



# Evaluation Summary



International  
Labour  
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## Improving the governance and protection mechanisms for labour migration in the Middle East (MAGNET) & Regional Advocacy Strategy on ILO's Domestic Workers Convention in the Arab States (C189)

### Quick Facts

**Countries:** Bahrain, Oman, Saudi Arabia, Lebanon, Jordan, Yemen

**Final Evaluation:** February-April 2015

**Mode of Evaluation:** Independent

**ILO Office:** DWT/ROAS-Beirut

**ILO Technical Backstopping Office:** MIGRANT

**Evaluation Manager:** Nathalie Bavitch

**Evaluation Consultant:** Pierre Mahy

**Project End:** 15 May 2015

**Project Code:** RAB/12/05/SDC & RAB/12/01/SDC

**Donor & Project Budget:** SDC (US\$ 3,000,000)

**Keywords:** Migration, Domestic Work

### Background & Context

#### Summary of the project purpose, logic and structure

With the overall objective to ensure decent work opportunities for men and women migrant workers in order to allow them to contribute to the development of their respective countries of origin and destination, the MAGNET project has 3 major outcomes:

*Outcome 1:* enhanced information and mechanisms available for the formulation of labour migration policy (**Policy Reform on Labour Migration**)

*Outcome 2:* better protection and services are extended to migrant workers through the increased capacity of trade unions, civil society organisations and the media (**Strengthened Service Delivery**)

*Outcome 3:* Governments develop effective mechanisms to respond effectively to cases of forced labour and trafficking (**Capacity Building of Government Stakeholders**).

The C189 project developed in conjunction with MAGNET acts as its main advocacy vehicle on the critical issue of rights and protection for domestic workers; it has one main outcome:

The Governments and the social partners acquire the capacity to formulate and implement reforms which are in line with the provisions of ILO Convention 189 and its accompanying recommendation No.201

#### Present Situation of the Project

To facilitate operations, both projects have been integrated and are managed by a single implementation unit. The project is coming to an end in May 2015 but it likely to be extended (no-cost extension) until July 2015 to allow several activities to be finalized.

#### Purpose, scope and clients of the evaluation

The scope of the final evaluation is from the project start (December 2012) until the time of this evaluation and covers all countries in which the project is implementing activities.

The evaluation examines the efficiency, effectiveness, relevance, potential impact and sustainability of the project. The evaluation assesses whether the project has achieved its stated objectives, produced the desired outputs, and the extent to which it realized the proposed outcomes. This evaluation also identifies strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations for SDC's and ILO's considerations in the design of a second phase of MAGNET.

### **Methodology of evaluation**

The evaluation has been conducted from February to March 2015 and comprised field visits to Lebanon, Jordan and Kuwait, multiple phone interviews with key informants as well as inputs from the consultant's base to undertake desk research and prepare this Final report.

The work plan for the evaluation comprised:

- Review of relevant documentation
- Interviews with ILO programme management, coordinators and technical experts, project partners, beneficiary organizations, consultants, relevant authorities and other key informants. Consultations took place in the form of physical meetings and, where this was not feasible, by phone communication.
- Debriefing/validation meeting with ILO, the donors (SDC) and stakeholders to present the findings of the evaluation and solicit feedback, additional information and clarifications.
- Preparation of a draft report, finalization of the report based on comments from ILO.

## **Main Findings & Conclusions**

### ***Relevance & Design***

The project fully aligns with the existing Decent Work Country Programmes (DWCP), contributes to regional outcomes on enhanced capacity of Governments and social partners to address labour trafficking, and on the increased capacity of Ministries of Labour to develop

policies for labour migration. It links to several Outcomes of the Strategic Framework and to the ILO Global Programme and Budget (P&B) 2010-2011 and 2012-2013, in particular outcomes 7 (Labour migration) and 18 (International labour standards), but also 10 (workers' representation) and 15 (elimination of forced labour). It also aligns with the Protection domain of SDC's Cooperation Strategy which targets vulnerable migrants.

A gender responsive approach was included in the project design.

Under Outcome 1 (Policy level) the correlation between producing information in establishing a research network, producing research studies, setting up a database and producing statistical data is clear, and the assumption that these instruments could possibly lead to the development of recommendations for a better labour migration policy was coherent. The mechanism through which this would happen however was not clearly explained.

Under Outcome 2 (Strengthened Service Delivery) the approach with trade unions and civil society was coherent, but undefined with regard to civil society.

Outcome 3 (Trafficking/Capacity building) mainly defined during the Inception phase and Outcome 4 (Domestic workers) were presented in a logical and coherent way.

Overall, the structure of the project is well-balanced in its design, but lacks precision in defining linkages between the different outcomes. A Monitoring & Evaluation Framework is also missing in the design.

### ***Effectiveness***

At policy level (Outcome 1) the network of researchers has been established with practitioners from the region and from Europe, but does not include any representative from the sending countries (South/South-East Asia and/or Africa). Research studies have been prepared (mainly by external consultants) without linkages to a clear vision and/or strategy on how the resources of the network could be best used to reach out to policy makers. Regional events have given the opportunity to selected network members to

share their knowledge with other stakeholders, but the potential offered by the network has not been utilized at its best. The database developed on the basis of the existing ASEAN database is an important output and adds to the knowledge base on labour migration.

The major contribution of the project to Outcome 1 is that multiple interactions with government officials have made it possible for the ILO to engage more intensively with governments on specific programmes, in particular in Kuwait and in the UAE.

With regard to reaching out to trade unions (Outcome 2), the major development is the inter-regional meeting of trade union representatives from South Asia and the Middle East (Kathmandu – September 2013) initiated by ACTRAV Geneva, which resulted in an Action Plan aiming at developing collective joint efforts and initiatives between the trade unions of the two regions. The project has also carried forward the momentum created by the establishment of the Migrant Domestic Workers Union in Lebanon.

Work with Civil Society has mainly focused on funding the activities of VIVERE in the UAE and developing activities with CARITAS in Lebanon (access to justice), Project 189 in Kuwait (employers' survey) and smaller initiatives in Jordan. The media module has resulted in having media professionals trained and in developing a working relationship with Al Jazeera Network which has given the ILO the opportunity to intervene on their programmes.

Outcome 3 has its major achievement in the adjustment of the anti-trafficking law in Yemen; activities under Outcome 4 have resulted in an improvement in the legal framework related to domestic migrant workers in Jordan. The ILO will furthermore release its Regional Strategy on Domestic Workers to which the project has provided a contribution.

Synergies have been developed with other projects in the region, but the cooperation with projects in sending countries (South & SE Asia) has been superficial. Irregular cooperation with ILO's technical departments in Beirut and in Geneva has also been noted.

### ***Efficiency & Management arrangements***

The project had to face a number of internal and external difficulties. External difficulties are mainly related to the context surrounding the inception of the project (ILO did not have a working relationship in all countries covered by the project), the under-representation of ILO in the region (concentration of all staff in Beirut) and the sensitiveness of certain governments to discuss issues which are part of ILO's mandate.

Internal difficulties have resulted from an inadequate allocation of resources, split responsibilities between the project office and headquarters, the lack of support staff in the project office, coordination problems between the project and other ILO departments and from the absence of a supervision mechanism.

### ***Impact and sustainability***

There is no system in place to measure the immediate or potential impact of the project. Many indicators defined in the LFM will be reached but how they impact on the development objective is not established.

The major innovative process of MAGNET has been to focus interactions with some governments on issues which are less sensitive than labour migration governance and migrant workers' rights. Approaching labour migration in the framework of labour markets and/or employment policies, combatting forced labour and trafficking and technical approaches on less delicate issues have allowed establishing better working relations with some governments. A second innovative initiative has been to undertake intensive work with the media, beyond the regular communication process of the ILO.

At Policy level (Outcome 1), the project has delivered interesting studies and papers, which have brought new ideas for policy considerations and enhanced the attention given to the protection of migrant workers.

The sustainability of these deliverables mainly lies in the developments which will follow the dissemination of research studies and papers, as

well as the follow-up given to the different meetings, workshops and events.

With regard to Outcome 2, the process initiated during the Kathmandu meeting will be carried forward with a follow-up meeting during which the Action Plan developed and agreed among trade unions will be reviewed. Outcome 3 has its major breakthrough in Yemen stalled due to political circumstances.

With regard to Outcome 4, the implementation of the new regulation on domestic workers in Jordan is now beyond the project's control; while officially published, the regulation will only come into application once Executive Decisions are produced.

## Recommendations & Lessons Learned

### Main recommendations and follow-up

#### *MAGNET (until the project ends)*

1. Undertake a full Impact analysis in order to better assess what the project will have achieved upon closure
2. Design MAGNET's Performance Measurement Framework and improve reporting (for the final report)
3. Enhance communication in promoting the achievements of the project
4. Identify areas in which governments can make progress and show commitment towards implementation / enforcement of policies and rules without ILO support

#### *Future interventions*

1. Define a clear strategy, precise objectives and priorities taking into consideration the political, economic and social environment, as well as ILO's strategic objectives
2. Priorities and target countries should be limited in numbers and align with ILO's strategic objectives in the region
3. Build on existing initiatives (Kathmandu meetings, Abu Dhabi dialogues, Fair Migration Agenda) considered by stakeholders to be important.
4. If the research network is maintained, develop a clear vision on how to use the available resources and know-how and extend the membership to representatives of sending countries in Asia and Africa

5. Engage intensively with trade unions and employers representative where possible in line with ILO's tripartite approach
6. Develop the cooperation with projects implemented in sending countries
7. Assess to what extent and how civil society can engage with the project to bring policy closer to the people
8. At operational level, considering human resources requirements of a further project, redefine the profiles of the implementation team in strengthening management capabilities, define adequate M&E procedures using existing ILO procedures & tools, establish a supervision body and mechanism to better monitor performance, budget allocations and planning
9. Allocate sufficient resources for Communication campaigns and define a clear strategy in the framework of ILO's Communication policy.

### Important lessons learned

1. The design and implementation of a project needs to be more comprehensive and needs clear linkages between components. This applies to the overall approach, to the definition of responsibilities, to the interaction between different parties involved, as well as to the allocation of resources.
2. The absence of an adequate monitoring and reporting system makes it difficult to assess progress and impact of a project.
3. The flexibility needs to be limited to ensure better coherence of all components and closer interaction with stakeholders.
4. Setting up a network of researchers requires a clear vision, a strategic plan to be developed and a consistent management to make the best use of its potential to reach out to target groups.
5. The successful implementation of an activity does not automatically result in a measurable impact; external factors linked to political changes and to changing priorities may delay achieving objectives, reason for which policy developments and resulting practical changes need to be considered in a long-term perspective.