledge of career in food and beverage/chef has reduced from 11.5% to 6.9%.

The Project did take a step towards achieving the target of increasing women's participation in skilled labour by preparing to augment women's skills in care work. However, the information on diversity of occupations of women migrants is not available so an assessment of effectiveness cannot be done. The Bangladesh Employers Federation (BEF) used training modules previously developed under the previous phase of the project, for a Training of Trainers programme for returnee migrants, to enable decision-making between seeking jobs or starting businesses in Bangladesh. The Project also incorporated training for migrant workers to learn the local language of the destination countries, thereby improving their capacity to negotiate working conditions.

Another target of the project was to provide PDOTs to all departing migrant workers. PDOTs focus on ways to protect migrant workers from being lured into forced labour, debt bondage, and trafficking, and pay special attention to support women in their decision-making. The Project viewed PDOT through the migration cycle lens and incorporated it in the rules, acts, knowledge materials and policies that were developed. The various versions of the PDOT, which were present with the different organizations developing it (e.g., CSOs, BMET), were unified under consistent guidelines and approval of BMET. The training was disseminated online and

¹⁴ An example is the discussions with BTEB, the Project team and government showed that a Skills Verification Programmes (SV) is under discussion with Saudi Arabia. Saudi Arabia has designed an SVP with India for trades such electricians, plumbers, Bangladesh will learn from that. The exams will be conducted in the country of origin, Bangladesh, and will include basic Arabic, with the language elements needed for workplace and related to the safety of the migrant workers. This example is evidence of advanced stages of negotiations which are country specific and trade specific.

offline at TTCs and several Recruiters' centres. Later, the Project also produced audio-visual content as requested by the GOB for promotion within the community of migrant workers through TV anchors, especially for the unlettered women. The project made it mandatory for workers to submit a certificate of PDOT completion to avail of smart cards and TTCs must generate quarterly, biannual and annual reports of PDOTs completed.

The Endline Survey stated that the percentage of those who had received PDOTs decreased from 71% to 33%. The reasons behind the drop in the percentage could be the shift of attention to the returnee migrants during COVID-19, lack of in-person/ offline training during the pandemic and the online mode of training requiring infrastructural privileges such a stable internet connection. To understand the reasons for this decrease, the information from the Endline Survey needs to be investigated further. The ownership and implementation of PDOTs is contested, with the resources with one institution (BMET) and the responsibility of implementation with another (WEWB). The endline survey also speculates the existence of malpractices in the system where migrant workers can get the training certifications without undertaking the training.

Output 2.4: Quality of Client Services

The Project effectively boosted the quality of the client services offered by the government and Recruitment Agents to the migrant workers when judged by the interviews on the LARS reporting systems. Further, the design of the LARS and the online trainings for the Labour Attachés on the system will enable better analysis of these services provided, and their improvement. An example is from the Labour Attaché in Singapore, who has not only found that LARS reduces the reporting time, but also helps to plan the services to migrants more effectively.

The endline survey, however, showed a mixed picture, with awareness of migrant support services having doubled from 2017 to 2021, but less than a quarter were aware of legal, healthcare and referral services

In the Baseline, 80% respondents reported recruitment agencies, intermediaries, and other agents to be impediments to safe migration practices. The situation seems to have improved at the endline with nearly one-third female and male migrants reporting impediments to service delivery from recruitment agency staff or informal intermediaries.

The Labour Migration Diplomacy Module integrated in trainings of the Foreign Service Academy (FSA) will contribute to building the capacities of diplomats in establishing close contact with government of destination countries, apply good practices to BLAs and MOUs, be more aware of the laws and policies to safeguard the rights of the migrant workers, and understand the services that the migrant workers need at home and destination. This would in turn improve the services provided to the migrant workers. With the development and mainstreaming of the LMDM in the FSA, the project will have effectively increased the capacity of the institution for better protection and safe migration of women and men workers.

ILO strengthened the institutional capacity through international accreditation. The project supported ISO certification for BMET and BOESL.

4.5 Efficiency

Question 8: Timely Delivery, Efficiency, Monitoring and Follow Up of Recommendations

Question 8: The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way:

How efficiently have resources (staff, time, expertise, budget, etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives and results?

To what extent are the recommendations of the MTE still relevant in the current context? To what extent have they been followed up and achieved?

To what extent has the project performance and results been effectively monitored?

Finding: *The Project will be able to deliver all outputs during the extended project period. The resource allocation between Outcomes 1 and 2 appears balanced, in view of the expenses on development of systems for migration governance. The Project has achieved efficiencies through the contribution of ILO Decent Work teams and specialists in Delhi, Bangkok, and Headquarters, to increase capacities, and to enhance the position of Bangladesh in regional/ global discussions. However, this is not always evident in the government's discussion and participation in regional discussions, e.g. the Colombo Process. Normative and systems change in any public sector is a time-consuming matter, and hence with the given financial and human resources and time, the Migration Project appears to be quite efficient in producing several high-impact policy deliverables.*

Most of the MTE recommendation were relevant, and all have been followed by the project, except the recommendation on preparing 6-monthly reports. Although the Gender focal point of the Project participated in ILO forums for discussions on gender, reporting on the issue has not been done on a six-monthly basis as the annual reporting requirements were considered sufficient in capturing Project's progress.

The Project Steering Committee was the monitoring forum involving the donor and tripartite partners, and was held biannually between January 2019 and July 2022, and were considered effective, although some stakeholders (workers associations and development partners) indicated the need for longer and more analytical discussions. The monitoring by the government was regularly conducted through the Annual Development Plan mechanism and was considered adequate.

Timely Delivery

The project activities were delayed during the COVID-19 pandemic as face to face meetings were not possible during lockdown periods. However, the Project received a no-cost extension, hired more staff, speeded up activities and is likely to be able to deliver all its committed outputs during the extended project period till July 2022. The project's team faced unprecedented changes as the senior government officer deputed to the project was transferred and the finance officer was replaced. Moreover, the work from home protocols during COVID19 increased the difficulties, as many of the staff members did not have stable internet connections in their homes. Rotation of staff also made it tougher for the project to retain qualitative and competent staff.

Resource Allocation

Of the project's programmatic expenses, 30% was spent towards Outcome 1, with very good results on policy formulation. 70% of the programmatic expenses were towards Outcome 2, which is appropriate given that the activities were directed towards building institutional capacities and facilitating implementation of laws and policies, and the design of information systems for migration governance, such as RAIIMS, LARS, the Complaint System and MWIMS. However, some of the migration governance systems remain underutilized and one is not yet operational. For example, despite the online complaints system, many processes in the

workflow are still offline, and may be an indication of organizational delays in adopting fully online procedures-

The project has used its own staff well and had the support of ILO specialists from the Headquarters and the ILO's Regional Offices in Delhi and Bangkok. However, the effectiveness of such support is mediated by the not only the experience and expertise of the government staff deputed to regional discussions, e.g. the Colombo Process, but also the political and economic context which influences the power relations between the sending and destination countries¹⁵ The specialists have provided crucial inputs for project implementation and the links with ILO constituents.

They helped the project to mainstream the ILO's normative framework on labour standards into the work of the MOEWOE, contributed to the strengthening of the MOU between Bangladesh and Malaysia, and for preparing a workplan for the migration agenda of 8th FYP of GOB. Although lacunae remain in the MOU with Malaysia, the government stakeholders believe that access to the Malaysian market has been gained after two years, which is a positive step, and that they would continue to work on the progress towards Decent Work in the destination country.¹⁶ The ILO specialists from Delhi, Bangkok and Geneva provided technical inputs for the trainings of recruitment agencies, and included MOEWOE officials in trainings conducted by the Regional Office in Bangkok. The International Labour Standards specialist from ILO's Delhi office provided training on ILS related to migration, and the Skills 21 project provided support to strengthen eRPL, skills disaggregation, and work towards a Skills Passport. ILO Geneva supported Bangladesh to have a seat on the steering committee of the Fair Recruitment Initiative.

Relevance and Follow-up of MTE Recommendations

The MTE provided 12 recommendations, and actions taken on each of these is detailed in Annexure 3. The project followed 11 of the 12 recommendations of the MTE, as follows:

Continued activities on legal and policy reform, adjusted the log frame, worked with the MOEWOE for implementation of laws, included MOFA in their activities, involved the social partners, conducted an end-line study, streamlined the Project Steering Committee and the Project Coordination Committee meetings, coordinated to avoid overlaps with other projects by working through the Migration Working Group, improved the project website, and conducted a Sustainability Workshop. The Project Steering Committees (PSC)

¹⁵ Some stakeholders reported that the discussions in Bangkok in June did not reflect support of the ILO specialists from the region or globally, while other stakeholders clarified that the government staff deputed to these discussions lacked expertise and experience and could not benefit from the handholding provided by the Project. The government and Project stakeholders highlighted that gaining access to Decent Work is an incremental process, which is almost always not linear.

¹⁶ Malaysia suspended recruitment of Bangladeshi workers in 2018, over allegations of malpractices in the recruitment process by RAs who charged a high fee to Bangladeshi workers. Malaysian firms also faced accusations, and demands for improvement of conditions of work, recruitment processes and elimination of forced labour practices. The ILO Project provided advice based on ILS and also provided a comment to the government on the MOU, adding a comparison with the MOU between Nepal and Malaysia, and drawing on the MOU with Republic of Korea. The good provisions highlighted are detailed listing of responsibilities of different parties, spelling out the standard employment contract, clear definition of costs to be paid by the employer including travel, providing detailed terms of reference for the Joint Working Group and provision of occupational safety and health training to the worker. The ILO also pointed out to the government that the MOU did not contain a reference to relevant international instruments or guidelines, does not provided sufficient measures for reduction of costs of migration, lack of focus on worker protection, lack of provisions to deal with crisis situations, lack of clarity about wages, deductions of advances, and disproportionate restrictions of workers (e.g. on taking family members to the country of destination, on change of employment, and provisions for repatriation) (Source: Wickramasekara, 2022).

meetings were considered effective, although some stakeholders (workers associations and development partners) indicated the need for longer and more analytical discussions. The gender focal point of the project did increase his participation on the SDC's gender platform. He attended the 6 monthly meetings of the Gender Committee group in the ILO, although formal reports were not prepared. The members of (Bangladesh Business and Disability Network) (BBDN) were included in trainings conducted by BBDN, for reintegration of returnee migrants. Another recommendation was to work on regularization of middlemen through registration at the upazila level. This could only be done under a conducive policy environment. The Project has helped improve the policy environment through its support for revising the OEMA Act 2012, which is currently in the last stages of approval. The Rules for Code of Conduct and Rules of Classification of RAs will provide further guidance and the penalties for not following the Rules. The role of the DEMO offices in registration will also become clearer. These are steps towards regularization of middlemen, which requires separate attention, as further elaborated in the recommendations.

Monitoring of Project Performance and Results

The Project is monitored through two formal processes, the Project Steering Committee, and the Project Coordination Committee. The Project Steering Committee consisted of tripartite stakeholders, the ILO Project team, and the donor. Although these were held regularly during the project period 2018 to 2022, however some stakeholders stated that 6 monthly frequency is low, and quarterly meetings and more in-depth discussions, would offer greater potential for improved implementation.

Monitoring of project progress also took place through the government's system of monitoring the Annual Development Plan monthly. Regular meetings with ILO projects, such as Skills21, also helped to monitor and coordinate project progress on joint agendas.

Regular progress monitoring was done through half-yearly reports to the donor, these did not carry some of the impact indicators. The data on some impact indicators is not available consistently through the baseline, endline and progress reports, e.g. on the number of women in domestic work, or on the number of complaints resolved. These result in inadequate data available at the end of the project period. (Please see Lesson Learned 5 in Annexure 4.1)

4.6 Cost effectiveness analysis

Question 9: Cost and Benefits of the Project

Question 9: Are the benefits of the project and its achieved outcomes are worth the cost generated?

- a) Was/is the project a cost-effective means of achieving the results?
- b) What is the net economic benefits of the project?

***Findings:** The Project is highly cost-effective, when valued qualitatively in terms of its potential to enable low or zero-cost migration for Bangladeshi workers and securing higher labour standards through MOUs, improvements in services at home or destination, and government schemes for social protection. The quantitative estimates for some of the benefits were expected to be available through a baseline and endline analysis, however the endline study did not yield sufficient information on cost benefit analysis. The quantitative benefits could therefore be only estimated for a single intervention. The benefit arising from insurance funds generated for death and disability coverage was over USD 7.2 million, against a project cost of USD 7.5 million over the whole project period. Of this, the benefits already transferred to their families*

were to the extent of USD 767 thousand, which is all for life insurance. This could be less than the full potential, however, there are no benchmarks available for withdrawal of insurance funds for labour migrants. The constraints to utilization the funds could relate to awareness of workers about the benefit available, or the process by which to access it. Both are being addressed by measures to create awareness at workshops and DEMO offices, and by offering support to returnee migrants at the airport and 42 DEMOs at the district level. Notably, the funds are generated from contribution of migrant workers, with no additional contribution from the GOB or employers. Future projects must address the issues of equitable contributions by all tripartite partners for social protection, the ease of access to social protection and the portability of these benefits across destination and home countries.

The total cost of the Project was USD 7.5 million. Being a policy project, the monetary value of most of its outputs cannot be estimated. The log frame and the evaluability assessment did not indicate a clear methodology, aligned with the methodology that the donor uses, to facilitate the data collection and calculation of benefits (See Annexure 4.1, Lesson 5). Further, in the absence of detailed data on baseline and endline values of benefits and number of beneficiaries, it is not possible to conduct a cost-benefit analysis of the Project. Hence the qualitative assessment is supplemented by a few quantitative aspects that could be calculated.

Qualitative assessment of value created

The value creating outputs and the outcomes include:

- 8 legal and policy frameworks, which have significantly improved the policy environment for migrant and returnee workers
- Online tools, namely the complaint system, labour attaché reporting system, Recruitment Agencies Management System -RAIMS, migration portal (MWIMS), and integration of international labour standards in BLAs and MOUs.
- Estimation of cost of migration, available for 16 countries of destination: The calculation of these costs has wide-ranging impacts, in terms of agencies becoming aware of and working towards reduction of costs. The module for calculating the cost of migration has been adopted by Bangladesh Bureau of Statistics, which is a contribution to SDG target 10.7.1.¹⁷
- The legal and normative frameworks represent a “paradigm shift” in the rights and protection frameworks of the country and as such, contribute immense value.
- The online systems too represent a cultural shift in service delivery and positive change in the way migration services are delivered, reported and monitored.
- The estimation of costs of migration has mainstreamed the awareness and reduction measures has enabled the GOB to increase awareness among all stakeholders and to take steps for reduction of these costs, especially for women. These measures include annual planning in a multi-stakeholder committee for planning how migration costs may be reduced. The discussion on costs of migration is

¹⁷ SDG target 10.7.1 refers to the recruitment cost borne by employee as a proportion of yearly income earned in country of destination.

to be included in Pre-Departure Orientation (PDO) trainings and skill trainings to increase awareness of aspiring migrants about their rights and duties as migrant workers, and about the services available to them.

Quantitative assessment

An attempt is made to quantify one aspect that lend itself to financial estimation.

The WEWB launched a scheme for life and disability insurance of migrant workers. This scheme is available for all migrant workers going abroad for work through official channels. The coverage of 200,000 Bangladeshi Taka (BDT) has currently been raised to 400,000 BDT, and the premium reduced from 999 to 499 BDT. Over a period of 3 years, from April 2019 to March 2022, insurance cover has been provided to 1.15 million workers, and the premium collection is 671 million BDT (USD 7.2 million). The fund represents the value created for protection of migrant and returnee workers and is much larger than the amount spent on the project (USD 7.5 million).

During the same period, claims were paid out to the families of 199 dead workers, to the extent of 60 million Taka (USD 767,000).¹⁸ This shows that the usage of the fund is about 11%, and while this may be considered low, benchmarks for insurance claim ratios for migrant workers are not available yet in public domain.¹⁹ The low usage could be constrained by lack of awareness of the benefit, or difficulties of access²⁰. Stakeholder reported that filing of claims through the DEMO offices is difficult, and often requires the help of an NGO for the family of the deceased migrant worker. This points to further work being required in simplifying the claim processes, and the MOEWOE has already published 20,000 pocketbooks for awareness about insurance, for distribution in seminars at DEMOs at district level and at points of registration in BMET. The welfare desk at the arrival hall of the Dhaka airport, and 42 DEMOs at the district level, provide support on the claims to the family members of the deceased person.

It is also important to note that the fund with WEWB on insurance claim settlement is generated from the contributions of migrant workers going abroad, as the contribution from the government has recently been removed, and the employers are not required to contribute to the fund. Stakeholders raised the question of equitable sharing of the costs of social protection across the tripartite partners, and they also pointed towards ensuring portability of the social protection measures across the home and destination countries. These are highlighted further in the Recommendations.

18 Source: Expatriate Workers Insurance Contract Year Based Report, and WEWB report.

19 The ratio mentioned here is Incurred claim ratio = total claims incurred/total premiums earned. Benchmarks for insurance claims for migrants are not yet in public domain. One example of a similar experience is from China, in 2009. the People's Insurance Company of China (PICC), with a grant from the Microinsurance Innovation Facility of ILO, Geneva, piloted the introduction of a migrant worker personal accident and health product. The number of claims made under PICC's product was very low: two years after the project began there had only been a total of 249 claims from over a million clients. (<http://www.impactinsurance.org/projects/lessons/migrant-workers-accident-health>).

20 The endline survey showed that only 22.5% of women migrant workers and 26.3% of men, as per the endline survey were aware of the available social security schemes. Even fewer knew that the participation was mandatory; only 9.7% women and 12.4% of men knew that they have participated in a social security/insurance system.

4.7 Impact

Question 10: Institutionalization of Project Initiatives

Question 10: To what extent were the project initiatives institutionalized? What changes has the project brought to key stakeholders and beneficiaries?

- To what extent has the programme contributed to strengthening the capacity of the Labour migration institutions (both public and private institutions)? To what extent have the policies been developed and implemented which contributed to men and women migrant workers better protected? What remain to be done/done more (e.g., in term of institutional capacity and other aspects), before the project objective (i.e., full implementation of its policies and its progressive new Overseas Employment and Migration Act) could be achieved?
- To what extent are women and men migrant workers, including people with disabilities, in Bangladesh deriving social and economic benefits from the improved services? Are there any differential results (both intended and unintended) across groups?

Finding: *The project is very high potential impact, although the realization of these impacts is not yet visible. The projects efforts in creating an enabling policy environment and capacities developed will contribute significantly to the protection of migrant workers. Examples include the operationalization of the complaint's mechanism, and the mandatory death and disability insurance available. Migrants who return from migration with disabilities have recourse to social protection through an insurance fund set up by the WEWB. However, no claims have been made on it yet for disability, indicating both lack of awareness and of simple official processes, at the DEMO offices, to claim the benefit. These highlight areas of work for more inclusive social protection processes, and MOEWOE has taken measures to create awareness and offer support at the district level, through 42 DEMOs, and at the Dhaka airport.*

The cost of migration survey has motivated the public and private institutions to work together to reduce costs, which will result in positive impact over time. The costs of migration did not reduce for men but did reduce for women.²¹ The migrant workers indicate that RAs are highly profit oriented, creating a barrier for ethical recruitment practice. This highlights the need for greater regulation and governance. The endline survey showed that a slightly higher percentage of men experienced violence, as compared to women, and the incidence is high, as about a third of women and men migrants experience violence. This reinforces the need for protective services at destination.

The Project has contributed significantly to institutional strengthening and service provision through PDOTs, skills trainings and their classification, language trainings, MRCs and call centres, LARS mechanism and the Labour Migration Diplomacy Module. The development of these mechanisms and programmes, and trainings of staff of government departments have strengthened the capacities of public and private institutions and all ILO constituents. These are expected to yield impact over time. However, barriers remain which need to be addressed, for the achievement of the project goal of safe migration and Decent Work for all Bangladeshi migrant workers.

²¹ This could be attributed to more G2G recruitment that has been facilitated by the GOB in recent years, e.g., in the garment sector, or because women still migrate primarily for low skilled and low paid jobs. An understating of the reasons will need further research and analysis.

The log frame identifies three impact indicators: reduction in costs of migration, and perceptions of migrant workers regarding reduced incidence of negative impact and increased availability of support services, and two DW indicators for labour migration: forced labour rate among returned workers and reduced incidence of negative impacts. This section discusses the results on these impact indicators. The discussion starts with an overview of how the different interventions may contribute to the two project outcomes and impact. This is followed up with a discussion of the how the policy environment has improved, the institutional strengthening and impact of improved service provision, and finally, what remains to be done for achieving the project objectives.

The Project contributed to the goals of better protection and safe migration and Decent Work through changes in the policy environment and improved capacities for labour governance, and improved services at home and destination for safe migration and decent work for women and men migrants. Figure 4 in Section 4.4 on Effectiveness depicts the different interventions. The figure highlights that although many of the initiatives are placed alongside either the protection, or the safe migration and Decent Work outcomes, most interventions contribute to both outcomes.

The initiatives that would contribute to the women and men workers having better access to safe migration and Decent Work included low costs of migration, PDOTs. Information management and registrations systems such as the MWIMS and RAIMS improve governance and transparency, and improved access to government services.

Initiatives that would contribute to both outcomes in terms of better protection and improved services include the Labour Migration Diplomacy Module, the capacity to draw BLAs and MOUs incorporating better labour standards, LARS, improved skills and language trainings which would enable workers to negotiate with the recruitment agencies and their employers abroad.

Policy environment and capacities developed

The increased capacity to draft BLAs and MOUs would enable the GOB to negotiate better terms (e.g., wages, working conditions, protection for women). The services available at destination were strengthened e.g., a functional complaints mechanism and legal aid, and life and disability insurance provided for all workers going abroad through official channels. These have resulted in increased protection of workers.

Two of the log frame impact indicators refer to protection, and the results on these are as follows:

1. **A reduction in the actual average costs of migration** in 2021, compared to 2013. The cost of migration survey conducted in 2020 by the government showed the costs to be high, at 17 months of overseas employment. The endline report (2022) shows a mixed picture, with the average cost of migration for men has increased significantly since 2015, however, the cost of migration for women has significantly decreased in comparison to 2015 but is higher than the average recorded in 2017. On an average, men pay about 4.71 times more cost for migration than women, the reason of which could be the difference in the occupation and skill levels. A study of perception of migrant workers shows that the migration cost has not decreased since 2020. However, 29.56% of the workers believe that the cost of migration has decreased for the Gulf countries of KSA, UAE, Jordan, and other countries but not equally for women and men. About 33.8% of the migrants had the perception that the recruitment agencies did not have the attitude to reduce the migration cost. The small reduction and

the perceptions indicate that although the cost of migration survey is a good starting point, yet Bangladesh has a long way to go before significant reduction is achieved in cost of migration.

- 2. Reduced Incidence of negative impact:** The endline survey showed a modest decline from 39% of migrant workers experiencing social violence during their stay in the destination county in 2017 to 34% in 2020, reporting a decrease in incidents of negative impact by 5%. Contrary to popular perceptions that women are more exposed to violence and abusive conditions, the endline survey found that 34.5% of the male migrants experienced violence, compared to 32% of female migrants.

These indicate that although the protection available has increased, yet the awareness and use of the protections available remains low. Further, although most policies are in place and operational, a significant reduction in costs of migration can only be achieved if the governance mechanisms cover the grassroots actors in the migrant workers' recruitment chain. This is further discussed as an area of future work for the GOB and the ILO and development partners.

Institutional strengthening and service provision

The impact of improved service availability was assessed through measuring the perception of the migrant workers about the availability and access to the support services, which was targeted to increase by 50% over the baseline of 2013.

The end line survey found that, in 2021, around 42% of the migrants are aware of migrant support services in the country of destination against 28% in 2017. Although it is not double the baseline as targeted, the increase is despite the COVID-19 pandemic, so is considered quite substantial.

Less than a quarter of the workers are aware of legal aid (21.9%), healthcare services (24.6%) and referral services (20.9%). No significant gender differences are observed in their knowledge about services at destinations. Reliance on BMET complaint system increased from 9.5% in 2017 to 75% in 2022 for female migrant workers. Around 74% of migrants have the perception that the support services are not equally accessible to women and men. Only 18.3% believe that male and female migrant workers from Bangladesh enjoy equal opportunity and treatment in employment in the country of destination. An overwhelming majority 59% of the respondents, however, expressed their ignorance about the matter. This highlights the need for more efforts in awareness creation (See the section on Recommendations).

Question 11: Lasting Impact on Labour Migration

Question 11: What are the benefits of the project's contribution to lasting impact on labour migration and the broader sector?

Finding: *The project has potential to contribute to lasting impact on labour migration as the set of policies and governance system for migrant workers has been largely developed. The project has also taken cognizance of issues of reintegration of returning migrants and has taken the lead in the design of the reintegration policy, in coordination with IOM and UNWOMEN. This covers migrant workers from the stage of preparation, migration, and return, thus extending protection through the migration cycle. The broader framework for protection of migrant workers, including women migrants, spans prevention, protection and reintegration, all areas to which the Project has contributed.*

Some gaps remain, however, which highlight the need for continued technical support from the ILO to the GOB. This includes ensuring implementation of the governance systems developed and operationalized during the Project, development of a governance mechanism for informal 'dalals', working on reducing costs of migration, removing barriers to greater use of the life and disability insurance, operationalization of the RAIMS, MWIMS, complaint mechanisms, skills classification and development, strengthening voices and removing regulatory barriers to building the organizations of migrant workers at home and destination.

A broad framework of migration spans three stages of migration:

- **Aspirants:** Awareness and access to services prior to migration
- **Migrants:** Protection and access to services during migration
- **Returnees:** Protection and reintegration on return from migration

Good governance of migration involves policies, systems and institutional capacities that ensure outreach and protection of all migrant workers, whether they are aspirants, on migration, or returnees. Lack of awareness of migrant workers, especially women, combined with a push factor for migration, remain an important challenge.

The Migration Project, including Phase 1 and 2, has contributed to both design and implementation of policy, and the significant introduction of policies and mechanisms will have impacts at all three stages. Increased awareness about the elements and fair levels of cost, provided at the District Manpower and Employment Offices (DEMOs), is expected to result in aspiring migrants demanding lower cost of migration. The extent of awareness is low, however, and significant impact will require large scale efforts for awareness of aspiring migrants.

Another measure planned to reduce costs is to provide low-cost loans to migrants from the Probashi Kalyan Bank (PKB), which will also offer a remittance facility, and will deduct the loan repayment from the remittances. The loan of 300,000 taka is currently offered through 100 field offices of PKB all over Bangladesh, at an interest rate of 4% per year to women, and 10% per year to men migrants.

For instance, aspirants will have improved access to information about costs of migration. Institutions also have access to the same and have already joined forums to take action to reduce costs of migration. This will have a significant positive impact on migrant workers. Similarly, while on migration, they will have access to a complaint system, which, along with the Labour Attaché reporting system, improve governance and services for migrants abroad. In some countries, the access to services will further improve due to setting up of Workers Resource Centres. The reintegration policy is currently under development, with inputs from IOM and UNWOMEN, which will encompass social, economic, and psychological aspects of reintegration. This will contribute to better protection of workers who return from migration, especially those who return in distress, due to loss of work, or abuse. Broader impacts will ensue from skills recognition and skills improvement services, which will ensure that returnee migrants can re-migrate on better terms, or successfully reintegrate in the Bangladesh economy.

Status quo and remaining gaps in, the labour migration governance and system

These early measurements show a movement towards the goal of the project, yet they also reveal that significant barriers remain in achieving the two outcomes of better protection, and safe migration and Decent Work for women and men migrant workers. While the Project contributed to these to a great extent, and the

policy issues were comprehensively addressed, there remain areas where further work is needed, for significant impact to ensue. These include:

The first is the Integration of MWIMS in the MOEWOE, including provision of technical human resources in the Ministry and its institutions (BMET, WEWB, etc.). It is important to ensure integration of existing systems and enhancement of server capacity. It is also necessary to strengthen ICT capacity and conduct training programmes, so that the different systems and apps that are built for the migrants become easily accessible to them. MWIMS has the potential to ensure transparency and reduce cost in the migration process, since all payments will be then registered and monitored through the system.

The complaints system has also been operationalized but has only received 54 complaints since March 2021. There is a mobile app that can be used by workers to file complaints. BMET may refer cases to the Bangladesh Police, the Ministry, or the missions abroad based on the type of complaints. The resolution workflow remains paper based. Further, the resolutions are currently biased in favour of reconciliation. Overtime, when the MOEWOE transfers to a fully online system, the resolutions of the complaints will be better tracked in terms of numbers, speed, and quality of resolutions, and impacts may be significant.

The Recruitment Agent Information Management System (RAIMS) is operationalized and 79% of the RAs have applied for certification. The process will enable the government to evaluate RAs on several criteria relevant to safe migration and is a significant step towards achieving the objective of fair and ethical recruitment. The digitalization of RAs registration will lead to improved governance, and eventually reduction in costs, and vulnerabilities to exploitation, forced labour and trafficking. Further, RAIMS is currently perceived only as a regulating tool. The data entered through RAIMS can be used by RAs to gain greater credibility, in Bangladesh as well as the country of destination. This will further enhance the impact of RAIMS

The need for further work in formalizing of informal recruitment agents, *dalals*, is already highlighted in the OEMA, 2013, and the revision to this Act is already in advanced stages of approval by the GOB. The Act recognizes the needs for registration and capacity building of *dalals* in the informal sector. The Ministry will need technical support from the ILO to implement the OEMA Act, including registration of *dalals*.

More work is also needed to support the alignment of the classification of skills in Bangladesh with the classification systems of the destination countries, supporting completion of registration in RAIMS and ensuring that the governance systems begin to function as envisaged (e.g., the complaints mechanism).

The WEWB has launched an insurance scheme for compensation in case of death or disability. While some families have claimed death insurance for their family members, none claims have been made towards disability insurance. The constraints reported include lack of knowledge, and complex processes of applying for claims, which must be made in DEMO offices. Stakeholders highlight that NGO support has not been sufficient to enable disabled workers, or families of deceased workers, to apply for claims. This indicates the need for making the scheme known, and more accessible to workers and their families, and for enabling NGOs to be the bridge between DEMO offices and families of migrant workers to access social protection. It is important to promote awareness raising campaign and develop an action plan for the WEWB act and rules

Since skills are an important aspect, stakeholders among WOs, EOs, GOs and NGOs suggested that policy frameworks could further engage the private sector for skills development.

Another area of work is the strengthening of workers voices. The Project consulted and brought in different voices in policy dialogues. However, the engagement with workers' organizations was limited. The Project engaged with workers to create awareness and test awareness tools. However, this was towards the last few

months of the project; the results are likely to be incomplete during this phase of the project. Bangladesh has not yet ratified ILO Conventions for Migration: Migration for Employment Convention (Revised), 1949 (No. 97) -and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) .Further, Bangladesh has not ratified Convention 189 (C189) - Domestic Workers Convention, 2011 (No. 189) and Convention 190 (C190) - Violence and Harassment Convention, 2019 (No. 190). These are highly relevant for protection of women migrants as well as for men in the construction sector. Building up the political will to ratify these conventions will need mobilisation of workers' voices, and their representation at the national level. Stakeholders highlighted other areas of work, e.g., climate induced migration.

Monitoring and governance systems have been set and have just become operational. Their institutionalization will need further capacity building, in terms of number and capacity of the human resources available with the Ministry, especially BMET. The transfer of officials results in low institutionalization of capacities. ILO and development partners could consider supporting, till the results start becoming visible.

These highlight areas of work that ILO needs to continue in Bangladesh, in addition to working on reintegration policies (See Section 7 on Recommendations).

4.8 Sustainability

Question 12: Sustainability of Project Initiatives and Results

Question 12: To what extent were the project initiatives sustainable? Are the results that came about from this project likely to continue after the close out of the project? To what extent are the project results likely to be sustained in the long-term?

- a) How strong is the commitment of the GOB and other stakeholders to sustain the results of project support and continuing initiatives supported under the project? How has the project enhanced and contributed to the development of national capacity to ensure suitability of efforts and benefits?

Finding: *The sustainability of the project initiatives varies across the initiatives. The policy changes were institutionalized from the beginning, and changes in the laws, their revisions, and rules are highly sustainable. The implementation of a few mechanisms and governance tools, e.g., LARS, RAIMS are sustainable. The Complaint Mechanism is being maintained in analog and digital format; hence the sustainability of the digital system is not assured at the time of writing this report. The MWIMS is also not technically fully compatible with the existing system of the MOEWOE, hence not yet sustainable. The skill trainings are mainstreamed into the BTEB system and will sustain. The Labour Migration Diplomacy Module has not yet been completed and piloted at the time of writing the report. Yet, the MOFA has made a commitment to mainstream the training, so it is very likely that once developed, the module will be implemented and sustained. Through skill training material development and several trainings and workshops, the Project has contributed to enhanced national capacity for migration governance. The ISO standards attained by BOESL are likely to sustain. The MRC established in Jeddah for services to migrant workers is sustainable through funds from WEWB, and the call centre services in Oman, UAE have sustained too. Migration is an important source of income for Bangladeshi workers and economy and the government is committed to sustaining the results of the project. However, there remain some areas where further work is needed, e.g., in streamlining the governance of dalals (middlemen or unregistered recruitment agents), capacity building of trade unions to create awareness and organize migrant workers, and in operationalizing the digital migration governance systems.*

The policy work is fully mainstreamed in the Ministry and its organizations, and hence, is sustainable. This includes the OEMA Act and its revision, and the various Rules to the Act. This also includes the work on MOUs/ BLAs to protect the workers at destination. The MOUs with Greece, Malaysia, Lebanon and UAE are all examples of the sustainable outcomes of the project. The trainings that are institutionalized will also sustain, e.g., PDOT trainings mainstreamed by BMET, curriculums developed for specific occupations mainstreamed by BTEB, and the Labour Diplomacy module mainstreamed in trainings by the Foreign Service Academy of Bangladesh. Some of the data and migration governance institutional systems will sustain, e.g., Labour Attaché Reporting System and the Recruitment Agencies Information System. The ISO Standards maintained by BOESL have created sustainable increased capacities. The MRC established at Jeddah is sustainable, as the running costs of the centre for 2022 are borne by MOEWOE, and from 2023 onwards the funds are expected to come from WEWB, an institution established under the same ministry. The call centre services in Oman, UAE have sustained too, and although there a dedicated salaried employee in the Jeddah centre, the other centres are operated by an embassy staff who is given additional responsibility for these services. However, the implementation of tools and knowledge products by TUs to reach out to returnee migrant workers is not sustainable, as the workers' organizations do not have the funds to continue training programmes. The Complaint Mechanism is being maintained in paper and digital formats; hence the sustainability of the digital system is not assured at the time of writing this report. There remain some areas where further work is needed, e.g., in streamlining the governance of *dalals*, and capacity building of trade unions to create awareness and organize migrant workers.

4.9 Tripartism, Social Dialogue, Gender Equality and Non-discrimination

Question 13: Contribution to Gender Equality, Women's Advancement and Disability Inclusion

Question 13: To what extent has the Project contributed to improve gender equality, women's advancement and disability inclusiveness and opportunities/gaps? How can the project promote gender equality, women's advancement, and disability inclusiveness more effectively?

Finding: *The Project team had a Gender focal point, addressed gender issues by identifying feminized occupations for development of skill training curriculum, and building capacities of BMET to enable women to access these opportunities. It also trained BMET to deliver customized Pre departure orientation training for women, to focus on occupations in demand in destination countries. The Project developed capacities of trade unions to increase outreach and awareness of women returnee migrants, which prepared 40 TU volunteers as trainers, who trained 480 workers' representatives, who have in turn conducted 500 courtyard sessions reaching 5,181 migrants and their family members, of which 3700 (71%) were women. All data reporting for the project is disaggregated by gender. Gender aspects were mainstreamed in the BLAs/ MOUs, in line with the directions given in the Expatriate Workers and Overseas Employment Policy 2016. Disability was addressed by including the insurance for disabled people, and inclusion of disabled returnee migrants in trainings for jobs and enterprises. Future projects will benefit by using Gender, Diversity and (Disability) Inclusion frameworks at the planning stage, articulating the experience of project staff responsible for gender, assigning staff time more clearly, and including in the project capacity building trainings on gender and migration, at various levels.*

There is sufficient evidence to show that women are highly vulnerable to exploitative jobs, forced labour and trafficking, and tend to migrate for specific sectors such as domestic work, care work, and garment work. Women migrant workers have special needs in all three phases, pre-departure, while on migration, and on return. As discussed in the Section 4.3 Validity of design, The TOC does not elaborate on gender and inclusion, nor did the Project allocate a budget allocation for working on issues related to disability. Lack of attention to gender and discrimination is reflected in the log frame too.

The issue of physical disability is difficult to address for migrants going abroad, as only physically abled persons are likely to gain employment abroad, and mental health related issues are likely to go undetected. Some returnee migrants may have suffered physical disabilities or mental health issues due to accident, abuse, or harassment. As the Project was focussed on the policy level, it did not include grassroots engagement with People with disability (PWD). At the policy level, however, protection has been provided. Disability was addressed by including an insurance cover in case a person became disabled during heir/his work abroad, and in inclusion of disabled returnee migrants for jobs and enterprises, through the partnership that BEF established with Bangladesh Business and Disability Network.

The Project addressed gender issues through the skills pathway. A study on Diversity and Challenges for Women Migrant Workers was conducted. The Project identified feminized occupations for development of skill training curriculum and built capacities of BMET to enable women to access these opportunities. ‘Care Giver’ and ‘Beauty Care’ were identified as potential occupations. Japan and Hong Kong were identified a potential new destination for female migrants.

A study on Diversity and Challenges for Women Migrant Workers was conducted. The log frame contained a target to enable women to seek jobs in sectors different from domestic work. During the project period, the awareness of female migrants above housekeeping jobs increased by 26%. The Knowledge of nursing jobs increased 3 folds between 2017 and 2022. It also trained BMET to deliver customized Pre departure orientation training for women. The Project developed capacities of trade unions to increase outreach and awareness of women returnee migrants. All data reporting for the project is disaggregated by gender.

The BLAs and MOUs were expected to incorporate suggestions in the EWOEP 2016. These include provisions of equal treatment in pay for men and women workers and ensuring equality pertaining to the labour rights and safe working conditions while signing bilateral agreements (BLAs) and MOUs. Improved banking processes will be introduced for women workers to send home their remittances safely. In designing the BLAs, examples are to be used, of countries that taken sufficient measures for rights of the female workers are to be referred regularly. The policy envisages that service and counselling programme including especial support programme will be offered to women returnee workers or employed in overseas who suffered social and psychological loss and stigma. The translation of these changes into MOUs depends upon the officers negotiating the MOUs, which calls for more training on gender and migration for government officials.

Although all these activities show gender mainstreaming in the Project, there appears a lack of articulation of the strategy beyond the skills pathway and addressing the lack of awareness through PDOT trainings. In addition to the strategy the project Future projects will benefit by using Gender, Equity and Disability Inclusion (GEDI) frameworks at the planning stage, articulating the experience of project staff responsible for gender, assigning time of specialised staff, and including in the project capacity building trainings on gender

and migration, at various levels (as stated earlier in Section 4.3 on Validity of Design, and in the Recommendations).²²

Question 14: Tripartite Dialogue and Strengthening of Workers' and Employers' Organizations

Question 14: To what extent do the governance arrangements of the Project provide for quality tripartite dialogue on the Project's priorities? How could the engagement of Employers' Organizations and Workers' organizations be further strengthened?

***Finding:** The Project Steering Committee included all tripartite partners: the government, including ministries and institutions, workers', and employers' organizations. The project promoted tripartite dialogue at various stages of policy formulation, including the preparation of participation in regional processes and global forums for migration governance. Stakeholders made several suggestions for improving effectiveness of tripartite discussions, particularly enhancing the representation of workers' organizations at policy level dialogues and build a consensus towards ratification of ILO Conventions C97, C143, C189 and C190.²³*

The Project objectives and processes were well aligned with tripartite constituent's objectives and needs. Migrant workers are not organized in home or destination countries. Tripartite dialogues were conducted on the complaints mechanism, Registration rules, RAs Licensing and Conduct Rules, a framework of services designed for returnees, Policy Guidelines for Mandatory Insurance, structure, funding and operations of a migrant social security scheme., labour migration governance". This conference also focused on how the global frameworks like the SDGs and the GCM will be implemented by the Government of Bangladesh Strategic roadmap for labour migration in Bangladesh, MWIMS/ Labour Market Information Systems (LMIS), skills related information sharing framework'

The primary governance mechanism was the project steering committee which was a tripartite committee that met every six months. The employer organizations were engaged through BEF, and a training was done through BAIRA for recruitment agencies. Bangladesh Employers Federation (BEF) collaborated by organizing a Job Fair and engaging with enterprise development to some extent. BEF and BAIRA also aided in the registration of recruitment agents. Workers associations like NCCWE were engaged to build capacities of trade unions, and the project also built their own capacities by organizing trainings at ITC Turin. The project also worked with (Bangladesh Institute of Labour Studies) BILS to reach out to migrant workers and conduct pre-departure trainings for over 40 trainers, 484 volunteer leaders, and 5,181 workers.

22 The concept of Gender Equality and Social Inclusion (GESI) was first developed in Nepal, by FCDO), then adapted by ADB and World Bank. One publication, by UNWomen is: <https://asiapacific.unwomen.org/sites/default/files/Field%20Office%20ESEAAsia/Docs/Publications/2017/04/GESIframeworkReportFinal2017compressed.pdf>. An ADB guide is available at: <https://www.adb.org/sites/default/files/linked-documents/47036-001-nep-gap.pdf>. Current iterations include Disability as part of the framework. Good examples of use of GEDSI may be found at: [http://www.rrcap.ait.ac.th/elearningcca/\(Latest\)Tool3-1_Mainstreaming%20GEDSI%20in%20GCF%20SAP%20Concept%20Note.pdf](http://www.rrcap.ait.ac.th/elearningcca/(Latest)Tool3-1_Mainstreaming%20GEDSI%20in%20GCF%20SAP%20Concept%20Note.pdf) and https://kompak.or.id/id/download/621/2022_GEDSI%20Meta-analysis%20Report.pdf

23 These conventions are: C97: Migration for Employment Convention (Revised) ; C143: Migrant Workers (Supplementary) Provisions Convention, C189 The Domestic Workers Convention, C190 Violence and Harassment Convention, 2019.

The government was the most important partner and as the focus of the project was to support policy formulation. The Project has used social dialogue, conducted extensive consultations with all constituents, before suggesting strategic and structural changes. This ensured that the government received the necessary inputs from all stakeholders and considered the rights and perspectives of migrants. The government has established a working group, of tripartite plus organizations, to find ways of reducing the costs of migration.

Stakeholders made several suggestions for improving effectiveness of tripartite discussions, particularly enhancing the representation of workers' organizations at policy level dialogues, which is currently constrained by the inability of migrant workers to join unions, preventing them from participating in stakeholder discussions, except through CSOs/ NGOs. Strengthened workers voice will help build a consensus towards ratification of ILO Conventions C97, C143, C189 and C190.²⁴ They suggested that tripartite stakeholders be strengthened to hold institutions accountable for implementation of laws and equip tripartite consultative committees, through multispectral grievance mechanisms, public hearings, and advocacy campaigns.

4.10 COVID 19 and other Challenges and Risks

Question 15: Adaption to COVID-19 and Mitigation of Its Impacts

Question 15: To what extent has the project adapted to the evolving situation that came because of the COVID-19 pandemic? To what extent has the project contributed to COVID-19 response/recovery? Are there any opportunities to address any sector-wide challenges that have affected project progress through a more integrated approach e.g., with other stakeholders, beyond labour migration?

***Finding:** The Project has successfully negotiated the challenges posed by the COVID-19 pandemic. It adapted to the needs of the government, which needed to respond to a crisis of returnee migrants. The project supported the government with protection initiatives and the design of reintegration policy. The major sector-wide challenge faced by the project is the prevalence of thousands of recruitment agents, dalals and processes that remain largely unaccountable. Institutional capacities to implement the policies, especially management and use of data systems, continue to pose a challenge to effective systems of migration governance. Finally, provision of Decent Work to migrants remains in the domain of political economy, making it difficult for sending countries like Bangladesh to negotiate better wages and working conditions and protections for their workers going abroad for work.*

COVID-19 posed several challenges, including disruption of several project activities, e.g., delays in holding discussions and trainings.

The Project adapted its programme activities, most notably by responding to emerging needs of the government. The high influx of migrants returning during the COVID-19 period created an emergency, with returning migrants in distress due to loss of jobs and high debts. The GOB requested ILO for support to draft a policy for reintegration of returnee migrants. The Project responded positively to this, with full support and flexibility from the donor. The project held consultative processes with UNWOMEN and IOM, tripartite and

²⁴ C97: Migration for Employment Convention (Revised) ; C143: Migrant Workers (Supplementary) Provisions Convention ; C189: Domestic Workers Convention 2011; and C 190: Violence & Harassment Convention 2019

tripartite plus partners, for policy formulation, and supported the curriculum development for skills enhancement and job placement of returnee migrants.

The challenges included delayed recruitment of a Chief Technical Adviser (CTA). In the total project duration of 75 months from April 2016 to July 2022, there was no CTA for about 26% of the time, which affected project activities.²⁵

5. Conclusions

The objective of the project was to achieve safe migration and Decent Work for migrant construction workers, through two outcomes, one at the policy level and the second at the institutional level. Towards the first outcome, the Project has advanced the agenda of application of migrant policy, by conducting extensive research to build an evidence base, conducting multi-stakeholder discussions and provide technical assistance to support the GOB to draft policies, rules, and BLAs and MOUs with destination countries.

Towards the second outcome of building institutional capacities, the Project has done so for its' tripartite partners, especially government organizations, through training material development, and training programmes for their staff. Four information systems were built, of which two were operationalized. One was partially digitalized, and the usage has been very low.

The Project was highly successful in forging partnerships with ministries, government departments and organizations, and in involving a wide range of development actors in contributing to policy formulation and regional processes. The Project has also been successful in garnering technical inputs from ILO's Decent Work teams in the Delhi and Bangkok offices.

At the grassroots level, the project improved pre-departure orientation training material and piloted trainings for women returnee migrant workers, extending the scope of work to reintegration, which is likely to be an important area of future work.

The number of female migrants increased during the project period. The project contributed to the reduction of vulnerability by supporting diversification of women's jobs and women's awareness of housekeeping and nursing jobs increased during the project period. Yet, much more attention is needed to attend to the vulnerabilities of women, especially those who migrate for unskilled work such as domestic work.

The Project impacts include establishment of a high-level policy environment for safety of migrants, with significant improvements in services piloted in home and destination countries. Positive impacts ensued in terms of social protection, e.g., insurance for death and disability. The offtake of these social protection schemes is low, however, and the government may need support from ILO and development partners to strategize awareness creation and simplify the decentralized claim processes.

Although some workers were represented in multi-stakeholder dialogues, strengthening workers' voices calls for emphasis on organization of aspiring, migrant and returnee workers. The Project developed training materials for feminized occupations, and piloted PDOTs with women returnee migrants. In future programmes, greater attention is needed for development of a gender and inclusion strategy, and policy as

²⁵ There was no CTA between April 2016 to November 2016, a period of 8 months, and then again between June 2018 to May 2019 for about 12 months, which was a total of 20 months out of 75 months of project implementation.

well as institutional mechanisms and tools to reduce vulnerability to forced labour in the occupations where women migrant workers are dominant.

The GOB and other stakeholders indicated that further work is needed to advance institutional mechanisms and capacities for better migration governance. The GOB is committed to improving the number of workers going abroad – the employment agenda, and their access to better quality of employment – the Decent Work agenda.

6. Lessons Learned and Emerging Good Practices

Question 16: What are the major factors influencing the achievement or non-achievement of the intended results?

***Finding:** The evaluation team identified that the achievement/ non achievement of intended results was supported by, or constrained by a few key factors, which are identified as good practices and lessons learned. The lessons learned and good practices include:*

6.1. Lessons Learned

- 1. Delayed staff recruitment and small team size led to delays and increased work pressure.** The delays in recruitment led to the full team not being formed in time, and in delays in project implementation. The delays were due to the long recruitment process of the ILO.
- 2. It is important to ensure that mechanisms and tools built are mainstreamed and operational, which requires sufficient time for monitoring.** The Project log frame requires that not only digital systems and tool of governance be designed, but also that they be operationalized, for outcomes and impacts to follow. Full operationalization calls for long term and strong monitoring and follow up by multiple stakeholders, including the government, implementing agency, donors and tripartite plus partners.
- 3. The One-UN idea can add value but can also result in inefficiencies.** UN agencies aim to advance the One-UN idea, which requires close coordination among them to contribute to one goal: in this case safety and protection of Bangladeshi migrants abroad, reintegration on return, and access to Decent Work in destination and home countries. The Project coordinated with IOM, UNWOMEN and UNODC. While this added value to the policy advice provided to Bangladesh government, it does require investment of time and human resources.
- 4. In policy projects, early identification of risks can ensure higher success in subsequent phases.** The Migration Project had two phases, with a common log frame. This has the advantage of long-term planning and implementation of policy projects, which need time to effect changes in policies. The risk that institutional strengthening may not keep pace with policy changes, negatively impacts the implementation of policies. If these risks (e.g., attitudinal barriers, entrenched economic interests) are identified early, they can be addressed to improve the success of a policy project.
- 5. The Project monitoring parameters must be agreed upon by the donor and implementing agency and any concerns must be addressed in the early stage of project implementation.** The impact generated by policy projects take longer than project focused on grassroots, thereby requiring a

different set of indicators to monitor the impact. The Project was monitored through three methods i.e. regular reporting on log frame indicators to donor agencies, meetings with stakeholders and the annual development plan. There was a baseline survey and endline survey that collected and compared the key indicators that the project was expected to impact. The meetings within the Ministry covered all the projects under the Ministry and so sometimes the discussion on the Migration Project was too short, and the PSC format was also of short duration, not allowing substantive discussion on the constraints being faced by the Project. The progress reports do not contain, and the end line survey did not provide, information on many of the indicators, such as cost of migration, number of people employed as per skill levels, etc.

- 6. The extent to which a technical project can be expected to facilitate negotiations in favour of migrant workers may be limited.** This is the case where political power equations between the destination (employing) country and the sending country may be biased in favour of the former. This is because the sending country's economy tends to be heavily dependent on remittances.

6.2. Good Practices

- 1. The Migration Project was highly mainstreamed in the relevant Ministry.** The work plan of the project was mainstreamed in the Ministry's Annual Development Plan, which was clear evidence of the high relevance of the project objectives for the GOB. The Project office was located in the Ministry too, enabling seamless access of the government to the Project team and vice versa. Further, the government seconded a senior official to the Project team, who worked as a bridge between the Project and the government, thus enhancing relevance, coherence and effectiveness of the project's activities and outputs. The Migration Project has been mainstreamed in the National Strategic Plans: 7 FYP, 8FYP, and Perspective plan.
- 2. Designing the research and information management systems within the government departments and organizations.** The Project worked along with the government through all stages of information systems development: the demand generation, the vendor selection, designing of terms of reference, finalization, and testing, operationalization, and data management. As the government departments concerned were involved right through the process, the mainstreaming and operationalization of the systems was good in many cases, e.g., the LARS, RAIMS, Labour migration module in the Labour Force Survey and the cost of migration survey. The Project provided the government with sustainable methods of tracking and managing migration by building the knowledge and data systems in the government's works.
- 3. Multi-stakeholder meetings to build consensus for policy formulation.** The project followed a practice of holding discussions for policy formulation involving all tripartite partners, research organizations, think tanks, and key CSOs and NGOs in the field of migration in Bangladesh. This resulted in the government getting direct inputs from all stakeholders for policy making, and for deciding key issues for negotiation in regional processes and global forums. These include the Abu Dhabi Dialogue and Colombo Process, the development of the Regional Qualifications Framework for migrant workers, and the work of the United Nations Network on Migration for the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM).

7. Recommendations

The conclusions highlight that while the Project has been largely successful, there remain areas of work in the formulation and implementation of migration policy that the ILO, government and other development partners in Bangladesh need to take forward. These are highlighted, and some recommendations are made for the future design of ILO projects in the field of migration in Bangladesh.

1. **Continued focus on the ‘employment’ and ‘protection’ objectives of migration:** The overall objective of the migration initiatives is to achieve high numbers of migration abroad for Bangladeshi workers (the employment objective) while ensuring that they obtain Decent Work (the protection objective), and that returning workers are socially, economically and psychologically reintegrated (the reintegration objective). As per the discussions with stakeholders in Bangladesh, the reintegration objective is likely to secure donor funding in the near future. ILO will need to continue work on the former two objectives too, which include, but are not limited to, formalization, regulation, and capacity building of informal recruitment agents and building migrant workers’ organizations, strategizing safety and decent work for women migrants, completing the operationalization of the migration governance systems, and building a consensus towards ratification of ILO Conventions C97, C143, C189 and C190.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

2. **Mainstream gender and inclusion in the project design:** Women tend to migrate for sectors such as domestic work, care work, and garment work, and are highly vulnerable to exploitation, forced labour and trafficking. Women migrant workers have special needs in all three phases, pre-departure, while on migration, and on return. Future projects need to consider women’s needs and perspectives, mainstream gender in current policies and implementation mechanisms, and include affirmative measures. Similarly, particular attention needs to be paid to people with disability (PWD) and other marginalized groups too.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | Medium |

3. **Prioritize migrant workers’ organization building:** The policy environment for migrant workers is particularly vitiated in terms of rights to organize they are not permitted to join/ form unions either in the home country, Bangladesh, or in the destination countries. This prevents them from coming together to voice their concerns related to Decent Work. There is a need to work at policy level, and for institution-building, to strengthen workers’ organizations and their voice.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

4. **Operationalize the OEMA Including *Dalals* in the governance value chain:** After having been acknowledged in the OEMA revision, *Dalals* need to be included through the DEMO offices, regularized and their capacities built for enabling safe migration.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | High |

- 5. In a Technical Cooperation Project that addresses policy change, consider addressing any concerns about indicators and monitoring processes early in the project implementation.** The donors and implementing agencies need to agree on the levels of indicators (policy, institutional, grassroots), processes for doing the baseline and endline measurements, and means for resolving differences within the first 6 months of project implementation.

| Responsible Unit | Priority | Time Implication | Resource Implication |
|------------------------|----------|------------------|----------------------|
| ILO, Donor, Government | High | Long-term | Low |

Annexures

Annexure 1 The Results Matrix and the List of Documents

Annexure 1.1: The Result Matrix

| <i>Outputs</i> | <i>Target</i> | <i>Achievement (source)</i> | <i>Evaluators comments (where applicable)</i> |
|--|---------------|--|---|
| <i>Impact Indicators</i> | | | |
| <p>Overall impacts of the programme will be evaluated in terms of:</p> <p>By 2020 a reduction in the actual average cost of recruitment for men and women, compared to figures in 2013</p> <p>1 Reduced incidence of negative impacts, such as sexual violence and extremely hazardous working conditions; and increasing availability of support services, with equal access for women and men workers, as measured by changes in</p> | | <ol style="list-style-type: none"> 1. The 2022 endline report shows a mixed picture, with the average cost of migration for men has increased significantly since 2015, however, the cost of migration for women has significantly decreased in comparison to 2015 but is higher than the average recorded in 2017. On an average, men pay about 4.71 times more cost for migration than women, the reason of which could be the difference in the occupation and skill levels. A study of perception of migrant workers shows that the migration cost has not decreased since 2020. However, 29.56% of the workers believe that the cost of migration has decreased for the Gulf countries of KSA, UAE, Jordan, and other countries but not equally for women and men. About 33.8% of the migrants had the perception that the recruitment agencies did not have the attitude to reduce the migration cost. The small reduction and the perceptions indicate that although the cost of migration survey is a good starting point, yet Bangladesh has a long way to go before significant reduction is achieved in cost of migration. 2. The endline survey showed a modest decline from 39% of migrant workers experiencing social violence during their stay in the destination county in 2017 to 34% in 2020, reporting a decrease in incidents of negative impact by 5%. Contrary to popular perceptions that women are more exposed to violence and abusive conditions, the | |

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| <p>perception of availability and quality of services through the final evaluation.</p> <p>Global Decent Work statistical indicators for labour migration are</p> <p>2:</p> <p>Forced labour rate among returned workers calculated as a proportion of returned labour migrants (economically active migrants) for a given reference period (12–24 months) who have been in forced labour including as a result of trafficking)</p> <p>Equal opportunity and treatment in employment.</p> | | <p>endline survey found that 34.5% of the male migrants experienced violence, compared to 32% of female migrants.</p> <p>3. Global Decent Work statistical indicators for labour migration:</p> <p>Forced Labour. The forced labour rate among returned workers was found as high as 19%. Around 6.5% of the respondents or their family members pursued irregular migration, which indicates high vulnerability to forced labour. The study found that migrant workers’ awareness regarding government and recruitment agencies has increased to almost 10% from the baseline data.</p> <p>Female labour migration. The forced labour rate among returned workers was found as high as 19% whereas the national data on human trafficking over the five years shows linear trends. Around 6.5% of the respondents or their family members pursued irregular migration which is perceived to be an important vector of forced labour. The study, however, found that migrant workers’ awareness regarding government and recruitment agencies has increased to almost 10% from the baseline data.</p> <p>Equal opportunity and treatment. Women’s total participation in labour migration has slightly increased over the past 4 years; it decreased when compared with the total increase of the flow. Men and women’s equal opportunity and treatment in employment are barred by the gendered practices of employment.</p> | |
| <p><i>Outcome 1: Men and women are better protected</i></p> | | | |
| <p>Overall statement on Outcome 1:</p> <p>Women and men are better protected because of this project. The project has contributed to the following</p> <ul style="list-style-type: none"> ● Bangladesh government has adopted 11 pieces of legislation, with ILO’s support to mainstream International Labour Standards into those ● Technical inputs on drafting BLAs and MOUs ● 100% workers have access to disability and life insurance | | | |

- **Workers had improved access to services abroad**
- **The complaints mechanism became operational, although not yet fully digital**

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| <p>Indicator 1. 1.1. Five pieces of legislation, policies and rules consistent with International Labour Standards and ILO Multilateral Framework are adopted.</p> <p>Legislation and rules consistent with International Labour Standards and ILO Multilateral Framework are adopted. Three new and renewed MoUs and bilateral agreements</p> | <p>5 new rules, policies, legislation adopted</p> | <p>Achieved 8 rules</p> <ol style="list-style-type: none"> 1. Expatriates' Welfare and Overseas Employment Policy 2016 2. Overseas Employment and Labour Migration Management Rule 2017 3. Wage Earners Welfare Board Act 2018 4. Consolidated Action Plan (CAP) for Labour Migration 5. 'Policy Guideline on Mandatory Insurance for the Migrant Workers' 2019 6. Migrant Workers Registration Rules 2016 7. Recruitment Agent's Classification Rule 2020 8. Recruitment Agent's License and Code of Conduct Rule 2019 <p>Source: SDC Report 6, Internal Monitoring & Evaluation of ILO Migration Project</p> | <p>The project has overachieved on this indicator. The target was 5, but the Project achieved 8.</p> |
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| <p>Indicator 2. 1.2. 10 Technical inputs requested by the Government.</p> <p>Reduced cost of labour migration¹(same as impact indicator). Number of complaints resolved through conciliation or sanctions.</p> <p>Baseline 0, target 25%resolution rate.</p> <p>Baseline 4 services provided, target is to increase 2 more services</p> <p>Increased awareness of services available and reduction of impediments for effective service delivery.</p> <p>Three new and renewed MoUs and bilateral agreements incorporate additional rights and protections for Bangladeshi migrants including employment contract and complaints</p> | <p>Advice on 5 others frameworks/policy/ planning documents</p> | <p>The technical inputs requested by the government and provided by the project include:</p> <ol style="list-style-type: none"> 1. Core elements of Bilateral Agreements (BLAs) and Memorandum of Understanding (MOUs). 2. Research on an effective complaint mechanism for migrant workers. 3. Assessment guide for BLAs and MOUs 4. Study on Diversity and Challenges for Women Migrant Workers 5. Mapping and scoping services for migrant workers 6. Data gaps and data integration for migration information system. <p>The Project Provided technical support with more than 25 research and knowledge products, including:</p> <ol style="list-style-type: none"> 1. Legal and Policy Support with technical Papers 2. Technical Paper on Overseas Employment for 8FYP 3. Technical Paper on Overseas Employment for Vision 2041 4. Technical Paper for ICRMW Initial Country Report 2016 5. Post-Pandemic Strategic Roadmap for Labour Migration 2021 6. Causes and Potential redress of high recruitment and migration cost of Bangladesh 7. Review the G2G Mechanisms between Bangladesh and Malaysia 8. Reinforcing Ties: enhancing Contributions for Bangladesh Diaspora 9. Skilling the force: Skill Recognition and Certification 10. Gender and migration from Bangladesh 11. In the Corridor of Remittances 12. Framework for Reintegration and Remigration 13. Mapping and scoping for Migrant workers 14. Diversity and Challenges for women migrants in Bangladesh 15. Gaps and Needs of MWIMS 16. Towards an Integrated Migration Information System 17. Conceptual Software architecture and design | <p>The project over-achieved on the target.</p> |
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| redress mechanisms: (Same measure as Outcome 1) | | 18. On Migration Data, Awareness on Importance of Data 19. Survey: First National Cost of Migration Survey 2020, CAPI Survey 20. Policy Directives: Dissemination of Migration Data, Policy Directive Source: SDC Report 6, Internal Monitoring & Evaluation of ILO Migration Project 7. | |
| Indicator 3. 1.3. Increase in number of men and women migrant workers participating in social security | At least 25% of the migrating workers participate in social security | All migrants now participate in the mandatory life and disability insurance scheme. The insurance is mandatory and has a fixed premium Source: SDC Report 6, Internal Monitoring & Evaluation of ILO Migration Project | This target was over-achieved. |
| Indicator 4 1.4. Increase number of services (Baseline 4) by 50%, and Include services for disabled/sick workers and legal aid. (Included in Indicator 1.3) | Sustainably resourced migrant worker resource facilities in 5 destination countries. | Three Workers' Resource Centre established. In 8 other countries, support services for migration workers were introduced in the Embassies. The funds for these are provided by MOFA, while MOWOE posts a labour attaché in the Embassies. On-site support systems for Bangladeshi Migrant Workers were set up in Saudi Arabia, UAE, Oman, Kuwait, Bahrain, Lebanon, Malaysia, Jordan, Qatar. A Migrants Resource Centre was set up each in Jeddah, Oman and UAE. The services include legal aid, support to disabled/sick workers, and a complaint and redressal system. Since the establishment of the call centre in Jeddah, a total of 41, 069 calls have been received and addressed. Source: Progress reports, baseline and endline reports | This target was partly achieved. Against the target of 2 centres, only one could be set up. The Jeddah centre required all the funds that were available in the budget. (Source: Log frame for Project Two Phases_32 August 2021) |
| Indicator 5 Number of complaints resolved through conciliation or sanctions. | Baseline is established in 2016; the target is to increase the | The total number of complaints received from different types of complaints mechanism is reported in the endline report. However, the number or percentage of complaints resolved is not captured. Reliance on BMET complaint system increased from 9.5% of the total complaints filed, in 2017, to 75% of the total complaints filed, in 2022 for female migrant workers. The | Information was not available on complaint resolution. Source – Endline report |

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| | complaint resolution rate by 25%. | full extent of the change, may however, not be attribution only to the Migration Project, but other contextual factors may be at play too, which are not explained in the documents available. | |
| Indicator 6 Three new and renewed MoUs and bilateral agreements incorporate additional rights and protections for Bangladeshi | Qualitative review of a sample of agreements shows substantial improvement in at least 3. | The Project had earlier completed a qualitative review of 8 MOUs/ BLAs. It has further reviewed three more MOUs/ BLAs and incorporated additional rights and protections for Bangladeshi workers, such as the inter alia provisions for occupation-specific minimum wages; regular and timely payment of the wages; working conditions, including occupational safety and health, and legal provisions on breach of contracts First 8 reviewed in 2014: Hong Kong SAR PRC, Iraq, Jordan, Libya, Malaysia, Qatar, Republic of Korea and the United Arab Emirates, Four additional reviewed in the current project period: Greece, Malaysia, UAE, Lebanon Source: Progress reports, baseline and endline reports | The target was achieved. |
| Outcome 2: Public and private institutions contribute to safe migration and decent work for men and women migrant workers | | | |
| Overall statement on outcome 2: Public and private institutions contribute more to safe migration and decent work because: <ul style="list-style-type: none"> • Several initiatives taken by the project are institutionalized and will enable the government to collect and disseminate information about migrant workers, enabling all constituents to formulate their advocacy, policies and programmes for safe migration and decent work. These include: <ul style="list-style-type: none"> ○ The Bangladesh Labour Force Survey, conducted by the Bangladesh Institute of Labour Studies ○ The data, information and reporting systems which include the MWIMS, RAIMS, LARS | | | |
| The Bangladesh Labour Force Survey The project included a module on costs of migration, which has enabled awareness of | Prioritized modules of an integrated migrant worker information and management system operational. | MWIMS has been integrated with the LMMS of the Ministry and faces some operationalization issues which are expected to be resolved. The Ministry has taken ownership of the steps for the integration of MWIMS. The Project launched the RAIMS in a dissemination workshop. A Directory with updated information about the certified RAs was developed, | The government is expected to resolve soon the software issues with full scale operationalization of MWIMS. |

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| <p>costs of migration among a wide range of stakeholders.</p> <p>Fully costed MWIMS implementation strategy with milestones in place</p> <p>Migrant worker perception of labour market information availability increases by 50% over baseline of 2013</p> | | <p>printed and disseminated, Advocacy for adopting CoC and Classification by the Government was undertaken in 2021</p> <p>Source: Progress reports</p> | |
| <p>Indicator 8. 2.2. Migrant worker perception of labour market information availability increases by 50% over baseline of 2013 (Same measure as Impact).</p> | <p>Improved perception of services by workers as measured by final evaluation.</p> | <p>An increase from 15 % to 25% in the number of migrant workers aware of migration services (2500 primary respondents)</p> <p>85.9% of female migrants are aware of housekeeping jobs compared to 60 4.1 per cent in 2017.</p> <p>Knowledge of nursing jobs has increased nearly three times from 8.9% in 2017 to 27.2% in 2022</p> <p>Source: Endline report</p> | <p>Achieved but not to the extent of the target, which would have been 56%</p> |

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| <p>Reduced cost of labour migration</p> <p>An interim evaluation report of the support facilities in five destination countries is produced</p> | | | |
| <p>Indicator 9. 2.3.</p> <p>Increased awareness of services available and reduction of impediments for effective service delivery</p> <p>Increase in percentage of overseas employees who are classified as skilled, to 60% for men and 40% for women.</p> <p>Decrease the percentage of women migrating to domestic occupations from 74.74% to 50% Four to six new trainings (with fully developed curricula) are</p> | <p>Improvements in perception of availability and quality of services as measured by final evaluation.</p> | <p>Increased availability of support services is evident and around 42% of the migrants are aware of migrant support services in the country of destination. This is an improvement from 2017 as the baseline data presented 28%.</p> <p>Incidents of negative impacts such as sexual violence and extremely hazardous conditions have been reduced by 5%</p> <p>60% female migrants hold the view that impediments to service delivery decreased whereas 14% of male migrants view such impediments to have decreased over time.</p> <p>Source: Endline</p> | <p>This is achieved</p> |

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| <p>designed, implemented and targeted at women migrant workers</p> <p>Increase the percentage of all departing migrant workers receiving pre-departure training to 100% From 100% of women and 7% of men in 2014</p> | | | |
| <p>Indicator 10. 2.4</p> <p>Increase the percentage of women among departing migrants from 17% to 30%.</p> <p>Decrease the percentage of women migrating to domestic occupations from 74.74% to 50%.</p> | <p>Percentage of women migrating for domestic occupations decrease from 74.74% to 50% and new two new labour markets and two new occupations for employment pick-up an increasing trend.</p> | <p>According to BMET data, among a total of 617,209 labour migrants in 2021, 80,143 were female. Thus, women comprised around 13% of the total labour migrants in 2021. In 2017, 121,925 women migrated abroad comprising 12.08% of the total flow (of a total number of 1,008,525 migrant workers going abroad).</p> <p>85.9% of female migrants are aware of housekeeping jobs compared to 60 4.1 per cent in 2017.</p> <p>Female labour force participation in Bangladesh increased from 26.67% at baselines to 36.31%, female labour migration increased from 5 % to 13% Source: Endline).</p> <p>Occupation-wise classification along with gender disaggregation, of the workers, is not provided in the end line.</p> <ul style="list-style-type: none"> • Project conducted research on alternative occupations and destination for female migrant workers • ‘Care Giver’ and ‘Beauty Care’ were identified as potential sources • Japan was identified a potential new destination for female migrants. | <p>The indicator to which the project answered is “The government and stakeholders can deliver skills training, assessment and recognition relevant to labour migration.- Increase in percentage of overseas employees who are classified as skilled, to 60% for men and 40% for women”</p> <p>The Project has adopted an approach of diversification of skills to reduce women’s vulnerability. The work towards diversification of occupations has been through development of skills training modules for care and housekeeping.</p> |

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| | | <ul style="list-style-type: none"> Language manuals for ‘Caregiver’ into Chinese (Cantonese and Mandarin) were developed and training for trainers was conducted. <p>Source: FPR</p> | |
| <p>Indicator 11. 2.5 Increase the percentage of all departing migrant workers receiving briefing to 100%.</p> <p>Improved migrant worker perception as measured through the final evaluation</p> | <p>100% migrating worker (women and men).</p> | <p>Migrant workers’ participation in the pre-departure orientation and training (PDOT) appears to have decreased irrespective of their gender and migration status (Table 4.17.1). During the 2017 baseline survey, 70.9% returnees reported participating in PDOT. The figure is only 33.9% in 2022. On the other hand, in 2017 a total of 79.6% current migrants reported attending PDOT, and the corresponding figure in 2022 is 43.1%.</p> <p>The Trainings take place online, at TTCs, and the centres of many RAs. Not only do workers have to submit a certificate of completing PDOT, the TTCs have also to submit regular quarterly, 6 monthly and annual reports on the PDOT trainings completed. PDOTs form the bulk of the trainings conducted by the TTCSs. Source: Endline report)</p> <p>Pre departure trainings provided by the BMET (Source FPR)</p> | <p>This is not achieved</p> |
| <p>Indicator 12. 2.6 Sustainably resourced migrant worker support facilities established in two countries.</p> | <p>Migrant worker support facilities established in two countries and are sustained by the government.</p> | <p>One centre established in Jeddah, in addition to centres established in Oman and UAE in the earlier period of the Project. The running cost of the centre for 2022 is covered by MOEWOE. The MOEWOE has taken to maintain the service after the completion of the project through the funding from the WEWB. (Source: FPR)</p> | <p>The target has been achieved.</p> |

Output indicators

| Output 1.1 Indicator | Evidence | Evaluators' Comments |
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| <p>Indicator 13 The Government of Bangladesh and stakeholders, social partners, employment service providers, have the capacity to adopt and implement 5 new frameworks pertaining to labour migrants including an improved complaints mechanism, social security legislation and support services for migrants</p> | <p>The project provided support to the revision of the OEMA Act, the Rules for implementation and the National Reintegration Policy. It also set up migration governance systems such as the online Complaint System. BEF organized a Job Networking Fair in collaboration with the Government of Bangladesh, Cumilla Chamber of Commerce and Helvetas Bangladesh, under an Implementation Agreement with ILO. The Project facilitated 4 peer exchange Visits of the ILO Constituents, as follows:</p> <ol style="list-style-type: none"> 1. Nepal- Migration Management 2. Sri Lanka- Insurance for Migrants 3. Philippines- Social Protection 4. Indonesia- Migration Management Data <p>Source: Progress reports</p> | <p>The output timelines are on track.</p> |
| <p>Indicator 14 The Government and stakeholders can develop and apply an integrated migrant worker information and management system (MWIMS) and implement a labour market information system.</p> | <p>RAIMS: The revised application development of the 'Recruitment Agency Information Management System' (RAIMS) was completed. A Training-of-Trainers (TOT) was organized for officials from the MoEWOE, BMET, WEWB, BOESL and BAIRA. (2) Online 'Complaint Mechanism': The 'Integrated Online Complaint Mechanism System' has been updated to include Mobile APPs, a web application with database backup, and a testing manual along with a sustainability document. (3) Labour Attachés Reporting System: The Minister of Expatriate Welfare launched the monthly and annual reporting formats developed by the Migration Project for Labour Attachés based in Bangladeshi diplomatic missions abroad.</p> | <p>The output timelines are on track. However, the system is not fully operationalized yet, with parts of the MWIMS yet to be fully operationalized by the government. This is discussed in the main report.</p> |

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| | <p>The project has supported Bangladesh Bureau of Statistics (BBS) to include labour migration module in the Labour Force Survey.</p> <p>During the reporting period, after the Bangladesh Employers Federation (BEF) printed the Business and Financial Management module for the returnee migrant workers in the previous reporting period, the module was used for TOT with returnee migrants in deciding where and how to approach potential job placements or start a business in Bangladesh.</p> <p>The Cumilla Chambers of Commerce and Industry (CuCCI) has partnered with BEF in organizing the Job Networking Fair in November, where they mobilized local employers to participate at the fair physically. CuCCI also participated at the pilot TOT on Business and Financial Module for migrant workers.</p> <p>Source: Progress reports</p> | |
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| <p>Indicator 15</p> <p>The government and employment service providers can improve the scope and quality of services for migrants in Bangladesh and in destination countries through evaluation of those services already established and creation of new services.</p> | <p>The “Call Centre” established for migrant workers to provide support services in Jeddah (KSA) is continuing its operation. Between July and December 2021, the call centre received 20,221 (number of females are 410, number of males are 19,811) calls and as a result support was provided to workers.</p> <p>Source: Progress reports</p> | <p>The output timelines are on track.</p> |
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| <p>Indicator 16 The government and stakeholders can deliver skills training, assessment and recognition relevant to labour migration.</p> | <p>The Project supported the BMET for accessing 8 NTVQF certified curriculums. The Project has been continuing technical support to the MOEWOE to facilitate the reintegration of returnees through consultative discussions; this is being handled jointly with the ILO Skills 21 project. The Project has provided support to BMET to develop work plans for skilling, reskilling, upskilling and RPL for returnees. The Project also continued its support to BMET in developing a comprehensive pre-departure orientation module for migrant workers. Source: Progress reports</p> | <p>. The project has concentrated on producing 8 NTVQF certified skill training curriculums, for developing plans for skilling, reskilling and upskilling, and supported the Skills21 project in reintegration of returnees. These outputs contribute to the government and stakeholders' ability to deliver skills training, assessment and recognition relevant to labour migration. The data on increase in % oversea employees who are classified as skilled (60% m and 40% f) is not available from BMET or the Endline survey.</p> |
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Annexure 1.2: List of Documents produced under Migration Project

| SL No | Output of the Project | Description of the Report/Document |
|---|--|--|
| Outcome 1: Men and women migrant workers are better protected | | |
| 1 | The 'Policy and Practice Review Report on strengthening the complaints mechanism of migrant workers for their better protection and reinforce recruitment mechanism' | The 'Policy and Practice Review Report on strengthening the complaints mechanism of migrant workers for their better protection and reinforce recruitment mechanism' |
| 2 | The 'Policy and Practice Review Report on strengthening the complaints mechanism of migrant workers for their better protection and reinforce recruitment mechanism' | The 'Policy and Practice Review Report on strengthening the complaints mechanism of migrant workers for their better protection and reinforce recruitment mechanism' |
| 3 | Research on 'Strengthening the Complaints Mechanism of Migrant Workers for their better protection and reinforce recruitment mechanism' | Research on 'Strengthening the Complaints Mechanism of Migrant Workers for their better protection and reinforce recruitment mechanism' |
| 4 | The technical report on Comparable Process of Complaint Mechanism (Best Practices) | The technical report on Comparable Process of Complaint Mechanism (Best Practices) |
| 5 | A Framework of Services for Re-integration and Remigration of International Labour Migrants from Bangladesh. | A Framework of Services for Re-integration and Remigration of International Labour Migrants from Bangladesh. |
| 6 | The Mapping and Scoping of Services for Migrant Workers of Bangladesh at various stages of the labour migration cycle | The Mapping and Scoping of Services for Migrant Workers of Bangladesh at various stages of the labour migration cycle |

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| 7 | Registration rules developed and submitted to the Ministry for adoption, with a framework for strengthening the BMET's database to be International Standard Classification of Occupation (ISCO) compliant. |
| 8 | Communication materials on newly drafted acts and rules by the government. |
| 9 | Recruitment Agents Licensing and Conduct Rules. |
| 10 | Training materials on Recruitment Agents (RA) Licensing and Conduct Rules and Classification rule for BAIRA and provide training to Recruitment Agencies |
| 11 | Migrant Workers Welfare Rules for the Wage Earners' Welfare Board |
| 12 | Study on "Strengthen the Services of the Wage Earners" based on feedback of returnee migrants and other stakeholder on welfare services. |
| 13 | Booklet for return migrants on 'Jobs search/Enterprise establishment' |
| 14 | A framework of Services for Re-integration and Remigration of International Labour Migrants from Bangladesh |
| 15 | Action Plan' for the Expatriates' Welfare and Overseas Employment Policy 2016 |
| 16 | Report on 'Review of social protection benefits for Bangladeshi migrant workers and their dependents' c |
| 17 | Study on discriminations concerning persons with disabilities in labour migration |
| 18 | Peer exchange reports produced on social security mechanism for migrant workers: Report 1 |
| 19 | Peer exchange reports produced on social security mechanism for migrant workers: Report 2 |
| 20 | Final draft of a revision of the Overseas Employment Migrants Act 2013 to MOEWOE. |
| 21 | Developed Policy Guidelines for the Mandatory Life and Disability Insurance for the Migrant Workers |
| 22 | Good practices and provisions in multilateral and bilateral labour agreement and memoranda of understanding. |
| 23 | Assessment guide for bilateral agreements and memoranda of understanding on labour migration, with special focus on Bangladesh |
| 24 | Status report and Implementation plan for International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW) |
| 25 | Technical paper for Global Forum for Migration and Development (GFMD) |
| Outcome 2. Public and private institutions contribute to safe migration and decent work for men and women migrants | |
| 26 | Report on 'An assessment into Migrant worker information system and Labour market information system in Bangladesh'. |
| 27 | Research Report Managing Migrant Worker Information in Bangladesh: Comparability of Data Integration' |
| 28 | Report on LMIS |
| 29 | Summary report of collated recommendations |
| 30 | Report on One IT Framework and Strategy |
| 31 | Migration Module for labour force survey |

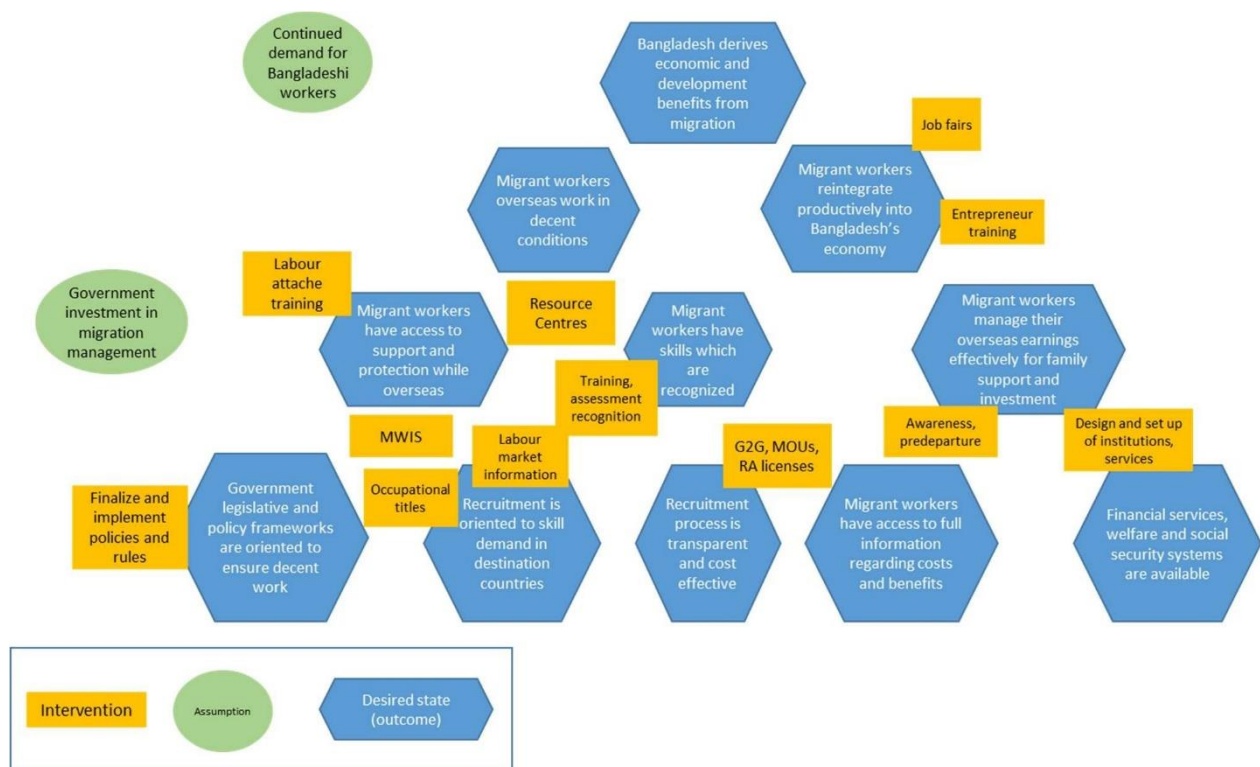
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| 32 | Monitoring report on IT based Module on the reporting of the Labour Attaché -1 |
| 33 | Monitoring report on IT based Module on the reporting of the Labour Attaché -2 |
| 34 | Monitoring report on IT based Module on the reporting of the Labour Attaché -3 |
| 35 | Monitoring report on IT based Module on the reporting of the Labour Attaché -4 |
| 36 | Labour Attaché reporting system’ |
| 37 | Training materials and curriculum for system users (government officials) |
| 38 | Research Report: Towards an Effective and Integrated Labour Market Information for Bangladesh’ |
| 39 | Report on Advocacy with GOB for data sharing law especially related to MWIMS and LMIS and on policies for returnee migrant workers |
| 40 | Directory with updated information about the certified Recruitment Agencies |
| 41 | Report on “Assess the Quality and Certification of Courses Offered by the Recruitment Agency Owned Training Institutions to Departing Migrant Workers |
| 42 | Technical report on ‘Skills development and outline of skills related information sharing framework’ |
| 43 | Docudrama on the code of conduct and classification system |
| 44 | Report on Cost of Migration National Survey 2020 |
| 45 | Communication materials for the stall of ILO for the International Migrants Day in 2018 |
| 46 | A market analysis on the demand for women migrant workers in additional occupations and markets |
| 47 | Training of Trainers (TOT) manual and Pre-departure training modules – 1, with audio visual contents |
| 48 | TOT Pre-departure training modules – 2 with audio visual contents |
| 49 | Competency Based National Training and Vocational Qualifications Framework (NTVQF), and language booklets |
| - | 1. Manual for Qatar migrants |
| 62. | 2. Takeaway for Qatar Migrants |
| | 3. Housekeeping language Manual |
| | 4. Housekeeping language Booklet |
| | 5. Construction language Manual |
| | 6. Construction language Booklet |
| | 7. Electrician language Manual |
| | 8. Electrician language Booklet |
| | 9. Care Giving language Manual |
| | 10. Care Giving language Booklet |
| | 11. Cantonese Booklet (Students Copy) |
| | 12. Hong Kong Module Final |
| | 13. Mandarin Booklet (Learners Copy) |
| | 14. Mandarin Booklet (Teachers Copy) |

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| 63 | A technical report on Bilateral accreditation between BMET's course with South Korean Automobile Technical trade |
| 64 | App: 'Jene Mene Bidesh Jai' App for migrant workers to provide information related to legal process of labour migration |
| 69 | Docudrama on "Bidesh Babu" on the importance of regular and legal process of overseas employment. |
| 66 | Leaflets, Audio-Visuals, Newspaper OP-ED, Info graphs and other information materials on outputs oof the project |
| 67 | Leaflet on Legal and Policy |
| 68 | Module on "Effective negotiations and conflict management; Complaints and dispute resolution procedures; Promoting good relations with host country. and Case studies of good practices" |
| 69 | The causes of and potential redress for high recruitment and migration costs in Bangladesh |
| 70 | Gender and Migration from Bangladesh: Mainstreaming migration into the national development plans from a gender perspective |
| 71 | Review of the government-to-government mechanism for the employment of Bangladeshi workers in the Malaysian plantation sector |
| 72 | Labour Market Trends Analysis and Labour Migration from South Asia to Gulf Cooperation Council Countries, India, and Malaysia |
| 73 | The homecoming: Profiling the returning migrant workers of Bangladesh |
| 74 | Skills for the international labour market: Bangladesh country report: Part of a multi-country labour market trend analysis for migrant workers from South Asia to the member states of the Cooperation Council for the Arab States of the Gulf |
| 75 | Preliminary Assessment of Impact of Labour Migration from South Asia on the South Asian employers, BEF June 2015 |

Annexure 2: Theory of Change of the Application of Migration Policy Project

XB Symbol: BGD/15/01/SDC
 Project title: Application of Migration Policy for Decent Work for Migrant Workers
 Administrative unit: ILO Country Office for Bangladesh (CO-Dhaka).

Theory of Change



The Theory of Change is a summary representation of how the project is expected to bring about change. This image depicts several elements (in hexagons) of a 'desired state' for migration in Bangladesh: a well-regulated system, supplying skilled workers who work in decent conditions overseas and can contribute to Bangladesh both in terms of their earnings (as remittances) and the skills and capacities they bring home to invest in Bangladesh's development.

There are three pathways of change in this overall map.

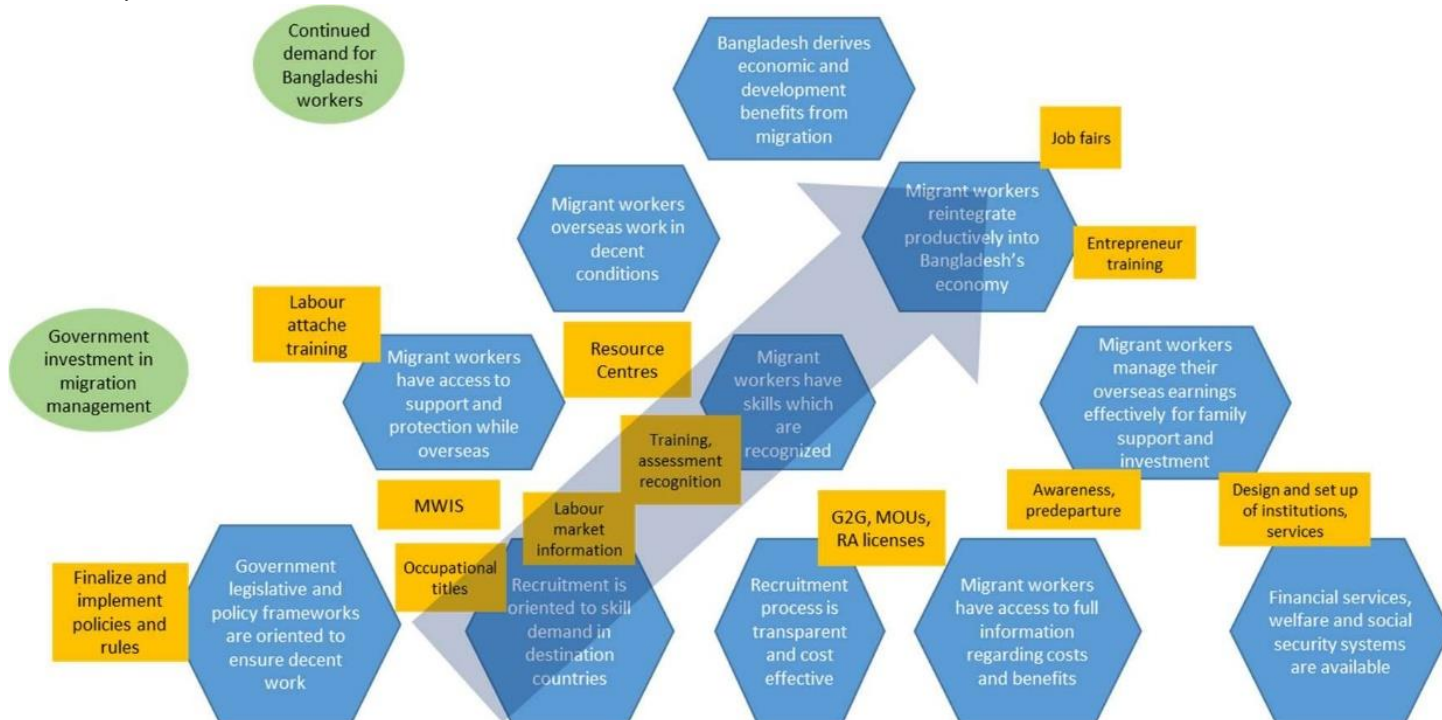
The first relates to the central place that legislation, rules, and the implementation of those rules have for the whole system. Interventions to assist government to complete its legislative programme and to articulate and enforce all the rules are critical to achieving all the rest of the objectives

Pathway 1: Government legislation and policy



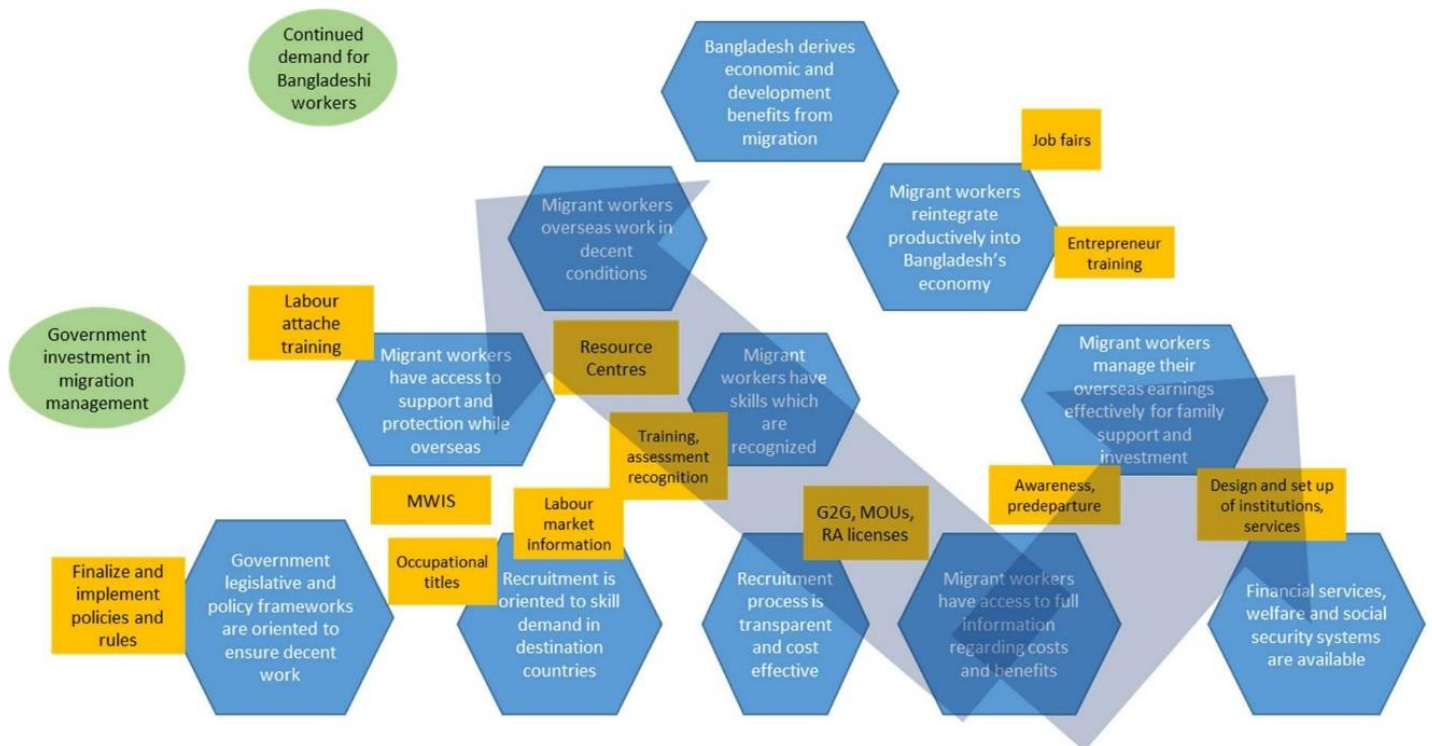
The second pathway relates to the way skills are reflected in the overall migration system. To date Bangladesh has relied more on a low cost/low skill “bulk” view of labour migration. Its intent to move to higher skilled (and hence higher value) labour migration requires a significant move in terms of documenting skill needs in receiving countries, assessing, and gaining recognition for skills, and managing recruitment in alignment with this orientation.

Pathway 2: Skills



The third pathway is about protection of workers: a process that includes each worker (and their family’s) awareness and ability to make positive choices about migration, but also the existence of support services; the capacity of those in those services to respond both pro- and re-actively; and data tracking to ensure that workers are being tracked and monitored.

Pathway 3: Protection



Supporting these three major pathways are a host of other interventions and supporting activities: developing curricula for training labour attaches, researching innovative financial planning products for financial institutions serving migrants, and a host of others. But they are all oriented towards the objective of achieving decent work for migrant workers, while overseas and on their return, through the development of sustainable capacity in the governmental and non-governmental institutions of Bangladesh responsible for migration.

Source: The Application of Migration Project, 2019.

Annexure 3: Follow up of MTE Recommendations

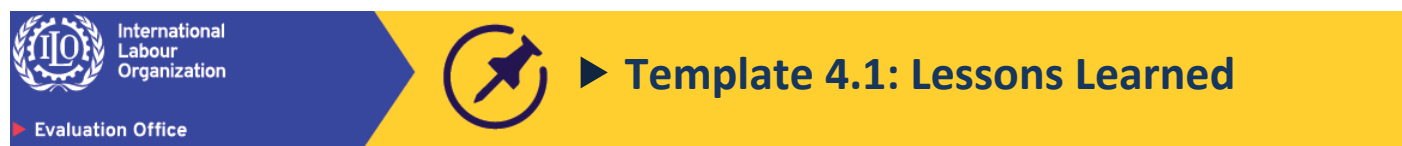
| RECOMMENDATIONS | | FINDINGS |
|-----------------|---|--|
| 1. | Continue activities on legal and policy reform related to labour migration issues as it is no less relevant now than it was at the inception of the Migration Policy project. Make also sure there is clear alignment between the interventions in a possible next phase and the developing priorities of the forthcoming GOB's 8th Five-Year plan. | The Project continued its activities on legal and policy reform related to labour migration issues the project has also assured an alignment between the interventions in a possible next phase and the developing priorities of the forthcoming GOB's 8th Five-Year plan, by focusing on reintegration of returnee migrants. The ILO needs to continue to work further on the priorities relating to sending migrants out with Decent Work conditions. |
| 2. | Adjust the Log Frame for the next Phase (2019-2021) as it was designed for five years, and it is difficult to extract the specific targets, milestones, and indicators for this phase. | The Project adjusted the Log Frame for the next Phase (2019-2021) and delineated the specific targets, milestones, and indicators for the current phase. |
| 3. | Work together with the MOEWOE and its organizations and selected partners to truly build upon the achievements of the previous phases (2011-2015 and 2016-2018), to enhance the implementation of the laws and rules and to accelerate the progress of organizational reform and the setting up of the right mechanisms and systems as well as tools and resources needed to support the work of the Ministry centrally and at the division and district levels and in the labour wings abroad. | The Project worked together with the MOEWOE and its organizations and selected partners to enhance the implementation of the laws and rules and to accelerate the progress of organizational reform, and the setting up of the right mechanisms and systems. It has supported the improvement of services offered to migrants by Bangladeshi High Commissions in destination countries. The project is, however, focused on supporting the policy work of the Ministry centrally, and does not yet reach the division and district levels. |
| 4. | More attention needs to be paid to the inclusion of the Ministry of Foreign Affairs (MOFA) in selected activities and consultations especially also because MOFA has such a close relationship with IOM, and ILO and IOM need to continue to work on sustaining their cooperation. | The Project included Ministry of Foreign Affairs (MOFA) in consultations and developed a training module of Labour Migration and Diplomacy for training of Bangladeshi diplomats. The ILO has also sustained cooperation with IOM, UNWOMEN and UNODC. |
| 5. | Continue to closely involve the social partners and explore capacity building for the different trade union platforms especially the NCCWE (which due to its status as a committee cannot be as such contracted by the ILO). | The Project enhanced its work and continue to closely involve the social partners and explore capacity building for the different trade union platforms especially the NCCWE (which due to its status as a committee cannot be as such contracted by the ILO). |

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| 6. | Undertake a quantitative study on effectiveness and efficiency of the project at the end of 2020 or beginning of 2021 so that it can feed into the final evaluation in a timely manner, in particular make sure that the study is fully completed and agreed upon among the key stakeholders before the Final Independent Evaluation starts. | The Project undertook quantitative KAP endline study on effectiveness and efficiency of the Project in 2021. |
| 7. | Review and streamline the project management arrangements through the PSC and Project Coordination Committee (PCC) in such a way that at least every half year a PSC as well as a PCC meeting will be held. Reorganize the structure of the meetings to enhance discussion and dialogue among the stakeholders. | The Project is monitored through two formal processes, the Project Steering Committee, and the Project Coordination Committee. These meetings were held regularly during the project period 2018 to 2022. Monitoring of project progress also took place through the government's system of monitoring the Annual Development Plan monthly. Regular meetings with ILO teams also helped to monitor project progress. |
| 8. | Maintain attention for the complementarity among donor and other development partner interventions in the labour migration area to avoid overlap and gaps, through the Migration Working Group and through maintaining relations with other projects in this area. | Interventions were made in the labour migration area to avoid overlap and gaps. This was done through the Migration Working Group and by maintaining relations with other projects in this area. |
| 9. | Improve the project's website through a more dynamic approach and by including more visual contents | The Project improved the website through a more dynamic approach and by including more visual contents. |
| 10. | Investigate ways in which one can reach the (potential) Migrant Workers in the rural areas and explore the role of the middlemen or 'Dalal' thereby for example through piloting the regularization of middlemen through registration at the UPAZILA levels. | The Project has engaged Bangladesh Institute of Labour Studies (BILS) to increase awareness of workers. The project has worked with BMET to operationalize the RAIMS information system whereby all recruitment agencies are to be registered in the system by early June. |
| 11. | Monitor and update continuously the phased exit plan to keep track of the development and implementation of the required acts and rules and organize a 'Sustainability Workshop' well before the end of the project (following the example of the ILO B-SEP programme in Dhaka). | The Project has organized a 'Sustainability Workshop' with recommendations for steps to be taken. It has continuously monitored and updated the phased exit plan to keep track of the development and implementation of the required Acts and Rules. |
| 12. | Enhance attention and specific budget lines for issues related to gender equality, non-discrimination, and disability inclusion (including of returnees). Play a more pro- | The project had a gender focal point, who attended the meetings of the SDC's Gender Platform on Gender. He attended the 6 monthly meetings of the Gender Committee group in the ILO, although formal reports |

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| <p>active role in SDC's Gender Platform and start preparing the six-monthly reports on gender equality (included in the TOR for the Gender focal Point). For disability inclusion involve the Bangladesh Business and Disability Network (BBDN) and selected NGOs.</p> | <p>were not prepared. The members of BBDN were included in trainings conducted by BBDN.</p> |
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Annexure 4: Lessons Learned and Good Practices

Annexure 4.1. Lessons Learned



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

| | |
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| LESSON LEARNED ELEMENT | Delayed staff recruitment and small team size led to delays and increased work pressure |
| Brief description of lessons learned (link to specific action or task) | The delays in recruitment led to the full team not being formed in time, and in delays in project implementation. The delays were due to the long recruitment process of the International Labour Organization (ILO). |
| Context and any related preconditions | The context is project implementation of ILO Projects, which are led by the Chief Technical Advisor (CTA)s. Most CTAs involve international recruitments. |
| Targeted users / Beneficiaries | ILO and Donors |
| Challenges /negative lessons - Causal factors | Delayed recruitment of the CTA led to delay in the Project work, leaving less time for implementation of activities. The ILO recruitment processes were reported to be slow, to fill the position of a CTA. |
| Success / Positive Issues -Causal factors | The senior government officer deputed the project, and the project team stepped up to complete many of the project tasks. |
| ILO Administrative Issues (staff, resources, design, implementation) | Staff Recruitment |



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

| | |
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| LESSON LEARNED ELEMENT | It is important to ensure that mechanisms and tools built are mainstreamed and operational, which requires sufficient time for monitoring |
| Brief description of lessons learned (link to specific action or task) | The Project log frame requires that not only the tools be designed, but also be operationalized, for outcomes and impacts to follow. The operationalization could not be completed due to technical as well reasons of political economy of stakeholder interests. Full operationalization calls for long term and strong monitoring and follow up by multiple stakeholders, including the government, implementing agency, donors and tripartite plus partners is needed for transformation of public sector organizations and departmental processes. |
| Context and any related preconditions | The context relates to mainstreaming and operationalizing of tools and mechanisms such as the Complaints Mechanism, the Labour Attaché Reporting System, the Recruiting Agencies Information System, and the Migrant Workers Information Management System. |
| Targeted users / Beneficiaries | International Labour Organization (ILO), Government departments and organizations, Donors |
| Challenges /negative lessons - Causal factors | Although two systems became operational- Labour Attaché Reporting System (LARS) and Recruiting Agents` Information Management System (RAIMS), the Complaint system did not get fully digitalized, with the analog system working alongside it. This meant no reduction in work, so lack of sustainability for the product designed. The MWIMS did not become operational due to technical incompatibility and low follow up from the government. |
| Success / Positive Issues - Causal factors | The design brought to the fore the need and potential for digitalization of all data for governance of labour migration. |

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| ILO Administrative Issues (staff, resources, design, implementation) | ILO internal monitoring processes could pay better attention to achievement of the objectives, with a long-term view |
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The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

| LESSON LEARNED ELEMENT | The One-UN idea can add value but can also result in inefficiencies. |
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| Brief description of lessons learned (link to specific action or task) | The United Nations (UN) agencies aim to advance the One-UN idea, which requires close coordination among them to contribute to one goal: in this case safety and protection of Bangladeshi migrants abroad, reintegration on return, and access to Decent Work in destination and home countries. The Project coordinated with International Organization for Migration (IOM), United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), United Nations Office on Drugs and Crime (UNODC). While this added value to the policy advice provided to Bangladesh government, it meant longer timelines for finalizing the joint outputs. |
| Context and any related preconditions | The context here is the need to have different UN agencies dealing with the issue of migration, to work together to support the government. |
| Targeted users /Beneficiaries | The Ministry of Expatriate Welfare and Overseas Employment (MOEWOE), International Labour Organization (ILO), IOM, UNWOMEN and UNODC |
| Challenges /negative lessons - Causal factors | The focus differs across UN agencies, from migrant workers, forced labour and trafficking, to all returnees. These result in differing elements being emphasized in the policy formulations towards which the agencies contribute. |
| Success / Positive Issues - Causal factors | The government feels a higher degree of confidence when all UN agencies concerned contribute and participate in the process of policy formulation. |
| ILO Administrative Issues (staff, resources, design, implementation) | ILO projects need to assign greater time and human resources for the coordination and a positive result. |



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

| LESSON LEARNED ELEMENT | In policy projects, early identification of risks can ensure higher success in subsequent phases. |
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| Brief description of lessons learned (link to specific action or task) | The Migration Project had two phases, with a common log frame. This has the advantage of long-term planning and implementation of policy projects, which need time to effect changes in policies. The risk that institutional strengthening may not keep pace with policy changes, negatively impacts the implementation of policies. If these risks (e.g., attitudinal barriers, entrenched economic interests) are identified early, they can be addressed to improve the success of a policy project |
| Context and any related preconditions | The GOB requested inputs for creating a policy environment for safe migration and decent work, and protection of migrant women and men going abroad for work. The ILO implemented an 11-year project, funded by the Swiss Agency for Development Cooperation, to create the enabling environment and institutional capacities for safe migration. |
| Targeted users /Beneficiaries | The Ministry of Expatriate Welfare and Overseas Employment (MOEWOE), International Labour Organization (ILO,) International Organization for Migration (IOM), United Nations Entity for Gender Equality and the Empowerment of Women (UNWOMEN), United Nations Office on Drugs and Crime (UNODC) |
| Challenges /negative lessons - Causal factors | The Project designed several mechanisms and tools, of which the operationalization of some was delayed due to lack of willingness of the organization to change. The resistance was attributed to attitudinal barriers, such as the profit-orientation of Recruitment Agencies leading to delays in accepting the RA classification system. The delays are further attributed to entrenched economic interests of government officers; as digitalized governance systems would lead to reduced scope for rent-seeking behaviour. |
| Success / Positive Issues - Causal factors | The Project had significant success in terms of design and implementation of several mechanisms, which did not have financial implications. These included the Labour Attaché Reporting System, the Complaints Mechanism, and the Recruitment Agencies Information Management System. These have the potential of increased efficiencies and provision of effective services at home and destination. |

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| ILO Administrative Issues (staff, resources, design, implementation) | The recognition of these issues during the design phase of policy related projects will enable ILO projects to plan for staff for implementation support within the ILO Project and the government of the member-state. Additional financial and human resources would be needed for such support. |
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The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

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| LESSON LEARNED ELEMENT | The project monitoring parameters must be agreed upon by the donor and implementing agencies and any concerns must be addressed in the early stage of project implementation |
| Brief description of lessons learned (link to specific action or task) | Project monitoring needs to be agreed with between the donor and implementing agency, and any concerns be addressed early in the project implementation. Further, the indicators for a policy project need to be different from those for a project focussed on grassroots, as the impact takes longer and is more complex. |
| Context and any related preconditions | The project monitoring was done through 1) Regular reporting to the donor agency, based on the log frame indicators; 2) Meetings with Project Steering Committee, the forum with several stakeholders, and 3) The Annual Development Plan, which was the monitoring system of monthly meetings held within the Ministry. In addition, there was a base line survey and end line survey which were to collect information on the key indicators the project was expected to impact. |
| Targeted users / Beneficiaries | Donors, ILO, Government |
| Challenges /negative lessons - Causal factors | The meetings within the Ministry covered all the projects under the Ministry and so sometimes the discussion on the Migration Project was too short, and the PSC format was also of short duration, not allowing substantive discussion on the constraints being faced by the Project. The progress reports do not contain, and the end line survey did not provide, information on many of the indicators, such as cost of migration, number of people employed as per skill levels, etc. |
| Success / Positive Issues - Causal factors | The meetings were held regularly over the previous two years. |
| ILO Administrative Issues (staff, resources, design, implementation) | ILO needs to consider where the role of monitoring is placed: 1) at the ILO CO level, from where oversight on all country projects becomes possible; 2) Within the project, where a monitoring officer ensures data is collected on agreed parameters throughout the duration of the project; 3) The role of consultants and externally conducted studies, which can be planned to be mutually consistent, for useful comparisons across time periods. Further, any differences in opinion among the donor and implementing agency on the type of indicators and their monitoring needs to be identified and amended in the first annual review, after which it becomes too late to bring in good monitoring systems on a project. |



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

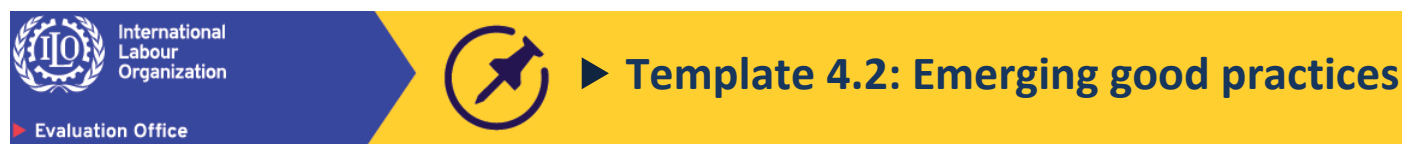
Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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

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| LESSON LEARNED ELEMENT | The extent to which a technical project can be expected to facilitate negotiations in favour of migrant workers may be limited where political power equations between the destination (employing) country and the sending country may be biased in favour of the former. |
| Brief description of lessons learned (link to specific action or task) | The extent to which a technical project can be expected to facilitate political negotiations may be limited. ILO's Technical Cooperation Projects (TCPs) aid the government for drafting Memorandum of Understanding between Bangladesh and the destination countries. However, the resulting MOUs may not be as fair or protective for the migrant workers due to the political nature of the negotiations. |
| Context and any related preconditions | Several preconditions bring about such a result. These include power relationships between the destination and sending countries, the political power of the recruitment agencies in both destination and sending countries, and inherent corruption in recruitment systems. |
| Targeted users / Beneficiaries | Donors, ILO, Government, Workers and Employers Organizations |
| Challenges /negative lessons - Causal factors | 1. The power equation between the destination (employing) country and the sending country may be biased in favour of the former. As the sending country seeks to send its citizens for work, it has lower negotiating ability than the country offering work. 2. The vested interests, employment agencies in the destination and sending countries, have high influence on the political persons conducting the negotiations, and tend to protect their business interests rather than those of labour. 3. Political work is needed to operationalize changes in the sending country bring the recruitment agencies on board to accept changes, for example, to operationalize the Rules on Classification Recruiting Agencies. |
| Success / Positive Issues - Causal factors | The ILO prepared guidelines for adhering to International Labour Standards in the drafting of MOUs, and the Project provided support of one of its senior officers, deputed from the Ministry of Expatriate Welfare and Overseas Employment (MOEWOE) for the negotiations, but this does not suffice to draw a favourable MOU, due to the political nature of the negotiations. |
| ILO Administrative Issues (staff, resources, design, implementation) | ILO needs to plan the additional resources, regional and headquarters staff time that may be needed for supporting political negotiations, if at all this is considered work in the domain of a UN technical agency. The ILO could also insist that the government depute senior staff for all capacity building programmes of the ILO, and depute trained staff for MOU negotiations. |

Annexure 4.2. Emerging Good Practice



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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 | The Migration Project was highly mainstreamed in the relevant Ministry |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The work plan of the project was mainstreamed in the Ministry's Annual Development Plan, which was clear evidence of the high relevance of the project's objectives for the Government of Bangladesh (GOB). The Project office was located in the Ministry too, enabling seamless access to the government for the Project team and vice versa. Further, the government seconded a senior official to the Project team, who worked as a bridge between the Project and the government, thus enhancing relevance, coherence and effectiveness of the Project's activities and outputs. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The Ministry requested International Labour Organization (ILO) for the inputs, which were a precondition to success. Another important pre-existing condition was that the project for Application of Migration Policy was a follow up project, funded by the same donor, to an earlier project for policy formulation support by ILO to GOB. |
| Establish a clear cause-effect relationship | The project was physically placed in the offices of the Ministry of Expatriate Welfare and Overseas Employment, making it easy for the government and project teams to contact one another. A senior official of the Ministry was deputed to and an integral part of the Project team, thus ensuring seamless communication. |
| Indicate measurable impact and targeted beneficiaries | The Project supported the GOB in drafting the rules to the Overseas Employment Act, and 8 rules and policies relating to migration. The targeted beneficiaries are migrant workers and returnees, with the direct beneficiaries being the GOB. |
| Potential for replication and by whom | The good practice is highly replicable for policy related projects, where the ILO provides direct support to the government for policy formulation and application. |

| | |
|---|--|
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p> | <p>The Decent Work Country Programmes (DWCP) Outcome 4.2, Outcome 3.2, Outcome 2.1, and ILO's P&B Outcome 2 refer to protection, good governance, better implementation of core convention and the international labour standards for supervision respectively. Country Programme (CP) Outcomes include CP 1 and CP 3. The Project contributes to Sustainable Development Goals (SDG) 1, 8 and 10, specifically indicating 1.3.1 – Social Protection Coverage Rate, 10.4.1 – Labour income share, 8.2.1 on the Labour productivity share and 8.3.1 on % informal employment.</p> |
| <p>Other documents or relevant comments</p> | <p>It was important that the officer deputed was senior, motivated to work on the issue of migration, and had at least five years to their retirement.</p> |



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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 | The research and information systems for migration governance were designed along with the government departments and organizations. |
|---|--|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The Project worked along with the government through all stages of information systems development: the demand generation, the vendor selection, designing of terms of reference, finalization and testing, and the operationalization. As the government departments concerned were involved right through the process, the mainstreaming and operationalization of the systems was good in many cases. These included the Labour Attaché Reporting System (LARS), The Recruitment Agencies Information and Management System (RAIMS), a module on labour migrants in the Labour Force Survey (LFS), and the Cost of Migration survey. |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | Establishment of a governance mechanism required research and information, so that the government would have the information as evidence for policy formulation, as well as for immediate action. The precondition is that the government must see the need and request for the support for development of the information system and governance mechanism. |
| Establish a clear cause- effect relationship | The LARS is now active, with Labour Attachés in destination countries reporting on their activities for protection of migrants. It enabled the Labour Attachés in destination countries of Dubai, Malaysia, and Singapore to send reports on jail visits, company visits, attestations, demand letters, worker deaths, administrative updates and other information to MOEWOE every month. This ensured that the Ministry monitors and stays updated on the workers' welfare. The migration module is mainstreamed in the LFS conducted by the Bangladesh Bureau of Statistics. The RAIMS is operationalized, with the government mandating that Recruitment Agencies (RAs) must complete online registration. |
| Indicate measurable impact and targeted beneficiaries | The systems stated above are active, but not yet fully known to the workers, so significant direct impacts have not yet ensued on all systems. The knowledge of it would allow the migrant workers to negotiate decent work at lower cost. However, over 50% of the RAs in Bangladesh have registered on the RAIMS system |
| Potential for replication and by whom | The GP is highly replicable for all countries which send labour migrants abroad for work. |

| | |
|---|--|
| <p>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</p> | <p>The Decent Work Country Programmes (DWCP) Outcome 4.2, Outcome 3.2, Outcome 2.1, and ILO's P&B Outcome 2 refer to protection, good governance, better implementation of core convention and the international labour standards for supervision respectively. Country Programme (CP) Outcomes include CP 1 and CP 3. The Project contributes to Sustainable Development Goals (SDG) 1, 8 and 10, specifically indicating 1.3.1 – Social Protection Coverage Rate, 10.4.1 – Labour income share, 8.2.1 on the Labour productivity share and 8.3.1 on % informal employment.</p> |
| <p>Other documents or relevant comments</p> | <p>While the design has been successful, full operationalization takes time, and organizational as well as political economy issues can pose barriers, which the government, implementing agencies and donors need to address.</p> |



The Application of Migrant Policy for Decent Work of Migrant Workers

Project DC/SYMBOL: BGD/18/03/CHE and BGD/15/01/SDC

Name of Evaluator: Smita Premchander and Chowdhury Rasel Mahmud

Date: 01 June 2022

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 | Multi-stakeholder meetings to build consensus for policy formulation. |
|---|---|
| Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.) | The project followed a practice of holding discussions for policy formulation involving all tripartite partners, research organizations, think tanks, and key CSOs and NGOs in the field of migration in Bangladesh. This resulted in the government getting direct inputs from all stakeholders for policy making, and for deciding key issues for institutional and policy change in Bangladesh, and for negotiation in regional processes and global forums. These include the Abu Dhabi Dialogue and Colombo Process, the development of the Regional Qualifications Framework for migrant workers, and the work of the United Nations Network on Migration for the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM). |
| Relevant conditions and Context: limitations or advice in terms of applicability and replicability | The most important precondition is that the government is willing to take inputs from multiple partners, and ILO has the human and financial resources to organize the consultations, which in this case, were enabled by the Migration Project. |
| Establish a clear cause-effect relationship | Issues of costs of migration were raised at the meetings, and the information from the survey was made available, which motivated the GOB to set up a committee to find ways of reducing costs of migration. |
| Indicate measurable impact and targeted beneficiaries | The impacts on migrants cannot be directly determined. An example is the consideration of employer-pay model in the Bangladesh context, to reduce migration costs for workers. |
| Potential for replication and by whom | The practice is highly replicable, by ILO and by the government and donors. |
| Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or | The Decent Work Country Programmes (DWCP) Outcome 4.2, Outcome 3.2, Outcome 2.1, and ILO's P&B Outcome 2 refer to protection, good governance, better implementation of core convention and the international labour standards for supervision respectively. Country Programme (CP) Outcomes include CP 1 and CP 3. The Project contributes to Sustainable |

| | |
|---|---|
| ILO's Strategic Programme Framework) | Development Goals (SDG) 1, 8 and 10, specifically indicating 1.3.1 – Social Protection Coverage Rate, 10.4.1 – Labour income share, 8.2.1 on the Labour productivity share and 8.3.1 on % informal employment. |
| Other documents or relevant comments | The multi-stakeholder meetings were well organized, with moderators, and contribution from ILO specialists. Moderation and high-quality technical inputs are essential to elicit contributions and enable tangible results of the meetings. |

Annexure 5. List of Stakeholders Interviewed

| Stakeholder | Name | Position/Department |
|---|----------------------------|--|
| Categories ILO Project Team | | |
| 1 | Ms. Laetitia Weibel Robert | Chief Technical Advisor (CTA) |
| 2 | Mr. Md Mazharul Islam | National Programme Officer |
| 3 | Mr. Tanzel Ehsan | National Programme Officer |
| 4 | Ms. Sharmin Juha | Administrative Secretary |
| 5 | Mr. Saleuzzaman Chaudhury | Finance Officer |
| 6 | Ms. Deepa Bharti | Former CTA of the Project |
| Categories: ILO Management, Specialists and Other Projects | | |
| 7 | Mr. Gunjan Dallakoti | Deputy Country Director |
| 8 | Mr. Shabarinath Nair | Regional Migration Specialist |
| 9 | Mr. Saidul Islam | Workers Specialist, ILO, Bangladesh |
| 10 | Ms. Lotte Kejser | CTA, Skills-21 Project |
| 11 | Ms. Tahmina Khanam | National Programme Officer, Skills21 Project |
| Donor: The Swiss Agency for Development Cooperation (SDC) | | |
| 12 | Ms. Suzanne Mueller | Head of Cooperation, Embassy of Switzerland in Bangladesh, SDC |
| 13 | Ms. Nazia Haider | Programme Manager – Safer Migration, Embassy of Switzerland in Bangladesh, SDC |
| Government | | |
| 14 | Dr. Ahmed Munirus Saleheen | Secretary, MOEWOE |
| 15 | Md Mosharrof Hossain | Joint Secretary, Research and Policy Wing, MOEWOE |
| 16 | Ms. Rahnuma Khan | Senior government official Former National Program Officer (ILO) |
| 17 | Dr Nashid Rizwana Monir | Deputy Secretary, Law Formulation Wing, MOEWOE |
| 18 | Farruque Ahmed | Deputy Secretary, Planning-1 Wing, MOEWOE |
| 19 | Shaikh Muhammad Refat Ali | Deputy Secretary, Employment Wing |
| 20 | Labour Attaché | Mr. Aatur Rahman, Counsellor (Singapore Embassy) |
| 21 | Mr. Noor Ahmed | Deputy General Manager (Admin, HR, Finance), BOESL |
| 22 | Ms. Farida Yasmeen | Director (MEA), Economic Affairs (EA) Wing, MOFA |
| 23 | Ms. Saika Sahadat | Senior Assistant Chief, Jute and Textile Wing, IED, Planning Commission |
| 24 | Md Hamidur Rahman | DG, WEWB |
| 25 | Mr. Nazmul Haque | Asst Director, WEWB |
| 26 | Mr. Musharrat Zebin | Joint Secretary, Director (Admin & Development) |

| | | |
|--|-----------------------------------|--|
| 27 | Mr. Shahidul Alam NDC | DG, BMET |
| 28 | Mr. Khairul Islam | Asst DG, Employment Wing, BMET |
| 29 | Engr. Md. Salah Uddin | Director (Training Operation), BMET |
| 30 | Mr. Shahjahan | Director, BTEB |
| NGO, CSOs | | |
| 31 | Mr. Syed Saiful Haque | Chairman & Founder Member, WARBE |
| 32 | Ms. Nazma Yesmin | Director (Research & Development), BILS |
| 33 | Mr. S.M Shahjahan, | Deputy Director (Course Accreditation), Bangladesh Technical Education Board, BTEB |
| 34 | Mr. Shakirul Islam | Chairman, OKUP |
| 35 | Mr. Shariful Islam Hasan | Head of Migration Project, BRAC |
| 36 | Ms. Sumaiya Islam | Executive Director, BNSK |
| UN Agencies | | |
| 37 | Mr. Shahreen Munir | Head - Migration Governance Unit, IOM |
| 38 | Ms. Tapati Saha | National Programme Officer, UN Women |
| 39 | Mr. Mehdy Hassan | UNODC |
| Migrant Workers, Names withheld for confidentiality reasons | | |
| 40. – 42. | 3 Women migrant workers | Meeting with migrant workers in ILO Office |
| 43. – 53. | 7 women and 4 men migrant workers | Meeting with migrant workers in BIL Office |
| Consultants | | |
| 54 | Ms. Syeda Rozana Rashid | Consultant |
| 55 | Dr Ridwanul Hoque | Consultant |
| 56 | Mr. Asif Munier | Consultant, VISCOM |
| 57 | M Rashidul Hasan | Managing Director & CEO Systech Digital Limited, |
| 58 | Dr Ali Ashraf | Consultant, RMMRU |
| 59 | Ms. Lamiayh Daraksha | DNet |
| 60 | Mr. Asmar Osman | Research Consultant, HDRC |
| Employers' and Workers' Associations | | |
| 61 | Mr. Asif Ayub | Joint Secretary-General , Bangladesh Employers Federation (BEF) |
| 62 | Mr. Razekuzzaman | NCCWE |
| Additional Stakeholders in the Validation Workshop | | |
| 63 | Mr. Rakshit Bhattacharjee | Manager, BRAC Migration Programme |
| 64 | Mr. Ashad-Ud-Zaman | BFTUC |

| | | |
|----|------------------------|------------------------------------|
| 65 | Mr. SK Ali Ahmed | HDRC |
| 66 | Mr. Masudur Rahman | Sub-Inspector |
| 67 | Mr. BA Kadir | Swiss |
| 68 | Md. Abdullah-Al-Muyid | IOM |
| 69 | Andalib Bin-Haque | DNet |
| 70 | Disha Sonata Faruque | IOM |
| 71 | Md. Bilal Hussain | MD, Addn. Secretary, BOESL |
| 72 | Mr. Sharif-ul-Islam | Deputy Director WEWB |
| 73 | Ms. Ahsan Habib Bulbul | NCCWE |
| 74 | Md. Rafiqul Islam | DNet |
| 75 | Ms. Ruchi Sravsti | OKUP |
| 76 | Md. Sarwoer Alam | Senior Assistant Secretary, MOEWOE |
| 77 | Ms. Ananya Raihan | iSocial |
| 78 | Md. Nazmul Hossain | AVP of Systech Digital Limited |

Annexure 6: Schedule of the evaluation

| No. | Date | Time BDT | Interview with |
|-----|------------|----------------|---|
| 1 | 21st April | 9.30-10.30 AM | ILO Project Team Meeting |
| 2 | 24th April | 12.00 - 1.00PM | ILO, Gunjan Dallakoti, Deputy Country Director |
| 3 | 25th April | 10:30-11.30 AM | Rahnuma Khan, ex-staff |
| 4 | 25th April | 12.00-1.00 PM | Asif Ayub, Bangladesh Employers Federation (BEF) |
| 5 | 26th April | 10:30-11.30 AM | ILO, Shabarinath Nair, Regional ILO Labour Migration Specialist |
| 6 | 28th April | 1.30 - 2.15 PM | Nazia and Suzanne |
| 7 | 28th April | 3:00-04.00 PM | Secretary MOEWOE, Dr Salaheen, |
| 8 | 5th May | 10.30-11.30 AM | Inception Meeting with CTA ILO Project |
| 9 | 9th May | 2.30-3.30 PM | WARBE |
| 10 | 9th May | 4.00-5.00 PM | BRAC |
| 11 | 10th May | 2.30-3.30 PM | BNSK |
| 12 | 11th May | 9.00-10.00 AM | Saidul Islam (ILO) |
| 13 | 11th May | 2.30-4.00 PM | MOEWOE |
| 14 | 11th May | 5.30-6.30 PM | OKUP |
| 15 | 12th May | 10.00-11.00 AM | BOESL |
| 16 | 12th May | 11.30-12.30 PM | MOFA |
| 17 | 12th May | 2.30-4.30 PM | PLANNING COMISSION |
| 18 | 16th May | 10.30-11.30 AM | Skills-21 Project (ILO) |
| 19 | 16th May | 11.45-1.45 PM | Excol |
| 20 | 16th May | 2.30-4.30 PM | Consultants |
| 21 | 17th May | 10.00-11.00 AM | IOM |
| 22 | 17th May | 11.30-12.30 PM | Finance Officer (ILO) |
| 23 | 17th May | 2.30-3.30 PM | NCCWE |
| 24 | 17th May | 4.00-5.00 PM | UNODC |
| 25 | 20th May | 12.30-1.30 PM | Chief Technical Adviser |
| 26 | 23rd May | 10.00-11.00 PM | UN Women |
| 27 | 23rd May | 11.30-12.30 PM | WEWB |

| | | | |
|----|-----------------------|-------------------|---|
| 28 | 24th May | 11.00-12.00 PM | BTEB |
| 29 | 24th May | 2.15-3.15 PM | SDC |
| 30 | 24th May | 4.00-5.00 PM | BILS |
| 31 | 25th May | 10.00-12.00PM | BMET |
| 32 | 25th May | 4.00-5.00 PM | Labour Attaché |
| 33 | 26th May | 8.30-9.30 AM | Migration Policy Specialist (ILO) |
| 34 | 30th May | 10.00-11.00 AM | Meeting with Project team |
| 35 | 30th May | 12.00-01.00PM | Meeting with Migrant workers in ILO office |
| 36 | 1st June | 11.00-12.00 PM | Meeting with Migrant workers in BILS office |
| 37 | 1st June | 4.00-5.00 PM | System Analyst – MOEWOE |
| 38 | 13 th June | 6.00-7.00 PM | Consultant |
| 39 | 31 st May | 10.30 – 3 PM | Validation Workshop |

Annexure 7: List of Documents Reviewed

1. BILS. 2020. Migrants Workers Empowerment Project Annual Report
2. Blanchet, Thérèse and Hannan Biswas, 2021. Migration and gender in Bangladesh: An irregular landscape. Dhaka: Work in Freedom Programme, ILO.
3. Hoque, Ridwanul, 2016. *A Situation of Bonded Labour*. Article in D+C Development and Cooperation, 3/4/2016.
4. Jahan, F and Charu, I S. 2017. Application of Migration Policy for Decent Work for Migrant Workers ILO. Evaluability Assessment
5. ILO. 2013. Draft Comprehensive System Review of the Bureau of Manpower, Employment and Training, and the Wage Earners' Welfare Fund Consolidated Report
6. ILO. 2017. Labour Migration Project Document
7. ILO. 2017. Meeting Minutes of the 1st Project Coordination Committee.
8. ILO. 2017. Meeting Minutes of the 2nd Project Coordination Committee.
9. ILO. 2017. Meeting Minutes of the 1st Project Steering Committee.
10. ILO. 2018. Development Cooperation Final Progress Report (FPR).
11. ILO. 2018. Meeting Minutes of the 3rd Project Coordination Committee.
12. ILO. 2019. Application of Migration Policy for Decent Work for Migrant Workers –Phase II. First progress report
13. ILO. 2019. Application of Migration Policy for Decent Work for Migrant Workers –Phase II. Second progress report
14. ILO.2019. Effective return and reintegration of migrant workers.
15. ILO. 2019. Independent Mid-Term Evaluation (MTE)
16. ILO. 2019. Meeting Minutes of the 4th Project Coordination Committee.
17. ILO. 2019. Meeting Minutes of the 3rd Project Steering Committee.
18. ILO. 2020. Application of Migration Policy for Decent Work for Migrant Workers- Phase II. Third Annual Progress Report
19. ILO. 2020. Meeting Minutes of the 5th Project Coordination Committee.
20. ILO. 2020. Meeting Minutes of the 4th Project Steering Committee.
21. ILO. 2021. Application of Migration Policy for Decent Work for Migrant Workers - Phase II. Fourth Annual Progress Report
22. ILO. 2021. Application of Migration Policy for Decent Work for Migrant Workers - Phase II. Fifth Annual Progress Report
23. ILO. 2021. Application of Migration Policy for Decent Work for Migrant Workers - Phase II. Sixth Annual Progress Report
24. ILO. 2021. Call for Expressions of Interest Independent Final Evaluation.
25. ILO. 2021. Inception Report on mobilizing trade unions and protection of returnee women migrant workers' rights
26. ILO. 2021. Meeting Minutes of the 6th Project Coordination Committee.
27. ILO. 2021. Meeting Minutes of the 7th Project Coordination Committee.
28. ILO. 2021. Meeting Minutes of the 5th Project Steering Committee.
29. ILO. 2021. Meeting Minutes of the 6th Project Steering Committee.

30. ILO. 2021. Project Log frame
31. ILO 2022. Decent Work Country Programme for Bangladesh, 2022-2026.
32. ILO. 2022. Forced Labour in the Context of Human Trafficking
33. ILO. 2021. Meeting Minutes of the 7th Project Steering Committee.
34. ILO. 2022. Meeting Minutes of the 8th Project Coordination Committee.
35. ILO. 2022. Mobilizing Trade Unions and Protection of Returnee Women Migrant Workers Rights Progress Sharing Meeting
36. ILO. 2022. Report on Annual Planning Workshop
37. International Migration Review Forum. 2022. Mapping of Implementation Progress of Global Compact for Safe, Orderly and Regular Migration (GCM) in Bangladesh.
38. MJF. 2019. Migrants Workers Empowerment Project Annual Report.
39. MOEWE. 2016. Action Plan for the Implementation of Expatriates' Welfare and Overseas Employment Policy 2016
40. MOEWE, ILO. 2019. Workshop Report Stakeholder Consultation on Skills and Migration
41. MOEWE. 2020. Eighth Five Year Plan (July2020-June2025)
42. MOEWE. 2022 Draft Eighth Five Year Plan Action Plan for Paradigm Shift Agenda
43. Rashid, S R and Ashraf A. 2021. External Collaborator Consultancy for Baselines Indicators and Monitoring for Output, Outcome, and Impact Indicators. ILO
44. RMMRU. 2022. Draft Report Collection of End of Project Target Data for Impact and Outcome Indicators of ILO Migration Project
45. SANEM. 2019. Qualitative Study for Evaluation of Application of Migration Policy for Decent Work for Migrant Workers
46. Wickramasekara P, Ruhunage LK. 2018. Assessment guide for bilateral agreements and memoranda of understanding on labour migration, with a special focus on Bangladesh. ILO
47. Wickramasekara P, Ruhunage LK. 2018. Core elements of a bilateral agreement or a memorandum of understanding on labour migration. ILO
48. Wickramasekara P, Ruhunage LK. 2018. Good practices and provisions in multilateral and bilateral labour agreements and memoranda of understanding. ILO

Annexure 8: Terms of reference of the Evaluation

Independent Final Evaluation

The Application of Migration Policy for Decent Work of Migrant Workers Phase II

| | |
|-----------------------------|--|
| Project location | Bangladesh |
| Application deadline | Sunday 5 December 2021 |
| Type of contract | External Collaboration Contract |
| Expected duration | 35 working days from March 2022 to June 2022 (Virtual Interviews with Stakeholders in Bangladesh (and Field mission by National Consultant take place in April 2022) |
| Post level | An International Evaluator (Home-based or based in Bangladesh) and a Bangladeshi national consultant |
| Languages required | Proficiency in written and spoken English |

The ILO is seeking expressions of interest for a team of consultants comprising an international consultant (home-based or based in Bangladesh) **and** a national consultant based in Bangladesh to conduct a final independent evaluation of the “Application of Migration Policy for Decent Work of Migrant Workers” funded by the Swiss Agency for Development and Cooperation (SDC).

Terms of Reference

Independent Final Evaluation and Cost Effectiveness Analysis of

The Application of Migration Policy for Decent Work of Migrant Workers Phase II

| | |
|---|---|
| Project Title | Application of Migration Policy for Decent Work of Migrant Workers |
| TC project code | BGD/18/03/CHE |
| Donor | Swiss Agency for Development and Cooperation (SDC) |
| Total approved budget | USD 7,525,528 |
| ILO Administrative unit | ILO Country Office for Bangladesh (CO-Dhaka) |
| ILO Technical Units | Labour Migration Branch (MIGRANT), Geneva |
| Type and scope of Evaluation | Independent Final Evaluation (concerning the period between 1 January 2016 - 31 December 2021 (with a No cost Extension until 31 July 2022) |
| Evaluation date and field work dates | 35 working days from March 2022 to June 2022 (Virtual Interviews with Stakeholders in Bangladesh (and Field mission by National Consultant (if necessary) take place in April 2022) |
| Project Duration | 1 April 2016 – 31 July 2022 (76 months) |
| Evaluation Manager | Ms. Rattanaporn Pongpattana, Monitoring and Evaluation Officer, ILO RO-Asia and the Pacific, Bangkok, Thailand. |
| TORs preparation date | August 2021 |

ABBREVIATIONS

| | |
|----------------|---|
| ACT/EMP | ILO Bureau of Employer Activities |
| ACTRAV | ILO Bureau of Workers' Activities |
| BAIRA | Bangladesh Association for International Recruitment Agents |
| BBS | Bangladesh Bureau of Statistics |
| BMET | Bureau of Manpower Employment and Training |
| BOESL | Bangladesh Overseas Employment and Services Limited |
| CO-Dhaka | ILO Country Office in Bangladesh |
| COOP | ILO Cooperative / cooperative enterprises |
| CTA | Chief Technical Adviser |
| DWCP | Decent Work Country Programme |
| DWT-South Asia | ILO Decent Work Team for South Asia |
| EM | Evaluation Manager |
| ERD | Economic Relations Division |
| EVAL | ILO Evaluation Unit |
| G2G | Government to government |
| GOB | Government of Bangladesh |
| IE | International evaluator |
| ILS | International Labour Standards |
| KAP | Knowledge, Attitude and Practices |
| MOEWOE | Ministry of Expatriates' Welfare and Overseas Employment |
| MTE | Independent Mid Term Evaluation |
| MIGRANT | Labour Migration Branch, ILO |
| MLF | ILO Multilateral Framework on Labour Migration |
| MOFA | Ministry of Foreign Affairs |
| MOU | Memorandum of Understanding |
| NCCWE | National Coordination Committee for Workers Education |
| NE | National evaluator |
| PCC | Project Coordination Committee |
| PKB | Probashi Kalyan Bank |
| PSC | Project Steering Committee |
| RA | Recruitment Agent |
| RAIMS | Recruitment Agencies Information Management System |
| RMMRU | Refugee and Migratory Research Movements Unit |
| ROAP | ILO Regional Office for Asia and the Pacific |
| RPL | Recognition of prior learning |
| SDC | Swiss Agency for Development and Cooperation |
| TTC | Technical Training Centre |
| WEWB | Wage Earners' Welfare Board |

1. Introduction and Rationale for the Final Evaluation and Cost Effectiveness Analysis

This Terms of Reference (TORs) concerns a final independent evaluation of the Application of Migration Policy for Decent Work of Migrant Workers Phase II project that started on 1 January 2016 and will end on 31 July 2022.

The project calls for a final independent evaluation to be undertaken to promote accountability to ILO key stakeholders and the donor, and to enhance learning within the ILO and key stakeholders. The findings will generate recommendations, lessons learned and good practices, that will be used to improve the design and implementation of similar future projects/programs. The final evaluation will assess against OECD/DAC criteria including relevance, validity of design, coherence, effectiveness, efficiency, impact, sustainability, and social dialogue, Tripartism, Gender and non-discrimination and COVID 19. The final evaluation will also include a cost-effectiveness analysis (CEA) to determine the net economic benefit of the project.

2. Background of the Project

The “Application of Migration Policy for Decent Work of Migrant Workers” project is a five-year project funded by the Swiss Agency for Development and Cooperation (SDC) and is implemented by the ILO. The project continues from and builds on the achievements of, and lessons learnt from the previous ILO project entitled ‘Promoting Decent Work through improved migration Policy and its Application in Bangladesh’, which from 2011 to 2015 supported Bangladesh to launch and accelerate development in three areas: policy frameworks; operational effectiveness; and social protection.

The five-year project will help the GOB to operationalize policy and legal measures developed with the assistance of the earlier ILO initiative, including, the Expatriates’ Welfare and Overseas Employment Policy 2016 and the Overseas Employment and Migrants Act 2013.

The initiative will help strengthen the institutions responsible for managing migration to deliver quality labour market information, occupational classification, pre-departure training accreditation, and welfare services abroad. It will also provide research and technical advisory support for strengthening labour negotiations for decent work as well as facilitate the engagement of stakeholders including workers and employers’ organizations in all processes.

Objectives and strategies of the project

The objective of the project is ‘men and women migrant workers will benefit from safe migration and decent work’ and contribute to the sustainable economic and social development of Bangladesh.

This development objective is achieved through the following two outcomes:

- Men and women migrant workers are better protected through improved policy.
- Public and private institutions contribute to safe migration and decent work for men and women migrants.
- These two outcomes address the overall framework for labour migration including the institutions of labour migration; and the individuals affected by labour migration, providing technical assistance and support for sustainable operations by the responsible parties.

- The project design includes gender equality, poverty and marginalization, and conflict sensitivity as crosscutting themes. Gender equality is reflected throughout the project design and is also addressed in specific activities addressing women’s needs. The project has a dedicated Gender Focal Point and resources dedicated to outputs aimed at mainstreaming and women specific actions (7% of the project budget).

The table below provides major outputs and progress (as of May 2021) ¹:

¹ The information is derived from the internal M&E study report conducted in May 2021 by evaluator who was commissioned by the project.

| | |
|---|--|
| <p>1.1. The GOB and stakeholders have the capacity to adopt and implement 5 new frameworks</p> | <p>Eight new legal and policy documents have been adopted which include: The Wage Earners’ Welfare Board (WEWB) Act 2018 The Labour Migration Management Rules 2017 The Recruiting Agent Classification 2020 The Code of Conduct Rule 2019 Policy Guidelines for Mandatory Life and Disability Insurance for Migrant Workers adopted in 2019, and An improved complaints mechanism An ‘Action Plan’ for the ‘Expatriates’ Welfare and Overseas Employment Policy 2016’</p> |
| <p>1.2 Bangladeshi officials can apply international Labour Standards principles and good practices in labour migration in MOUs and Bilateral Agreements</p> | <p>Four major outputs of the project are: An online system of Monitoring the Performance of the Labour Attaché; Annual Reporting Template for Missions; Three reports on BLAs and MOUs, and Integration of ILS principles and good practices in MOU signed with Lebanon and UAE. Two batches of training on ‘negotiation and MOUs’ were conducted by ITC ILO for the government officials in 2018 and 2019 at ITC-Turin in Italy. One training on Negotiation Techniques, Standard structure of MOUs and BLAs for relevant government officials.</p> |
| <p>2.1 GoB and stakeholders can develop and apply an integrated migrant workers information and management system (MWIMS) & implement a labour market information system (LMIS)</p> | <p>MIWMS developed by A2i¹¹ (consultant firm under the project) but yet to be launched. A total 4 background research on ‘data gaps and needs’, ‘data comparability’, ‘surveys on LMIS and MWIMS’ and ‘conceptual software architecture of MWIMS and LMIS’ were completed and printed. LMIS developed yet to be integrated into MWIMS. Work in progress for the inclusion of migration module in the Quarterly Labour Force Survey.</p> |
| <p>2.2 The government and employment service providers can improve the scope and quality of services for migrants in Bangladesh and in destination countries through evaluation of those services already</p> | <p>The Recruitment Agent’s Information Management System (RAIMS) launched but population of data yet to be completed. The survey on ‘Cost of Migration’ completed and disseminated. The ‘Call Centre’ in Jeddah (KSA) is fully operational. RAs trained on fair and ethical recruitment. A framework developed for the RAs on demands of skills. One docudrama based on fair recruitment has been produced.</p> |

| | |
|--|--|
| <p>established and creation of new services</p> | <p>Trade Unions are providing support to women returnees affected by COVID-19.</p> |
| <p>2.3 The Government and stakeholders can deliver skills training, assessment, and recognition relevant to labour migration</p> | <p>MOEWOE, BMET BOESL and TTCs capacity increased through ISO certification, curricula development on new skills, production of learning materials and RPL and assessment trainings. Additional occupations for women identified. Language training module developed, and TOTs have been conducted. Assessment and development of PDOT modules for women done and TOTs imparted. A total number of 8 manuals of BMET’s trade courses were upgraded with the Bangladesh Technical Education Board (BTEB) certification along with National Technical and Vocational Qualifications Framework (NTVQF). A new PDOT module developed for all migrants in consultation with stakeholders and being updated with COVID- related materials. The project initiated the activities for Strengthening capacity of trade unions and workers' representative to conduct awareness campaign for Women migrant workers</p> |
| <p>Output 2.4: The government and Recruitment Agents improve the quality of their client services for migrant workers.</p> | <p>A training module developed for Strengthening labour attaché services. Labour Attaché and MOEWOE officials trained and sensitized. The research documents on MOU and BLA and negotiation were distributed among labour attachés. Recruitment agencies trained for improving migration services.</p> |
| <p>Output 2.5: The GOB and other stakeholders minimize the effect of COVID 19 on migrant workers.</p> | <p>A post pandemic strategy paper on labour migration was developed to identify short-, medium- and long-term interventions to recover from COVID 19 A Need assessment survey was conducted for the returnee migrant workers during COVID 19 pandemic period. WEWB is providing social protection to COVID-19 returnees through mandatory insurance scheme Up-skilling and RPL of returned migrants is being done. The potential occupational demands of new post-COVID markets are being reviewed. An online skills training and job placement service for returnee migrants piloted.</p> |

3. Links to International and National Development Priorities and Outcomes

The project assists Bangladesh’s efforts to meet the Sustainable Development Goals (2016-2030), most specifically to Goal 8 (8.8 Protect labour rights and promote safe and secure working environment for all workers

including migrant workers in particular women migrants) and 10 (Facilitate orderly, safe, regular, and responsible migration and mobility of people, Target 10.7).

The project links to ILO Programme & Budget (P&B) 2016-17, 2018-2020 and 2021-2022³ Decent Work Country Programme (DWCP), and Country Programme Outcome (CPO)⁴. The project aligns with

The project links to Outcome 9 of the P&B 2016-17 and 2018-2020: Promoting fair and effective labour migration policies: “Labour migration governance is strengthened to ensure decent work for migrant workers, meet labour market needs and foster inclusive economic growth and development.” It links with the P&B 2021-22’s Output 7.5. Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions, and services to protect migrant workers.

The project supports CP Priority 1: Generating productive employment with improved sustainable enterprises and skills development (CP 1(2(3))) and CP Priority 3: Extending social protection to the workers and their families, including migrant workers (CP 3 (7(10)), (9(12))).

the Vision 2021’s Goal Three for Bangladesh, “To become a poverty-free middle-income country”, with specific objectives for building a skilled workforce (3.9) and to garner higher foreign exchange earnings from the export of skilled and semi-skilled labour (3.10). The project also addresses labour migration related priorities of the Perspective Plan of Bangladesh 2010-2021, the National Sustainable Development Strategy of Bangladesh (2010-2021) and the Seventh Five Year Plan (SFYP, 2015-2020) that recognizes international migration as an important strategy for poverty reduction and the development of Bangladesh.

4. Project Management Team Set-up

Institutional Framework

The project is steered by a National Project Steering Committee (PSC) that meet annually. The PSC is responsible for providing overall policy direction during implementation to achieve the agreed outcomes and outputs of the project. PSC members include SDC, representatives from key government Ministries and organizations; employer and worker organizations, Recruiting Agent organization, and organizations representing migrant workers and their families.

Project Coordination Committee (PCC) was established and met quarterly. It comprised of standing members (MOEWOE, BMET, WEWB, and ILO) and implementing partners for the duration of their work with the project. The PCC is led by the Director General of BMET and is responsible for facilitating efficiency and effectiveness of the project through coordination of operations and the fulfilment of commitments made in the annual workplan. The PCC is accountable to the PSC.

Management Arrangements

The project is delivered by the ILO Project Management Team (ILO-PMT), based at the Ministry of Expatriate’s Welfare and Overseas Employment, in the Probashi Kalyan Bhaban, the ministry premises. The ILO-PMT consists of:

The Chief Technical Advisor (CTA) who reports to the Director of the CO-Dhaka.

Three national Project Officers. (One also serves as Gender Focal Point, ensuring the project includes both gender mainstreaming and gender focused approaches, the other is responsible for M&E, statistical data and reporting including to the SDC and the government.)

Admin and Finance Officer; Project assistant; Driver (2)
Technical support and advisory services were provided from relevant ILO specialists in MIGRANT, ILOCOOP, ACTRAV and ACT/EMP in the region and in HQ.

5. Stakeholders and Target Groups

The project will have both institutional and individual beneficiaries. Among individuals, there will be direct and indirect beneficiaries:

The final project beneficiaries or the indirect beneficiaries of this project are migrant workers (including returnees), who will be able to access a wider range of services and information provided by public and private institutions in Bangladesh and overseas. It is estimated that policy and system changes would benefit approximately 631,000 migrant workers migrating annually, of whom 20-30% will be women. The policy and system changes are expected to also benefit the migrants returning home. In addition, strengthening the complaints mechanism will also benefit migrants and their family members. The adopted Wage Earners' Welfare Board Act 2018 promote the extension of service at the district level.

Direct beneficiaries comprising of the government, workers and employers' organizations, and other institutional stakeholders will receive services, interventions, and support directly from the project.

Key stakeholders include government officials in the Ministry of Expatriates' Welfare and Overseas Employment (MOEWOE), Ministry of Foreign Affairs (MOFA), Bangladesh Bureau of Statistics (BBS), Ministry of Planning, a2I project under the Prime Minister's Office, Labour Wings in the Bangladesh foreign missions, BMET, PKB and the Wage Earners' Welfare Board (WEWB), Recruitment Agents, civil society organizations; and the ILO's social partner⁵ organizations.

6. Purpose, Objective and Scope of the Evaluation

The main purpose of this final independent evaluation is to evaluate ILO overall performance in the implementation of the project and promote accountability to ILO key stakeholders, including the Government of Bangladesh and SDC, and to enhance learning within the ILO and key stakeholders.

The findings will be used to improve the design and implementation of future similar projects. Knowledge and information (including success, lessons learned, good practices, challenges etc.) obtained from this evaluation, will be used to help inform the design of similar future project/program. It will include a cost-effectiveness analysis (CEA) to determine the net economic benefit of the project. In looking at the above dimensions, the evaluation will take into consideration the project limitations and implementation conditions specially taking in account the COVID-19 situation and the influence these have had on the performance and achievements of the project.

The final independent evaluation has the following specific objectives:

1. Assess the extent to which the Project has achieved its stated objectives and expected outputs and results, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, and partnership arrangements
2. Assess the extent to which the recommendations of the MTE have been followed up/achieved
3. Identify unexpected positive and negative results of the project
4. Assess the efficiency and cost-effectiveness of project implementation, to date, using CEA
5. Assess project impact (including where the project's support has been most/least effective and why), including the extent to which GoB and social partners capacity has been strengthened, and the benefits of the project's contribution to labour migration and the broader sector
6. Assess strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of the immediate objectives and the delivery of the outputs.
7. Assess the project's contribution to COVID-19 response/recovery.
8. Assess impact of the project approaches and assess the extent to which the project outcomes will be sustainable
9. Identify lessons learned and provide concrete recommendations for the design of similar projects.

Evaluation recommendations should be developed taking the objectives into consideration.

Scope of the evaluation. The scope of the final evaluation is guided by the main objective and the specific objectives as outlined in the above section. The evaluation covers the period of implementation of the project from its start in April 2016 until the time of the final evaluation, covering key outputs and results (including unexpected results). The literature review should include review of phase 1 (2011-2015) documents like evaluation reports, lessons learnt, some relevant policy briefs and research/study reports.

5. Social partners are workers and the employers or their representative organizations that are engaged in 'social dialogue' (social dialogue is defined as all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers, and workers, on issues of common interest relating to economic and social policy).

As increasing gender equality is a theme throughout the project, the evaluation will evaluate the gender and women's advancement impact of the interventions. Focus should be made not only on highlighting women's achievements, but also on gender relations and on the impact of the intervention on gender equality. The evaluation will also integrate gender equality and disability as cross-cutting concerns throughout the methodology, the deliverables, and the final report of the evaluation. Considering the restrictions related to COVID-19, these cross-cutting concerns will be addressed as much as practically possible - in line with ILO EVAL's Guidance Note n° 4⁶ and SDC's gender in practice toolkit.⁷ Similarly, EVAL's Guidance Note n° 7 will be followed as much as practically possible to ensure stakeholder participation (web links to the Guidance Notes are provided in the Annexure). To the extent available, the evaluator should review secondary data and information disaggregated by sex, gender, and people living with a disability. It is important to assess the relevance and effectiveness of the Project's strategy related to gender equality and the inclusion of people living with a disability. All this information should be included in the Inception Report and (draft and final) Evaluation Report.

7. Clients and Users of the Evaluation

- ILO the project team and ILO Country Office for Bangladesh
- DWT –New Delhi (Migration, social protection, skills)
- Project Steering Committee
- Project Coordination Committee
- Government of Bangladesh
- Stakeholders (listed in Annex 3)
- SDC

8. Evaluation Criteria and Key Evaluation Questions

Evaluation criteria. Evaluation criteria to be applied relate to relevance, validity of design, coherence, effectiveness, efficiency and cost effectiveness, impact, sustainability, and Tripartism, Social Dialogue, gender equality and non-discrimination and COVID 19.

8.1. Suggested Key Evaluation Questions

Suggested key evaluation questions are listed below. Under some of the key questions, sub-questions have been suggested as well. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the IE and reflected in the Inception Report.

Relevance

1. Were the project objectives relevant in relation to priority needs of key stakeholders and to what extent was the project aligned to other initiatives e.g., government national strategies (7FYP, 8FYP) and priorities, other actions taking place by stakeholders?

Validity of design

2. Is the project strategy right to achieve the objective and outcomes? How well the project design addressed the major problem identified in the Theory of Change?

3. To what extent is the project realistic (in terms of expected outputs, outcome, and impact) given the proposed intervention logic, geographical location, time, and resources available and the social, economic, and political environment?

Coherence

4. To what extent and how successfully has the project leveraged resources with other interventions (i.e., IOM, UNWOMEN, and other national/international organizations working on migration in Bangladesh, other SDC investments, etc.) and through partnerships with other organizations (including coordination and partnership with

government agencies), to enhance the projects' effectiveness and maximize impact, if any? Are there any opportunities or recommendations for improved leveraging?

5. To what extent and how successfully has the project leveraged resources with other regional and global interventions (such as projects supported by the Global Programmes on Migration and Development of SDC) to enhance the projects' effectiveness and maximize impact?

6. To what extent and how successfully has the project leveraged on discussions of Regional Consultative Processes (such as the Colombo Process or Abu Dhabi Dialogue)?

Effectiveness

7. To what extent the interventions achieved, or are expected to achieve, its objectives, outcomes, and outputs, including any differential results across groups? Have the desired results (planned specific objectives) been achieved as per the indications of success agreed with the donor?

To what extent has the project contributed towards enhancing improved policies to better protect men and women migrant workers?

To what extent has the project contributed towards enhancing Public and private institutions to contribute to safe migration and decent work for men and women migrants (including skill development/upgradation and certification)?

Efficiency of Resource Use

8. The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way

How efficiently have resources (staff, time, expertise, budget, etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives and results?

To what extent are the recommendations of the MTE still relevant in the current context? To what extent have they been followed up and achieved?

To what extent has the project performance and results been effectively monitored?

Cost effectiveness analysis

9. Is the benefits of the project and its achieved outcomes are worth the cost generated?

Was/is the project a cost-effective means of achieving the results?

What is the net economic benefits of the project?

Impact

10. To what extent were the project initiatives institutionalized? What changes has the project brought to key stakeholders and beneficiaries?

To what extent has the programme contributed to strengthening the capacity of the Labour migration institutions (both public and private institutions)? To what extent have the policies been developed and implemented which contributed to men and women migrant workers better protected? What remain to be done/done more (e.g., in term of institutional capacity and other aspects), before the project objective (i.e., full implementation of its policies and its progressive new Overseas Employment and Migration Act) could be achieved?

To what extent are women and men migrant workers, including people with disabilities, in Bangladesh deriving social and economic benefits from the improved services? Are there any differential results (both intended and unintended) across groups?

11. What are the benefits of the project's contribution to lasting impact on labour migration and the broader sector?

Sustainability

12. To what extent were the project initiative sustainable? Are the results that came about from this project likely to continue after the close out of the project? To what extent are the project results likely to be sustained in the long-term?

a) How strong is the commitment of the GoB and other stakeholders to sustain the results of project support and continuing initiatives supported under the project? How has the project enhanced and contributed to the development of national capacity to ensure suitability of efforts and benefits?

Tripartism, Social Dialogue, Gender Equality and Non-discrimination

13. To what extent has the Project contributed to improve gender equality, women's advancement and disability inclusiveness and opportunities/gaps? How can the project promote gender equality, women's advancement, and disability inclusiveness more effectively?

14. To what extent do the governance arrangements of the Project provide for quality tripartite dialogue on the Project's priorities? How could the engagement of Employers' Organizations and Workers' organizations be further strengthened?

COVID 19 and other Challenges and Risks

15. To what extent has the project adapted to the evolving situation that came because of the COVID-19 pandemic? To what extent has the project contributed to COVID-19 response/recovery? Are there any opportunities to address any sector-wide challenges that have affected project progress through a more integrated approach e.g., with other stakeholders, beyond labour migration?

Good practice and Lesson Learned

What are the major factors influencing the achievement or non-achievement of the intended results?

9. Evaluation Methodology

The independent final evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as Evaluation Quality Standards. This is an independent evaluation, and the final methodology and evaluation questions will be determined by the evaluator, in consultation with the Evaluation Manager.

The evaluation will apply an appropriate methodology to gather data and information to offer diverse perspective to the evaluation and to promote as much engagement of key stakeholders of the project at all levels as possible during the design, field work, validation, and reporting stages. To collect the data for analysis, the evaluation will make use of the techniques listed below (but not limit to). As much as practically possible, the data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

Desk review. It will include a review of available documentation (including PRODOC, project budget, log frame, progress reports, previous monitoring and evaluation reports, baseline study⁸ and end line study⁹, interim reports, relevant strategy and background paper, evaluability assessment report, Mid Term Evaluation, technical reports, impact study reports, procedural manuals, activity documents, communications, documents related to project outputs, such as visibility material, outreach campaign material, publications, research, and publications, etc.). It will also include a review of phase 1 (2011-2015) documents like final evaluation report, lessons learnt, some relevant policy briefs and research/study reports.

Key informant interviews. Virtual meetings will be conducted by the IE, with support from a NE, with ILO project staff, ILO Specialists, Donor, key stakeholders at the national and district level, and development partners (as much as possible), as listed in Annex 3.

Field In-depth interviews: The Evaluation team is expected to meet project beneficiaries' men and women including people with disabilities to undertake more in-depth reviews on the project work and results. The evaluator must indicate the criteria selection for individuals to interview.

The evaluation approach and methodology should be determined by the Evaluator in consultation with the Evaluation Manager based on what is appropriate and feasible to meet the evaluation purpose, objectives, and answers to evaluation questions. Selection of the field visit's locations should be based on criteria to be defined by the evaluation team, and to be approved by the Evaluation Manager. This should also be in consultation with the ILO project Team on feasibility in terms of proximity/time ground condition factors.

At the end of the field work the evaluation team will present preliminary findings to the "limited" Project key stakeholders in a debriefing and a workshop to discuss validate and refine the findings and fill information gaps. The home-based IE, the evaluation manager, and some project stakeholders will be connected online.

10. Main Deliverables

All the deliverables to be produced and presented by the evaluator need to be in the English language.

These are:

- a) An Inception Report – submitted by IE at the end of the inception phase, will:
 - Describe the conceptual framework that will be used to undertake the evaluation

- Elaborate the methodology proposed in the TOR with adjustments and precisions as required
 - Set out the evaluation matrix to indicate how information and data for addressing each evaluation question and project's performance indicators will be gathered. This must include data sources, (emphasizing triangulation as much as possible) data collection methods, and sampling
1. A comprehensive Baseline study was undertaken, including a survey of 2,500 migrant workers (of which 750 women) spread over the country.
 - The project is conducting a KAP end line study. The results of the endline study will be available for the evaluation team of the final project evaluation.
 - Set out CEA process, methodology, tools, and plan for conducting Cost Effectiveness Analysis (CEA)
 - Where it is agreed by the IE, EM, and the project team to conduct field visits, selection criteria for locations to be visited at national and sub-national levels and criteria for beneficiaries to be interviewed, as well as strategies for engaging with women and persons living with disabilities as well as data quality assurance and quality control plan.
 - Detail the work plan for the evaluation, indicating the phases in the evaluation, their key deliverables, and milestones
 - Set out the list of key stakeholders to be interviewed and the guides (data collection tools) to be used for interviews, observation, focal groups, and other techniques that may be applied
 2. Before proceeding with the fieldwork, the Evaluation Manager should approve the Inception Report in consultation with the project team.
 - a) A Debriefing meeting to present preliminary findings at the end of the virtual data collection phase. The evaluator will organize a meeting with the project CTA, project team and ILO specialists, to discuss the preliminary findings of the evaluation after data collection is completed and an initial analysis has been done.
 - b) Present key evaluation findings to the Project Stakeholders (including SDC and other national and development partners), at the Final Evaluation Meeting tentatively scheduled at the end of the field data collection phase (precise date to be determined). A PowerPoint presentation should be prepared for the presentation.
 - c) First draft of the Evaluation Report (see outline below). The report will be reviewed by the evaluation manager to ensure the quality of the report. After that, it will be shared with all relevant stakeholders for two weeks for comments. The comments will be provided to the evaluator to enable him/her to produce a final version that integrates the comments.
 - d) Final version of the Evaluation Report, incorporating comments received (or a specific justification for not integrating comments). The report should be no longer than 50 pages excluding annexes. The quality of the report will be assessed against the EVAL checklist, see Annex 6.
 - e) The report should also include a section on output and outcome level results against indicators and targets as well as comments on each one. The final version is subjected to final approval by EVAL (after initial approval by the Evaluation manager/Regional evaluation officer)
 - f) Executive summary and Lessons Learned and Good Practices in the ILO EVAL template

The draft and final versions of the Evaluation Report in English (maximum 50 pages plus annexes) will be developed, following the following structure:

1. Cover page with key project data (project title, project number, donor, project start and completion dates, budget, technical area, managing ILO unit, geographical coverage); and evaluation data (type of evaluation, managing ILO unit, start and completion dates of the evaluation mission, name(s) of evaluator(s), date of submission of evaluation report).
2. Table of contents
3. Acronyms
4. Executive Summary
5. Background of the Project and its intervention logic
6. Purpose, scope, and clients of the evaluation
7. Methodology and limitations
8. Review of Project results
9. Presentation of findings (by evaluation criteria)
10. Conclusions and recommendations (including to whom they are addressed, resources required to implement the recommendations, and their priority and timing)
11. Lessons learnt and potential good practices
12. Annexes (TOR, indicator table with the status achieved to date of Project indicators/targets and a brief comment per indicator, Cost effectiveness Analysis (full report and excel), a list of people interviewed, schedule of the field work, list of documents reviewed, lessons and good practices as per ILO template – one lesson learnt or good practice per template, other relevant information).

Ownership of data from the evaluation rests jointly with the ILO and the evaluator. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

11. Management Arrangements and Work Plan

The Evaluation Manager, who has not had prior involvement in the Project, will manage this final evaluation. The Evaluators reports to the Evaluation Manager.

The Evaluation Manager is responsible for completing the following specific tasks:

- Draft and finalize the evaluation TORs with inputs from key stakeholders (draft TORs to be circulated for comments)
- Develop the Call for Expression of Interest and the selection of the IE, in coordination with the Regional Monitoring and Evaluation Officer and EVAL
- Brief the Evaluator on ILO evaluation policies and procedures
- Initial coordination with the Project team on the development of the field mission schedule (if field mission is agreed between the IE and the EM) and the preliminary results workshop
- Approve the Inception Report

- Circulate the first draft of the Evaluation Report for comments by key stakeholders, including the Donor-SDC
- Ensure that the final version of the Evaluation Report addresses stakeholders' comments and meets ILO requirements (See Annex 1).
- Share the report with EVAL for final approval and uploading in the public e-discovery repository.

Evaluation team. The evaluation will be undertaken by one home-based IE, and a national consultant. The evaluation team will have the final responsibility for the evaluation report and ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. The evaluator will agree on the distribution of work and schedule for the evaluation and stakeholders to consult. It is expected that the report will be written in an evidence-based manner.

12. Required Qualifications of the International Evaluator (home based or based in Bangladesh)

- Advanced university Degree in law or economics with minimum 10-12 years of relevant experience in international project /program evaluations
- Have demonstrated experience conducting cost effectiveness analysis / economic analysis for evaluating project efficiency
- Hands-on experience with minimum 5-7 years of relevant experience in the design and implementation of labour migration governance programs/projects and skills development, and related capacity building and cross-cutting aspects
- Experience in using methodologies including system approach in evaluations, outcome harvesting, evaluating transformation, or blue marble evaluation.
- Relevant experience with Results Based Management
- Knowledge of ILO's roles and mandate and its tripartite structure as well as UN evaluation norms and its programming, and the evaluation requirement of SDC is desirable
- Proven ability to produce analytical reports and a good command of English
- Ability to bring gender-sensitive and disability-inclusive dimensions into the evaluation in the design, data collection, analysis and report writing of the evaluation
- Excellent analytical skills with the ability to analyze and interpret data from a range of sources
- Good understanding of the local context, in relation to rural development
- Be flexible and responsive to changes and demand
- Be client oriented and open to feedback
- Be able to work efficiently and effectively in situations with tight and demanding deadlines

QUALIFICATION OF NATIONAL EVALUATOR

- Bangladeshi National based in Bangladesh. Fluent in Bengali and English
- University Degree in economic/law with minimum 3 years of experience in project /program evaluations
- have demonstrated experience conducting cost effectiveness analysis / economic analysis
- Demonstrates knowledge and experience with the application of rights-based approach, an understanding of human rights and Labour migration governance in Bangladesh

- Extensive experience in applying, qualitative and quantitative research methodologies including participatory approaches
Knowledge of ILO’s roles and mandate and its tripartite structure as well as UN evaluation norms and its programming is desirable
- Proven ability to produce analytical reports in good command of English
- Excellent analytical skills with the ability to analyze and interpret data from a range of sources
- Be flexible and responsive to changes and demand
- Be client oriented and open to feedback

13. Administrative and logistic support

The project team in Bangladesh will provide all required administrative and logistical support to the evaluation team (including organizing virtual stakeholder workshop) and will assist in organizing a detailed evaluation mission agenda for the national consultant (if needed). The Project management will ensure that all relevant documentation will be made available in a timely manner to the Evaluators.

14. Roles of key stakeholders

All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TORs and to the draft final evaluation report. The main stakeholders that should be consulted as following:

- PSC members include SDC, representatives from key government Ministries and organizations; employer and worker organizations, BAIRA.
- Project team and ILO Country Office for Bangladesh; • Development partners (IOM and UNWOMEN).
- DWT New Delhi (Migration).

15. Evaluation Timetable and Schedule

The final evaluation will be conducted tentatively between March 2022 to June 2022.

| Task | Responsible person | Timeline |
|-------------------------------------|--------------------|--|
| ToRs Advertisement | EM | 5 November 2021- 5 December 2021 |
| Selection of evaluation team | EM, SDC, REO | 18-25 January 2022 |
| Contract signed | ROAP, CO-BGD, SDC | 16 February 2022 |
| Prepare and submit inception report | IE, SDC | 1-15 March 2022 interview with project team and ILO Specialist, and draft inception report; Submission of drafted inception report, by late March 2022 |
| Virtual Data collection | IE and NE | 1-15 April 2022 |
| Field data collection | NE | 16-30 April 2022 |

| | | |
|--|--------------------------|---|
| 2 Debriefing meetings (one with CTA and another with SDC) | IE & NE with CTA and SDC | 1 st - 2 nd week of May 2022 |
| Drafting of evaluation report and submitting draft evaluation report to the Evaluation Manager | Evaluator | 3 rd week of May 2022 |
| Presentation of key findings at the final evaluation meeting | Evaluator | 4 th week of May 2022 |
| Sharing the draft report to all concerned for comments | EM | 1 st - 2 nd week of June 2022 |
| Consolidated comments on the draft report, send to the evaluator | EM, SDC | 3 rd week of June 2022 |
| Finalization of the report | Evaluator, SDC | 4 th week of June 2022 |
| Review of the final report | EM | 4 th week of June |
| Submission of the final evaluation report | EM | 1 st - 2 nd week of July 2022 |
| Approval of the final evaluation report | EVAL | 3 rd week of July 2022 |

Proposed workdays (payable days) for the international evaluator and national evaluator

| Phase | Responsible Person | Tasks | # Days | |
|-------|--|---|--------|----|
| | | | IE | NE |
| I | Evaluator, (Project team, CO-BGD, SDC, DWT specialist, ILO Regional Office for Asia and the Pacific (ROAP) M&E will provide comments/feedbacks on inception report and tool) | Desk Review of Project related documents Finalization of the evaluation plan and methodology and evaluation tools briefing with the evaluation manager submission of draft inception report and revise inception report | 5 | 5 |
| II | Evaluator | In-country consultations with project staff Field visits by National Evaluator Interviews with Project staff, partners beneficiaries Field visit and interviews with Project staff, partners beneficiaries Stakeholders workshop (debriefing) for sharing findings Presentation of key finding at the evaluation final meeting | 15 | 15 |
| III | Evaluator | - Draft report based on consultations from virtual interview, desk review and the stakeholders' validation workshop | 8 | 8 |

| | | | | |
|-------|--------------------|--|-----|-----|
| V | Evaluation Manager | - Quality check and initial review by Evaluation Manager - Circulate revised draft report to stakeholders - Consolidate comments of stakeholders and send to team leader | 0 | 0 |
| VI | Evaluator | - Finalize the report including explanations on why comments were not included | 2 | 2 |
| TOTAL | | | 30* | 30* |

* These are the maximum working days for IE and NE. The proposed number of working days for each task can be re-adjusted.

16. Resources

Funding for the evaluation will be provided by the project. Estimated resource requirements cover:

- Evaluator(s): professional fee
- Local transportation in the country (if it is agreed by the IE, EM, and project team to conduct field visits)
- Stakeholders' workshop
- Communication cost (actual)
- Interpreting and translation service cost (if needed)

Legal and ethical matters

The evaluation will comply with UN Norms and Standards. The evaluator will abide by the EVAL's Code of Conduct for carrying out the evaluations. UN Evaluation Group (UNEG) ethical guidelines will be followed. The evaluator should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

Evaluators should have personal and professional integrity and abide by the UNEG Ethical Guidelines for evaluation and the Code of Conduct for Evaluation in the UN system to ensure that the rights of individuals involved in an evaluation are respected. Evaluators must act with cultural sensitivity and pay particular attention to protocols, codes and recommendations that may be relevant to their interactions with women. Evaluators will be expected to sign the respective ILO Code of Conduct to show that they have read and understood the UNEG Code of Conduct for Evaluation in the UN System process.

Ownership of data from the evaluation rests jointly with the ILO and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. The use of data for publication and other presentations can only be made with written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

ANNEX 1: RELEVANT POLICIES AND GUIDELINES

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 3rd ed. http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm

Code of conduct form (To be signed by the evaluators)

http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm

Checklist No. 3: Writing the inception report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm

Checklist 5: preparing the evaluation report

http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm

Checklist 6: rating the quality of evaluation report

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

Template for lessons learnt and Emerging Good Practices

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

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

Guidance note 7: Stakeholders participation in the ILO evaluation

https://www.ilo.org/global/docs/WCMS_165982/lang--en/index.htm

Guidance note 4: Integrating gender equality in the monitoring and evaluation of programmes

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

Template for evaluation title page

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

Template for evaluation summary

<http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

UNEG Ethical Guidelines for Evaluation

<http://www.unevaluation.org/document/download/548>

Protocol on collecting evaluative evidence on the ILO's COVID-19 response measures through project and programme evaluations, effective on 9 Oct 2020 https://www.ilo.org/eval/WCMS_757541/lang--en/index.htm

Guidance Note 3.2: Adapting evaluation methods to the ILO's normative and tripartite mandate

https://www.ilo.org/wcmsp5/groups/public/---ed_mas/--eval/documents/publication/wcms_721381.pdf

ANNEX 2: LIST OF STAKEHOLDERS (including but not limited to)

GOVERNMENT AGENCIES

National level

Bangladesh Bureau of Statistics

MOEWOE's Bureau of Manpower Employment and Training
District Employment and Manpower Offices
Ministry of Expatriates' Welfare and Overseas Employment
Ministry of Foreign Affairs
Ministry of Home Affairs
Ministry of Labour and Employment
Ministry of Planning
Wage Earners' Welfare Board
National Skills Development Authority
Economic Relations Division (ERD)
Technical Training Centre
Bangladesh Overseas Employment and Services Limited

Employer / workers organizations or associations

NCCWE
Bangladesh Association for International Recruitment Agents (BAIRA)
Bangladesh Employers Federation
Recruitment Agents

Development partners

IOM
UNWOMEN
Swiss Agency for Development and Cooperation
Non-Government Organizations (NGOs) including women's organizations
European

Union

ILO

Regional Labour Migration Specialist in DWT CO New Delhi
Country Director and Programme Officers
DFID funded Work in Freedom (WiF) project, EU-funded Skills21, the GAC-funded B-SEP, GOALS project^[2]

District level

Migrant Returnees (men and women)

Family members of migrants

District Employment and Manpower Officials

Destination countries

Labour Attachés (5 destination countries, including Saudi Arabia, KSA, Abu Dhabi, Malaysia, Mauritius, Singapore)

^[1] A2i is a government owned unit which has a mandate of digitization in the public sector.

^[2] https://www.ilo.org/newdelhi/whatwedo/projects/WCMS_762667/lang--en/index.htm