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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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Abbreviations

ABC Nepal	Agroforestry, Basic Health and Cooperative Nepal, Nepal
AITUC	All India Trade Union Congress, India
ANTUC	All Nepal Trade Union Congress, Nepal
ANTUF	All Nepal Trade Union Federation, Nepal
BAIRA	Bangladesh Association of International Recruiting Agencies, Bangladesh
BKTTC	Bangladesh-Korea Technical Training Centre, Bangladesh
BMET	Bureau of Manpower, Employment and Training, Bangladesh
BOESL	Bangladesh Overseas Employment and Service Limited, Bangladesh
BOMSA	Bangladeshi Ovhibashi Mohila Sramik Association, Bangladesh
BRIDGE	<i>A Bridge</i> to Global Action on Forced Labour, ILO global project
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CIETT	International Confederation of Private Employment Agencies
CINI	Child in Need Institute, India
CSO	Civil Society Organization
CTA	Chief Technical Advisor
CWDS	Centre for Women's Development Studies, India
DCC	District Coordination Committee, Nepal
DAC	Development Assistance Committee
DFID	Department of International Development of the United Kingdom
DOFE	Department of Foreign Employment, Nepal
DWCPs	Decent Work Country Programmes
DWT	Decent Work Team (of the ILO)
DWU	Domestic Workers' Union, Lebanon
ERD	Economic Relations Division, Bangladesh
ESI	Employee State Insurance, India
EVAL	Evaluation Unit, ILO, Geneva
FAIR	Integrated Programme on Fair Recruitment, ILO project
FAIRWAY	The Regional Fair Migration Project in the Middle East, ILO project
FENASOL	National Federation of Employees' and Workers' Unions, Lebanon
FEPB	Foreign Employment Promotion Board, Nepal
FGD	Focus Group Discussion
FL	Forced Labour
G2B	Government to Business
GAATW	Global Alliance Against Traffic in Women, Thailand
GEFONT	General Federation of Nepalese Trade Unions, Nepal
GOB	Government of Bangladesh
IDPs	Internally Displaced Persons
IDWF	International Domestic Workers Federation
IHRB	Institute for Human Right and Business
ILO	International Labour Organization
ILS	International Labour Standards
INCIDIN	Integrated Community & Industrial Development Initiative, Bangladesh
INR	Indian Rupee
ITC	International Training Centre

IWSAW	Institute for Women's Studies in the Arab World, Lebanon
JASOD	Jatiya Samajtantrik Dal, Bangladesh
JGKU	Jharkhand Gharelu Kamgaar Union, India
KN	Karmojibi Nari, Bangladesh
LSHTM	London School of Hygiene and Tropical Medicine, UK
M&E	Monitoring and Evaluation
MCC	Migrant Community Centre
MDW	Migrant Domestic Workers
MEIC	Migrant Empowerment and Information Centre, KN, Bangladesh
MFA	Migrant Forum in Asia
MoEWOE	Ministry of Expatriates Welfare and Overseas Employment, Bangladesh
MoJ	Ministry of Justice, Jordan
MoL	Ministry of Labour
MoU	Memorandum of Understanding
MRC	Migrant Resource Centre
MWs	Migrant Workers
NAWO	National Alliance of Women, India
NC	National Coordinator
NCCWE	National Coordination Committee on Workers Education, Bangladesh
NDWN	National Domestic Workers' Movement, Nepal
NGO	Non-Governmental Organization
NPC	National Project Coordinator
NTUC	Nepal Trade Union Confederation, Nepal
OECD	Organization for Economic Co-operation and Development
OKUP	Ovibashi Karmi Unnayan Program, Bangladesh
OSH	Occupational Safety and Health
PAC	Project Advisory Committee, Bangladesh, India
PC	Programme Coordinator
PCC	Project Coordination Committee, Bangladesh
PFCs	Panchayat Facilitation Centres, India
PRAs	Private Recruitment Agencies
QIZ	Qualified Industrial Zone, Jordan
RCTs	Randomised Control Trials
ROAP	Regional Office of Asia Pacific of the ILO in Bangkok, Thailand
ROAS	Regional Office for the Arab States, Lebanon
SAARC	South Asian Association for Regional Cooperation
SDG	Sustainable Development Goals
SEWA	Self-Employed Women's Association, India
SHG	Self-Help Groups
SORAL	Syndicate of the Owners of Recruitment Agencies in Lebanon, Lebanon
TC	Technical Cooperation
ToC	Theory of Change
TOR	Terms of Reference
TOT	Training of Trainers
TPR	Technical Progress Report
TTC	Technical Training Centre, Bangladesh
UAE	United Arab Emirates

UN	United Nations
UNDAF	United Nations Development Assistance Framework
WIF	Work in Freedom Programme
WMWs	Women Migrant Workers
WOREC	Women's Rehabilitation Centre, Nepal

Executive summary

Project background

This report presents a final evaluation of the programme on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East (*Work in Freedom* – referred to hereafter as WIF or the programme). WIF is an inter-regional technical cooperation programme implemented by the International Labour Organization (ILO) with its partners and financed by the United Kingdom Department of International Development (DFID).

WIF's stated project goal is the reduced vulnerability to forced labour and trafficking of women and girls within and from South Asia into the Middle East. This is to be achieved by empowering women to make informed migration decisions and creating an environment for safe migration into decent work. WIF covers Bangladesh and Nepal as countries of origin, Jordan and Lebanon as countries of destination and India that has a high incidence of inter-state migration at origin as well as destination.

Evaluation methodology

The evaluation team comprised of six members, five national consultants, one covering each country and a lead consultant who oversaw the whole assignment. The evaluation was conducted from June to December 2018 and was based on a review of qualitative and quantitative data provided by ongoing project reports together with in-depth qualitative analysis undertaken by the evaluation team. The team conducted a total of 112 individual interviews, 50 focus group discussions, and two workshops covering a total of 130 stakeholders and 165 beneficiaries. Data was triangulated by checking information with different stakeholders and with the WIF programme team.

Findings

Relevance to context

The WIF programme is extremely relevant, given that it works within the two highly feminised sectors of domestic and garment work, which feature vulnerabilities arising from many factors, including the lack of a positive enabling environment for migrant workers in the destination countries. While most other human trafficking initiatives focus on sexual exploitation, WIF is relevant for taking a migration chain approach and considering labour rights violations inherent at all stages in the trafficking process.

WIF is directly relevant to the priorities of its two key stakeholders:

- WIF is one of DFID's main programmes that directly tackles forced labour and human trafficking and contributes to the UK's Modern Slavery Strategy and the Prime Minister's commitment to tackle modern slavery.
- WIF contributes to the ILO's strategic priorities. Under the ILO's Strategic Policy Framework (2010-2015), the elimination of forced labour, the elimination of child labour and the protection of migrant workers were identified as three of the nineteen global outcomes.
- WIF contributes to Decent Work and Country Programme (DWCP) outcomes NL828 (Nepal); IND152 (India); BGD303 (Bangladesh); and JOR103 (Jordan) respectively as well as the emerging DWCP in Lebanon.
- WIF has contributed to the objectives of the United Nations Development Assistance Framework (UNDAFs) to advance the work of SDG 8 on decent work and economic growth at both national and state levels.
- WIF's Chief Technical Advisor (CTA) is organically engaged with the Fundamental Principles and Rights at Work Branch (FUNDAMENTALS) team in Geneva, and with the Global Fund to End Modern Slavery (GFEMS) and keeps them updated with information and experiences

from the project. At the global level, the CTA and WIF partners have contributed to the final draft of the Global Compact for Migration.

WIF focused on some of the poorest and most discriminated workers and therefore is highly relevant in countries of origin because of the importance of the informal sector. The relevance of working in the Middle East is recognized in the Report for Ending Violence and Harassment in the World of Work, which mentions that migrant workers entering the Arab States under the kafala (sponsorship) system are particularly at risk of violence and harassment (ILO 2018).

Effectiveness

WIF has been very effective in several areas of its work:

- WIF's flagship activity at the community level, pre-decision training has been effective in empowering women to make decisions about migration. The strategy included informing women about the benefits, risks, laws, social and financial implications of migration and the need to minimise these costs. The critical issues drawn out by the research report of the London School of Hygiene and Tropical Medicine (LSHTM) partner Drishti, during the early years of the programme implementation in Bangladesh, have been overcome. Yet they highlight the need for continued oversight over the content of the training materials and capacity building of trainers.
- In the case women decided not to migrate and needed social protection or livelihoods support, the programme provided linkages and referrals to government support programmes. These were most effective in India and Nepal and less so in Bangladesh due to the relative lack of social protection, livelihoods promotion schemes and human resources.
- WIF conducted numerous national and regional workshops to strengthen gender, migrant and labour networks. Civil society participants developed the capacity to articulate the interconnected challenges of patriarchy, mobility, and work among migrating women of low-income households often of *dalit*¹, indigenous or minority origin, into a common policy advocacy discourse tailored to national contexts and focused on reducing vulnerability to forced labour.
- WIF has produced valid instruments to assess fair recruitment practices, which have been applied to assess recruitment strategies.² Yet, the lack of a sound legal framework and of monitoring of recruitment processes hinders the effectiveness of this strategy.
- In addition to reaching formal recruitment agencies' networks, engagement with sub-agents at origin is a positive step enabled by WIF's programme design, as it builds on the existing community-based social relations between sub-agents and the migrant workers to encourage accountability and facilitate support in times of difficulties faced abroad.
- At destination, the adoption of a hybrid flexible strategy involving traditional established or emerging unions and non-traditional actors e.g. non-government organizations (NGOs) and civil society organizations (CSOs) allowed WIF to explore different methods and learn lessons on how to reach out to and organize migrant domestic workers (MDWs). This ensured safe places for gathering, discussing, confronting and therefore shaping an otherwise absent common professional identity, which may be considered as a first step toward voice-building and self-representation.

Overall, WIF approaches have been effective in targeting and organizing women, enlisting government support in countries of origin, building the capacities of a large range of stakeholders not only in countries of operation, but also more regionally and globally. There remains ground to be covered in outreach to the most vulnerable workers in destination countries. WIF has developed several knowledge products and tools that are employed by partners. Finally, while WIF's inputs

¹ Members of socially excluded caste communities in Nepal and India.

² Bosc, Igor, 2016. *Operational parameters to assess fair recruitment practices*. ILO draft working paper. Delhi: Work in Freedom (WIF) Programme, ILO.

have had some policy impacts, e.g. overturning or prevention of migration bans, a significant impact on policy has not yet been made due to external factors such as a lack of political will to enable safe migration and prevention of human trafficking.

Validity of design

The first output about women's ability to make migration-related decisions assumed that when informed comprehensively about the implications of migration, with discussions on gender issues and confidence building, women can take control of the decision-making processes. The nuanced findings consider all the points of caution indicated by Drishti, the research partner of LSHTM in Bangladesh. At origin, WIF provided linkages for social protection and livelihoods to women who decided not to migrate.

The second output about promotion of a fair recruitment process targeted recruitment agencies and assumes that they will adopt practices based on international standards and will be governed by improved monitoring and enforcement. However, the assumption did not hold true because a) the Code of Conduct for fair recruitment was not a policy tool that could be enforced; b) the Syndicate of the Owners Recruitment Agencies in Lebanon's (SORAL) network could not effectively monitor the implementation among its members and; c) the informal recruiters could not be reached effectively in destination countries.

Output 3 relates to collectivization of Women Migrant Workers (WMWs) in domestic work and garment sectors and employers having greater knowledge of workers' rights. Strategies for collectivisation of workers at origin worked well in India, in Jharkhand and Odisha, although they were not WMWs, but village and urban slum dwellers.³ Nevertheless, at destination countries, collectivisation of the grievances was not tackled through direct and targeted strategies with the exception of labour day mobilizations due to the lack of right of association.⁴ At the institutional level, more intense and coordinated work with WIF's partners will serve MDWs well.

Output 4 aimed to enable policy makers to have improved knowledge to reform laws and policies to protect migrant worker rights through advocacy and technical inputs. WIF's migration-chain approach has correctly identified the link between fair recruitment practices along the migration pathway and decent work conditions at destination. A lesson learnt from WIF1, is that trafficking, and recruitment practices are not the prerogative of informal brokers, sub-agents and middle-men, but an embedded web of formal and informal actors. This area of work remains important as an entry point for influencing government capacities and mainstreaming WIF initiatives.

Output 5 aimed to improve analytical understanding of risks and vulnerabilities in the migration process, leading to improved intervention measures and evidence bases. WIF was able to pilot multiple initiatives and conduct research to generate new knowledge on migration by choice and prevention of human trafficking.

Donor flexibility was highlighted as a major strength of this programme design. However, institutional constraints continued to affect the interventions.

By focusing on domestic and garment work, sectors dominated by a female migrant workforce, WIF explores and addresses intersectional factors of vulnerability experienced by women migrants in the countries of origin and destination.

³ Details are given in the effectiveness section.

⁴ Collectivisation of the grievances was indirectly encouraged by providing common spaces and activities.

Taking a regional approach has enabled WIF to introduce innovations and pilot interventions along the migration chain. It has enabled connections with key stakeholders in countries of origin and destination to test methodologies for training programmes, organizations and collectives.

Locations were selected based on inputs from governments and NGOs. The criteria included high out-migration and poverty in case of origin countries. In destination countries, there is a case for extending outreach to rural and remote locations in both Jordan and Lebanon.

Overall, WIF's Theory of Change (TOC) has been largely validated, with some assumptions not proving true due to external conditions such as a lack of commitment from some stakeholders to the programme objectives, and the political economy of migration. These risks to assumptions were already envisaged in the TOC elaborated by the project, which notes that it would be important to work on policy advocacy, although "conditions are unlikely to be conducive to effective policy work focused on anti-trafficking."

The experiences of WIF highlighted four new assumptions that could be considered for inclusion: a) Guidance on the content of training and capacity building of trainers will enable women to gauge the risks at destination; b) The high costs of recruitment can impact the timely payment and amount of wages paid to migrant workers; c) Building capacities of ILO constituents and other relevant stakeholders in countries of origin will lead to better wage negotiations and improved wage levels for migrant workers from these countries; and d) Improved skill levels and the expansion of local employment opportunities in countries/states of origin.

Efficiency

The use of multiple partners enabled WIF to offer a combination of approaches to address particularly difficult issues. These included initiatives from the community level through to the policy level as well as institutional capacity building of several stakeholders locally, regionally and nationally.

WIF's capacity building activities have been very efficient according to feedback from stakeholders in all countries. WIF has produced and shared many knowledge products, involving regional and international organizations to develop and impart the trainings. WIF helped partners in countries of origin to understand the actual working conditions at destination and made them aware of the rules and regulations for safe migration, as well as connected them to relevant networks for migrant workers.

WIF's coordination capacity and the advantages experienced from sharing and learning were acknowledged by partners in all the countries. Efficiencies of resource use were also derived by responding to needs of partners, and providing partial support to their activities, thus leveraging their funds as well.

WIF has a detailed operational plan for monitoring and evaluation, supplemented by technical progress reports (TPRs) which allow for quantitative and qualitative monitoring. The M&E plan emphasizes building partners' capacity on M&E data, information collection and use. It provides tools and processes for improved programme implementation. The reporting system is effective as it highlights key constraints faced that then guide the activity planning for the next phase of work. The system does not, however, track alternate livelihood linkages, which would improve the prevention strategy significantly.

However, cost efficiency should not be achieved at the expense of the basic conditions of work for those delivering the project. WIF's implementing organizations reported issues related to personnel policies, especially the need for compliance with national labour laws, e.g. in relation to

maternity benefits for women employees. This may increase costs marginally but will be high value for money, as it will ensure decent work for WIF partners.

Value for money

WIF has been a cost-conscious project and would appear to have presented value for money on several levels. WIF has shared costs with the ILO's programmes, getting inputs from ILO technical specialists and contributions from government programmes in countries of implementation.

The partnerships include a variety of formats including close collaboration on programmes, different types of financial agreements, joint advocacy, etc., which allowed the WIF programme to leverage not only expertise but also the networks and financial resources of partners.⁵ Partners at origin and destination had expertise in gender, labour issues and safe migration, and could innovate on solutions.⁶

In the South Asian region, WIF has shared valuable learnings with migration projects in other South Asian countries. In the destination countries too, WIF is one of the main programmes contributing to knowledge and facilitating networking, creating value for other ILO projects and other WIF partners.

Impact orientation and sustainability

There are several examples of the government and other partners adapting tools and practices developed and adopted under WIF. Strong ownership of the WIF project by the implementing partners is evident.

WIF has built the capacities of implementing NGOs in both the sending and receiving countries. NGOs reported that they had gained conceptual clarity about women's empowerment, rights of women, workers and migrant workers. They learnt to focus and sharpen intervention strategies and make a clear road map for the organization. They acquired the ability to articulate workers' demands, and to strategize how to influence policy. They strengthened their linkages with the government and NGOs and gained recognition by state and non-state actors as knowledge holders in the field of women's empowerment and migration.

The government officials met in all the project countries acknowledged the work of ILO-WIF, and there were several instances of the State requesting ILO support for training and capacity building, holding workshops on specific issues to generate a common understanding and address policy issues.

WIF was able to evaluate already existing schemes of the government due to the good trust and collaboration enjoyed with partners. Through their advocacy efforts WIF and its partners have engaged with government bodies to draw attention to migration issues in terms of reviewing existing migrant workers' rights and improving the legal framework. Implementing partners' advocacy approach has enabled integration into broader migration policies and campaigns.

At the regional and global levels, WIF contributed lessons to the draft of the Convention on ending violence and harassment against women and men in the world of work.⁷ WIF offers significant documentation that can add value to the Colombo process, the Abu Dhabi dialogue, etc.

⁵ Examples include the organization of workshops by partners, e.g. The National Law School University in Bangalore, and Migration Forum Asia in Philippines, on issues relevant for WIF, for which the partners spent their own resources.

⁶ For details of partner contributions, please refer to Section 7.1.

⁷ For the full report, see https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_553577.pdf

Crosscutting issues

WIF has used the mechanisms of tripartite workshops, consultation and training programmes effectively to provide technical inputs to social partners about legal issues to build consensus on key issues. Overall, the ILO's tripartite approach, involving social dialogue was one of the key strengths of WIF's methodology. ILO-WIF created a space for stakeholders to meet and raise concerns and debate solutions. It should be noted however that this approach was compromised by the relatively low reach to recruiters and their associations, employers, lack of freedom of association in destination countries, and relative reluctance of governments in these countries to address some of the critical issues relating to rights and provision of decent work to migrants.

Conclusions

WIF is a unique and learning oriented programme that has piloted a rights-based approach for the prevention of trafficking of women migrant workers. WIF's success is largely due to its flexibility which permitted context-based interventions. Its wide range of partners with expertise in gender, migration, and labour issues has enabled it to contribute at the community, state, national, regional and global levels. Yet policies remain more protectionist rather than rights based at origin. At destination, political and economic factors deflect policy attention from women migrant workers. These include refugee inflows, rising unemployment, stagnant wages and the rising need for care work. Although the external environment poses constraints, or because it does so, policy influence remains a critical need. WIF, stationed within the ILO as a donor-supported technical project, offers a valuable opportunity to achieve significant results towards the achievement of its goal of the reduced incidence of trafficking of women migrant workers through their empowerment, and creating a positive enabling environment to achieve decent work.

Lessons learned and emerging good practices

Several lessons learned have emerged in the first five years of the implementation of WIF and are discussed in the main report. Some of the key lessons are summarised below:

- 1. The stigma of domestic work in countries of origin and countries of destination results in poor wages and working conditions.** The shame and stigma attached to domestic work impacts negatively on initiatives at both origin and destination. It is important to work towards raising the dignity of domestic work which in turn will contribute to changing the poor perceptions of the sector and its workers in all the project countries.
- 2. Collectivisation is easier to achieve in countries of origin.** Collective representation can be organized more easily in source countries than destination countries. As a result, it would be easier and beneficial for governments, in both source and destination countries, to set up systems for collaboration in source countries, whereby workers have membership of associations before they travel.
- 3. Organizing workers in countries of destination is challenging.** Organizing workers has not been possible in the destination countries of Jordan and Lebanon. In both countries, freedom of association is not granted to migrant workers. The lack of a legal framework under which migrant workers can organize poses difficulties for workers to come together and make representations to their employers or the government.
- 4. Transparent recruitment systems do not guarantee decent work (Bangladesh, Jordan).** A good practice set up during the WIF programme relates to the Government to Business (G2B) recruitment system whereby the government of Bangladesh facilitates recruitment of garment workers by a private company in Jordan. Workers who have arrived through fair recruitment processes may still land in work situations which have elements of forced labour. This calls for monitoring separately the two objectives of fair recruitment and decent work.

5. **Systematic data collection and sharing is essential for good governance and safety of migrants.** Comprehensive data on domestic migrant workers is difficult to find and is not systematically collected and monitored by any agency.

Good practices have emerged from the work of WIF through its first five years of implementation. All of these are discussed in detail within the main report but some of the key points are summarised below:

1. **Creation of a cadre of community workers: Bangladesh, India, Nepal.** The creation of a cadre of community workers, volunteers, peer educators – has been central to the WIF programme interventions. It is important to further strengthen community cadres like peer educators to ensure outreach and impact in the most vulnerable communities.
2. **Livelihoods support at origin as a strategy to prevent distress migration.** In most of the origin countries, implementing partners put a major thrust on improving livelihoods to address the vulnerabilities leading to (unsafe) migration. Adopting a livelihoods approach was not part of the initial design but its importance was realised early on and partners adapted the design to suit their contextual needs and included livelihoods as a strategy to address vulnerabilities.
3. **Empowerment of migrant workers at origin through skills training, soft skills development and pre and post placement support to WMWs.** The use of skills training providers (e.g. Gram Tarang) to provide pre and post placement support to women migrant workers, enabled not only negotiated good wages and working conditions, but also appointed a handholding team for workers in Tirupur and Bangalore.
4. **Creation of alternate platforms for communication.** An audio platform for connecting migrant workers, called Tarang Vani, was launched by Gram Tarang. This is a phone-based facility whereby workers can send and receive messages from their friends or family. Isolation of migrant workers is one of the key factors in their becoming vulnerable to exploitation.
5. **Engagement with local actors and local structures for sustainability.** In Nepal, WIF started working with the local governments which not only helped to ensure the sustainability of the intervention when WIF phases out but is also an important way of garnering additional support for the target group and influencing policy.
6. **Workers resource centres at destination.** The outreach to workers and the ability to organize and support them in many ways is enhanced by the opening of workers' resource centres at destination. Workers gathering in the centres can reshape sociability and share experiences and grievances. All these factors contribute to the structuring of a social and professional identity and constitute the base for the building of a common voice.
7. **Evaluation of relevant practices for replication and policy use.** WIF evaluated several existing practices introduced by stakeholders in the field for replication or policy use. In India, a case study was commissioned on the Mathadi board – a worker's collective of 34 boards that negotiates wages and working conditions for its workers. In Jordan, WIF evaluated a scheme for financial insurance of employers that is currently not operational. In Bangladesh, a fair recruitment practice introduced by Bangladesh Overseas Employment and Services Limited (BOESL) was evaluated. The evaluations bring out the potential for replication, the changes needed in the participatory processes for designing these interventions, and other drawbacks that could be addressed in the replication or scale up.

Recommendations

Recommendations are offered for ILO and DFID's consideration during WIF2 and other initiatives for the prevention of forced labour among migrant workers. WIF2 management may assess the feasibility and effectiveness of the additional interventions recommended, keeping in mind the context and collaboration possibilities with country, regional and global stakeholders.

Recommendations for WIF2 and donor

Priority: High; Resource implication: Low, Timeframe: Within the first two years of implementation of WIF2.

Intervention area: Information and awareness

- Provide technical support to the governments of origin, based on demand (e.g. Nepal) for further mainstreaming of and capacity building for pre-decision trainings.
- The WIF programme should consider including additional brief modules during training programmes where men are invited, either separately or along with women, to inform them, influence their attitudes and help them to prepare for women's migration.
- WIF should consider facilitating the piloting of post-arrival orientation training in one of the countries of destination. This could include information on rights, and institutions they can turn to should they face violation of their rights.

Intervention area: Fair recruitment and decent jobs at destination

- WIF2 should assess the feasibility of providing technical support for designing and piloting a health insurance scheme for migrant workers in Jordan; and facilitating the monitoring of the implementation of regulations and codes of conduct through forums that have representatives from among migrant women workers, ILO tripartite partners and other stakeholders.

Intervention area: Facilitating decent jobs at origin and destination

- Support for decent work opportunities in origin countries would help alleviate the drive for forced labour among migrant women workers. WIF should, along with ILO DWT teams, consider providing technical assistance for the creation of local employment opportunities in the origin countries and areas; assessing the feasibility of contributing lessons from WIF and conducting research that would inform discussions on regional coalitions for wage negotiations; and assessing the feasibility of engaging with regional programmes for facilitating skill development in the care sector, where there is openness to do so.

Intervention area: Additional interventions to find ways of reaching live-in and live-out workers

- WIF should consider additional interventions to find ways of reaching live-in domestic workers who live and work in conditions of captivity and are vulnerable to debt bondage and forced labour. WIF should research the social trajectories and needs of the many profiles of live-out migrant women who do not fit with the category of freelancer, to create tools to reach them and understand their critical needs.

Intervention area: Evidence building and sharing in Lebanon

- In this area of work, WIF2 should consider initiating research and social dialogue on the proposal of Reform of Circular 1/9 in Lebanon, to critically review the potential benefits as well as the likelihood of negative consequences of this reform. This would enable WIF to highlight the challenges in formalizing occupational mobility and generate a debate on alternative ways of addressing these.

Intervention area: Monitoring and evaluation

- WIF's monitoring systems will improve and contribute better to the lessons learnt by taking the following measures:
 - TPRs and annual reviews to report on the work done and progress made (or not made) relating to the relevant Conventions of the ILO and the UN, and on crosscutting issues such as gender, social dialogue and tripartite processes.
 - Review the training programmes of implementing agencies to ensure that the messaging is unbiased, does not raise false expectations of support and includes critical analysis of bans rather than internalising them in the programme delivery.
 - Conduct follow up surveys of training participants and derive lessons from the trajectories of the women about recruitment processes and jobs, the effectiveness of referrals and linkages in terms of access to training and protection and promotion of livelihoods.

Intervention area: Programme partnerships

- In addition to engaging with new partners if needed, it would be critical for WIF2 to continue working with WIF1 partners to gain efficiency, and not spend time and money bringing in new partners who would need to learn WIF methodologies and understand the underlying paradigms from which WIF operates. Furthermore, as these NGOs have created collectives and unions, continued technical guidance to them is critical for their sustainability. A change of implementing partners would jeopardise the community based, institutional capacity building and policy impact of WIF2.

Intervention area: Administrative arrangements with partners

- WIF needs to comply with the labour laws of the country, providing for maternity benefits for the staff of implementing agencies, travel and subsistence allowances, reasonable salary increments annually, and adequate salaries for the community cadres.
- In the case of a transition from one phase to another, donors and the ILO should consider making provisions for contingency costs for continuing office expenditures that enable NGOs and other partners to make a smooth transition and not lose experienced staff due to such transitions.

Recommendations for the ILO

Priority: Medium; Resource implication: Medium; Timeframe: Long-term: Within three years from the date of the evaluation report.

- Given the offices at destination, particularly Jordan, have several programmes relating to migrant workers, the ILO's evaluation unit should consider that the next evaluation be a thematic evaluation of migration work at the ILO, so that it provides better insights for more effective strategies for tackling trafficking and safe migration issues.

1. Programme background

This report presents an independent final evaluation of the programme: Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East (*Work in Freedom* – referred to as WIF or the programme in this document). WIF is an inter-regional technical cooperation programme implemented by the International Labour Organization (ILO) with its partners and financed by the United Kingdom Department of International Development (DFID). The purpose of the programme is to reduce the vulnerability of girls and women to trafficking and forced labour. It addresses some of the key drivers and vulnerabilities of trafficking, such as poverty and gender inequality, through an integrated prevention strategy of migration by choice and decent work.⁸ The programme mainly targets women and girls working in two sectors (domestic work and the garment industry) from South Asian countries of origin (Bangladesh, India and Nepal) and selected destination countries (India, Jordan, and Lebanon). The programme started in April 2013 for a five-year period till March 2018 and then received an extension from April until July 2018.

WIF’s project goal is the reduced vulnerability to forced labour and trafficking of women and girls within and from South Asia into the Middle East. The WIF Theory of Change (ToC) (2016), identifies that *“increased levels of empowerment experienced by women migrant workers and aspiring women migrant workers, together with an improved enabling environment, lead to the overall impact of reduced levels of vulnerability by women migrants to forced labour and trafficking”*. The logic model of the programme is given in Figure 1:

Figure 1. WIF's logic model



The revised log frame carries a six-pronged strategy and corresponding outputs towards the attainment of the programme development objective and desired impacts, as given in Table 1.

Table 1. WIF programme strategies and outputs

Strategy	Desired outputs
1. Empowerment and information in origin communities.	Women and their family members have better information, rights-awareness, knowledge, and skills on which to base decisions about migration.
2. Promotion of fair recruitment processes.	Recruitment agencies adopt recruitment practices based on international standards and are subject to improved monitoring and enforcement.
3. Organization of women migrant workers into strong collectives.	Women migrant workers in domestic work and garment sectors enjoy better collective representation and support services and employers have greater knowledge of workers' rights.

⁸ Although in the initial years the term safe migration was used, by 2016 the programme articulated clearly that women make a conscious decision to migrate, sometimes with an understanding of the risks it may entail, hence a strategy of migration by choice was more relevant and appropriate.

4. Strengthening laws and policies to reduce vulnerability.	Policy makers have improved knowledge to reform laws and policies to protect migrant worker rights through advocacy and technical inputs.
5. Assessing, researching and evaluating what works to reduce vulnerability to human trafficking.	Improved analytical understanding of risks and vulnerabilities in the migration process leads to improved intervention measures and evidence bases.
6. Effective management of the programme.	WIF is initiated and managed effectively, in line with DFID, ILO and the London School of Hygiene and Tropical Medicine (LSHTM) rules and procedures for aid effectiveness.

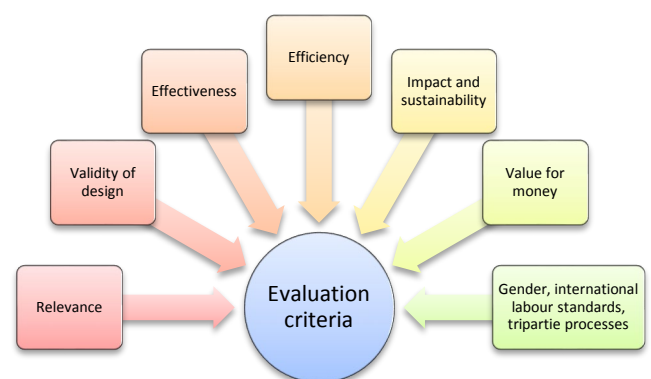
An evaluability assessment was conducted at the end of 2015 and a mid-term evaluation of the programme was completed in January 2017.⁹ This final independent evaluation assesses the achievements against all these outputs.

The report is organized as follows: Sections 2 and 3 outline the objectives and the methodology of this final evaluation. Section 4 discusses the findings against relevance, effectiveness, validity, efficiency, value for money and impact as well as crosscutting issues. Section 5 outlines the conclusions of the evaluation, while Section 6 discusses the lessons learned from the programme and the emerging good practices. Section 7 details the recommendations.

2. Evaluation objectives

The specific objectives of this final independent evaluation were to provide a comprehensive independent assessment of the programme performance and results for the whole programme period from April 2013 to June 2018, up to the date on which reports are available from the programme, and to the time of the field visits. It assessed how findings and recommendations of the mid-term evaluation were addressed. This final independent evaluation has been carried out in accordance with the Organisation for Economic Co-operation and Development/ Development Assistance Committee (OECD/DAC) evaluation criteria, assessing the relevance, efficiency, effectiveness and impact of the programme activities and outcomes as depicted in Figure 2. The evaluation also examined the programme’s performance in relation to the ILO’s cross-cutting issues on gender, non-discrimination, and social dialogue and assessed how the programme contributed to influencing structural factors, e.g. government policies and recruitment processes in destination countries. Finally, the evaluation report provides lessons, good practices, and recommendations to inform similar programmes and policy measures in the future. The detailed questions provided in the Terms of Reference (ToR) are listed at the beginning of each section of the evaluation report.

Figure 2. Evaluation criteria



⁹ ILO, 2015c. *Work in Freedom (ILO Partnership Programme of Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and Middle East), Evaluability Assessment Work in Freedom Project Final Report.*

3. Evaluation methodology

The evaluation started in mid-June 2018, with field work undertaken between 15 June and 30 July. An initial draft report was completed by 25 August 2018 and the final report submitted at the beginning of December 2018.

The evaluation team comprised of six members, five national consultants, one for each of the study countries (Bangladesh, India, Jordan, Lebanon and Nepal) together with a lead consultant who had overall responsibility for the assignment. The lead consultant undertook field visits alongside national consultants. The inclusion of national consultants and programme partners who were aware of the local contexts and language aided the evaluation.

3.1. Data collection methods and analysis

The evaluation conducted a qualitative study for in-depth enquiry using a participatory methodology. Individual and group discussions were held with as many stakeholders of WIF as possible. The list of stakeholders met in each country is given in Annexure 9.

- **Initial briefing of the WIF advisory group:** The evaluation began with a detailed face-to-face briefing from the chief technical advisor and national programme coordinators in India, and by Skype with NPCs from other countries. An advisory group meeting in Kathmandu followed, which provided an overview of the WIF programme. The evaluation's lead consultant and the national consultant for Bangladesh attended this meeting.
- **Document review:** A wide range of documents were reviewed, including the programme log frame, the ToC, technical progress reports (TPRs), annual programme reviews and advisory group reports. A list of all the documents reviewed is given in Annexure 10.
- **Locations for field visits:** Locations in each country were selected to visit their programme activities and interventions. These included:
 - Observing pre-decision training in Bangladesh.
 - Training centres for migrants in Bangladesh and India.
 - Implementation partners were consulted in study site selection and diverse individual respondents were selected such as different groups of women (married and unmarried, uneducated or educated, adolescent girls, potential migrants, and returnees).
 - Migrant Resource Centres, Employment Support Centres and a Migrant village in Nepal, and at Panchayat Facilitation Centres in India.
 - Migrant Information and Empowerment Centre, Bangladesh, Garment Workers' Centre at the Qualifying Industrial Zone (QIZ), Amman, a shelter for WMWs in Jordan, two Migrant Community Centres (MCCs) in Ashrafieh and Jounieh, Beirut, Lebanon.
 - Workers' union and workers' associations in India, Jordan and Lebanon.
 - One recruiter in Jordan and associations of recruitment agents in Lebanon.
 - Homes, farms and enterprises of women in India, NGO offices, government offices in all five cities, shelter homes in Jordan, and the embassies of Philippines (in Jordan) and Bangladesh (in Lebanon).
- **Selection of beneficiaries for interviews:** At each of the locations above, interviews were conducted with beneficiaries, selected based on the inputs they received from the programme. In areas of origin, the beneficiaries were selected based on the following criteria:
 - Participants of pre-decision orientation training programmes (Bangladesh).
 - Training participants who planned to migrate (Bangladesh, Nepal).
 - Participants who decided not to migrate and opt for other livelihoods, but received no further inputs from WIF (Bangladesh, Nepal, India).

- Participants who did not migrate and received WIF support for skill training, seed capital or linkage with official trainings, equipment or capital (India, Nepal).
- Returnee WMWs (Bangladesh, Nepal, India).
- Women who had, as part of the WIF programme, been enrolled as union members formed self-help groups, and started saving and economic activities (India).

In destination areas, beneficiaries were selected on the following criteria:

- Garment workers who attended awareness programmes and trainings at the workers' centre (Karmojibi Nari (KN) in Dhaka, Bangladesh).
- Garment workers (Nepal, Bangladesh, Sri Lanka, Indonesia, Philippines and other countries who visit the workers' centre in (QIZ, Irbid, Jordan).
- Domestic workers who were members of trade unions (National Federation of Employees and Workers Unions, Lebanon -FENASOL, Domestic Workers' Union - DWU in Lebanon).
- Domestic workers who visit MCCs in Ashrafieh and Jounieh in Lebanon.
- Domestic workers who were leaders and resource persons (Jordanian Women's Association (JWA) Amman, Jordan).
- Domestic workers who lived in a shelter home (JWA, Amman, Jordan).

In-depth interviews also covered field workers of the implementing agencies such as peer educators, community leaders and social mobilisers.

- **Semi-structured interviews and focus group discussions with stakeholders:** Individual interviews and FGDs were conducted with members of the community, workers and recruitment agencies, trade union and cooperative members and representatives, mid-level and senior staff of implementing organizations, civil society organizations and NGOs. While many interviews were conducted face to face during field visits, some were conducted by Skype, before and after field visits.

By selecting the participants from as many stakeholders as possible during the missions, and beneficiaries based on the criteria set out above, the evaluation team conducted a total number of 112 interviews, 50 FGDs and two workshops involving over 130 stakeholders and 165 beneficiaries (of which 35 were in Jordan and Lebanon, and 130 in India, Nepal and Bangladesh).

The qualitative data collected was supplemented with data collected from documents and research reports. Reports from each country were compiled together to reflect the programme area overall. Triangulation was done by seeking multiple perspectives on key issues raised by stakeholders. Validation was done through debriefing in Bangladesh (through a debriefing note) and meetings with NPCs in Jordan and Lebanon and with the Director, Country Office, Nepal. The debriefing with the CTA and NPC in India could not be completed due to the timing of the evaluation. Skype discussions were held with the technical officer for monitoring and evaluation (M&E) of the WIF programme to collect additional information. Two Skype interviews were held with the CTA for validation of the key findings. Findings were then articulated based on this analysis. The detailed evaluation criteria, methods and questionnaire can be found in the evaluation matrix in Annexure 2 of the inception report (attached at Annexure 11 of the final report).

Key stakeholders were consulted throughout for inputs to the inception report and the draft evaluation report. Their feedback has been incorporated into the final evaluation report.

3.2. Limitations

Given its scope, time was an expected limitation on the evaluation of the WIF programme.

During the evaluation, many programme partners were on leave following *Eid AL Adha*. But the programme team and evaluation manager managed to engage and interact with a good variety of stakeholders.

While an attempt was made to contact every key stakeholder, some could not be interviewed. These included the Joint Secretary, Ministry of Labour (MoL), Government of India; Former Manager, Workers' Centre, Jordan; Chief, Fundamental Principles and Rights at Work Branch, ILO, Geneva; and lead researchers from the LSHTM, UK and Social Science Baha, Nepal. In India it was not possible to interview the partners, labour officials, employers, recruitment agents and workers in Rajasthan, Karnataka, Tamil Nadu, Kerala. This may have limited the availability of direct evidence on the orientation of the government and other partners in India. This lack was covered through a series of interviews with the CTA, the NPC, India and the M&E officer of the WIF programme.

A rigorous analysis of financial resources of the outputs delivered could not be completed during this evaluation. The financial data was not available, nor were detailed discussions possible with the project team, given the very tight schedules for field visits.

The WIF's monitoring system lacks information on the effectiveness of linkages and referrals, hence evaluators collected anecdotal evidence and visited beneficiaries. The team has used all information collected to form the findings and has cited some testimonies from WMWs and other stakeholders in the body of the report.

The team formation was excellent, with a national consultant familiar with the local context conducting the evaluation in each country along with the team leader. But the budget made no provision for the entire team to meet to analyse the data together. So, while the team leader worked with each member of the team, the national consultants could not meet or share perspectives. While Skype meetings among team members were held, technological assistance did not fully make up for direct interactions.

4. Findings

4.1. Relevance to context

This section addresses the following TOR questions:

- **Question 5:** *Assess the role and contribution of the programme to the development and strategies of targeted governments in reducing vulnerability to forced labour/ trafficking; as well as to the DFID and ILO strategic priorities such as addressing other fundamental principles and rights at work.*
- **Question 6:** *Assess if the programme responded to different needs and roles, constraints, and access to resources of the target groups in consideration of the different contexts in covered countries. What approach and tools were most relevant to immediate beneficiaries (why and why not)?*
- **Question 7:** *Assess the extent to which policy measures affecting vulnerability to forced labour and human trafficking were addressed or not by the programme and assess the balance of policy vs. programming work of the programme.*
- **Question 8:** *Assess the extent of WIF's effectiveness or potential to influence more global and regional processes, e.g. relations of issues addressed by WIF and global discourse e.g. Sustainable Development Goal - SDG 8.7 and/ or other processes at international/ multilateral levels, etc.*

The programme contributes to the UK's Modern Slavery Strategy and the Prime Minister's commitment to tackle modern slavery. It delivers against the UK Government's manifesto commitments and fits within the UK Aid Strategy on tackling extreme poverty and helping the world's most vulnerable.¹⁰ WIF's experience has highlighted an approach, and several lessons and emerging good practices that can be useful for donors, and other future DFID projects relating to labour migration.¹¹

WIF contributed to the ILO's strategic priorities. Under the ILO's Strategic Policy Framework (2010-2015), the elimination of forced labour, the elimination of child labour and the protection of migrant workers were identified as three of the nineteen global outcomes, particularly P&B outcome 15 on the elimination of forced labour.¹² India and Nepal and key countries of the Middle East were identified as target countries under outcome 15. In the Strategic Planning Framework for 2016-17, WIF's work on social protection for potential migrants contributes to outcome 3, creating and extending social protection systems, outcome 8, which relates to the protection of workers from unacceptable forms of work, and outcome 9, on promoting fair and effective labour migration policies.¹³

The programme in each of the target countries is anchored to the ILO's Decent Work Country Programmes (DWCP), which set out broad parameters of ILO collaboration with its constituents in the country. WIF contributed to DWCP outcomes NL828 (Nepal); IND152 (India), BGD303 (Bangladesh), and JOR103 (Jordan) respectively. Lebanon did not have a DWCP during WIF1, however, WIF2 will contribute to the LBN151 outcome of the DWCP. WIF has contributed to the objectives of the United Nations Development Assistance Framework (UNDAFs) to advance SDG 8 in each of these countries.

The relevance of working in South Asia and the Middle East may be recognised by the following:

1. India, Bangladesh and Nepal have some of the highest emigration outflows in South Asia, with a total of around 29 million people having migrated from these countries by 2017.¹⁴ WIF's focus on South Asia and the Middle East, and a corridor approach, is well taken.
2. Domestic workers constitute 18 per cent of all migrant workers in the Arab States sub-region. Migrants (mostly women) represent the vast majority (82 per cent) of domestic workers overall.¹⁵ The focus on domestic and garment workers is also relevant, as these are highly feminised, where women's empowerment could contribute significantly to prevention of trafficking.
3. The Report on Ending Violence and Harassment in the World of Work mentions that migrant workers entering the Arab States under the *Kafala* (sponsorship) system are particularly at risk of violence and harassment (ILO 2018). The ILO's Committee of Experts on the Application of Conventions and Recommendations (CEACR) has expressed concern on several occasions regarding the lack of effective protections for migrant workers and migrant domestic workers (MDWs) from abuse. Being an ILO programme, WIF can enable governments in the Middle Eastern countries to reform their systems for employment of migrants, indicating its relevance in the region.

¹⁰ ILO, 2017. Prodoc of WIF2: ILO-DFID Partnership Programme on Fair Recruitment and Decent Work for Women Migrant Workers in South Asia and the Middle East.

¹¹ These lessons and experiences have been captured extensively in the knowledge products produced by WIF.

¹² The programme and budget of the ILO, sets out the strategic objectives and expected outcomes for the organization's work in the biennium. Elimination of forced labour formed outcome 15 of the P&B 2012-13 and P&B 2014-15.

¹³ Source: ILO Planning and Budget Proposals 2016-17. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_342199.pdf

¹⁴ Source : <https://migrationdataportal.org>

¹⁵ Source : ILO 2015. Migrant domestic workers across the world: Global and regional estimates.

Jordan has taken steps to protect migrant workers legislatively and is the only country in the Arab region to include domestic and agricultural workers within their labour laws and is the third Arab state to enact a law to combat human trafficking. However, implementation challenges remain, due to the scarcity of labour inspectors.

Lebanon has been at a relative political standstill since 2007, which has contributed to the lack of labour governance reform. Despite some progress to improve the policy framework for human rights protection, women's rights, refugees' rights and the rights of migrant workers, Lebanon continues to fall short of international benchmarks. Further, real wages are dropping in Jordan and Lebanon. While these phenomena are often presented as a reason for the competition in the national labour force, a researcher has shown that Syrian refugees do not compete for the live-in domestic work section (Longuenesse 2015; Ashkar 2015; Mercy Corps 2015). Therefore, there remains a strong case for addressing the stagnation in governance.¹⁶

WIF is highly relevant as it addresses issues of recruitment, policies and governance, and builds capacities of ILO constituents, recruiters, CSOs and NGOs to prevent distress migration and trafficking at origin to create an enabling environment for improved governance of employment of women migrant workers in the destination countries.

4.1.1. Needs of target groups

WIF is highly relevant in countries of origin because of the importance of the informal sector, which accounts for over 94 per cent of the labour force in these countries. WIF also addresses some of the poorest and most discriminated workers. The poorest in India and Nepal belong to the Dalits¹⁷, tribal and ethnic groups, of which many are internally displaced persons (IDPs) due to conflicts or large development projects. In the case of women's work in agriculture, domestic work, garment work and sex work, common factors include low wages, lack of organization and isolation. WIF is highly relevant as it addresses prevention of distress migration, enables the building of networks for workers and stakeholders, and influences policy change in the field of migration and human trafficking.

WIF has met the needs of the target groups by following adaptive programming, responding to the emerging needs of the target group, partners and governments. Some examples of the flexibility in approach are as follows:

- WIF enabled the conceptualisation of potential migrants as a target group, and development of locally relevant criteria for identification of women aspiring to migrate or be vulnerable to migration.¹⁸
- WIF broadened the paradigm inherent in the skilling narrative in India by adding modules for understanding gender, patriarchy and women's empowerment, along with workers' rights and safe migration.¹⁹
- The incidence of high exploitation, including sexual abuse of women workers revealed the importance of being in contact with the sub-agents, who are critical for reaching the workers.

Labour migration has the potential to lift people out of poverty and yield foreign exchange valuable for economies of the countries of origin (UNDAF 2018). This programme seeks to demonstrate ways

¹⁶ ILO has commissioned research on work in the care sector that shows migrant workers at the lowest rung of the workers' chain in the sector. During the evaluation, stakeholders informed the evaluators that more and more middle-class households take in migrant workers, even if they don't have the ability to pay.

¹⁷ Members of socially excluded caste communities in Nepal and India.

¹⁸ The criteria for Nepal are listed in Box 1 in Section 6.2. A detailed discussion on the issue is in the Effectiveness/Validity sections.

¹⁹ The training modules have been mainstreamed by Gram Tarang in Bhubaneswar, India, in all the programmes they offer to migrating youth.

in which the migrants, in this case the most vulnerable women workers, can migrate safely into decent work and escape abuse and human trafficking.

4.1.2. Policy measures addressed and programme interventions

Programme interventions involved the empowerment of women at the community level in countries of origin through improving women's knowledge of the factors and issues involved in migration. Linking women to social protection and livelihoods support and by facilitating access to fair recruitment processes enhances empowerment. WIF1 has shown that these interventions have been more effective where government policies of social protection and livelihoods support already exist.

WIF has a high relevance to policy as it is implemented in areas which have high levels of migration, where people migrate without informing the state, and where government institutions did not acknowledge that unsafe migration took place. The programme has been highly relevant in addressing policy measures in these environments. These include but are not limited to:

- Advising against migration bans (e.g. Nepal, India);
- Supporting the drafting of labour codes and laws such as the Anti Trafficking law (India);
- Helping to draft bi-lateral agreements between countries (e.g. Nepal and Jordan); and
- Evaluation of existing legal provisions and schemes (e.g. Bangladesh).

Several WIF activities do not lend themselves to easy classification in a binary of policy versus programme, as knowledge creation, capacity building, tripartite processes and social dialogue impact both programme and policy domains.

While some of the evidence produced by WIF can be used for influencing policy and for capacity building, the external environment in the countries of destination remains difficult. Exogenous factors such as refugee inflows, the employment needs of nationals in country, the geopolitics of foreign trade, of which production quotas are a part, all serve to limit the role and impact of WIF.²⁰ Given DWCPs in these countries are just beginning to be operationalised, it was found that the attitudes of employers, as well as capacity and commitment levels of governments in destination countries also pose barriers to WIF's work.

The WIF programme has maintained a good balance between policy and programme measures, with interventions drawing attention to prevention measures, women's empowerment and policies and programmes for safe migration. The policy measures have spanned various levels, with contributions at the state level, as well as national level.

4.1.3. WIF programme potential to influence global discourse

WIF has the potential to influence global discourse by contributing to the ILO-FUNDAMENTAL's initiative and Alliance 8.7, an inclusive global partnership committed to achieving target 8.7 of the 2030 sustainable development goals. The Alliance aims to bring together actors at all levels to collaborate, strategise, share knowledge and take measures to eradicate forced labour, modern slavery and human trafficking (ILO, 2018b).²¹ The Migration Action Group under Alliance 8.7 focuses on issues of vulnerabilities of migrants to human trafficking and other abuses and exploitation. The International Centre for Migration Policy Development (ICMPD) acts as the Secretariat of Alliance 8.7 and connects it to regional migration dialogues (ILO, 2018e).²²

²⁰ Garment production quotas are assigned to Jordan, capital is provided by an entrepreneur of Indian origin and labour is sourced from Bangladesh. If Jordanian factories employed Jordanian/Syrian labour, wages would be fairer and work better distributed. In addition, if the RMG sector grows in Bangladesh and Nepal, women migrant workers will get jobs in their countries and better wages given that currently wages in the RMG sector in Bangladesh are much lower.

²¹ Source : <https://www.alliance87.org/about/the-alliance/>

²² ILO, 2018e. <https://www.alliance87.org/action/action-groups/>

During WIF1, Alliance 8.7 missed utilising the opportunity to share WIF’s experiences and lessons through the regional forums it organized. Alliance 8.7 is not well connected with the ILO’s Jordan and Lebanon offices. The two-way engagement between WIF and Alliance 8.7 is likely to work best in the Asian region, especially through Delhi, where WIF is headquartered, and through Nepal, as a Pathfinder country under Alliance 8.7.²³ WIF initiatives have the potential to bring value to Alliance 8.7 well beyond the South Asian and West Asian regions.

WIF1 has already contributed to discussions at the International Labour Conference to end violence in the world of work. At the global level, the CTA is organically engaged with the Global Fund to End Modern Slavery (GFEMS), to keep them updated with information and experiences from the project. In international forums like the Global Compact for Migration, WIF is relevant as it can broaden the scope of issues considered, by highlighting the issue of entitlements of labour directly and through central trade unions and migrants’ rights organizations. WIF, along with its partners, particularly the Migrant Forum Asia (MFA) network, the South Asia Regional Trade Union Council network, Asia Floor Wage Alliance and Global Alliance Against Traffic in Women, Thailand (GAATW), has contributed to many parts of the draft of the Global Compact on Migration, especially a reference to workers’ centres at destination, drawing the lesson: *“Establish community centres or programmes at the local level to facilitate migrant participation in the receiving society by involving migrants, community members, diaspora organizations, migrant associations, and local authorities in intercultural dialogue, sharing of stories, mentorship programmes and the development of business ties that improve integration outcomes and foster mutual respect.”*²⁴

Overall, WIF has proved to be a highly relevant programme for all its stakeholders, especially for meeting the needs of female migrant workers in the domestic and garment sectors, ILO constituents and regional and global forums working on the issue of migration for work.

4.2. Effectiveness

The evaluation considered the effectiveness of WIF1 with respect to three considerations:

- **Question 9:** *How effective WIF approaches have been tackling issues of forced labour and trafficking, e.g. via assessment of evidence supporting conclusions on WIF approaches.*²⁵
- **Question 11:** *Assess whether the programme desired outcomes and objectives (outputs) set forth in its logical framework have been achieved (or not, and why), and factors contributing to the achievement.*
- **Question 12:** *Assess to what extent internal management of the programme is effective (including strategy and work planning, staffing arrangements and capacities, governance and oversight, etc.); assess the role of DFID as donor both in terms of where this has provided useful support and where this can be improved in the future.*

A detailed table of the achievements of the desired outputs and outcomes of the programme based on the TPRs, is provided in Annexure 4, and the effectiveness of these outputs is discussed in the following sections.

²³ Pathfinder countries under Alliance 8.7. are those that commit to going further and faster to meet the SDG deadline, so that other countries can learn from their experiences and adapt their strategies to their own national contexts.

²⁴ Source : <http://gcmigration.org/2017/04/what-is-the-global-compact-on-migration/>.

²⁵ TOR question 9, which relates to validity, is answered in Section 4.3.

4.2.1. Women's empowerment training and information

WIF conducted several activities for creating awareness and increasing familiarity and trust at the community level. In India, Nepal and Bangladesh, the programme covered 472,369 beneficiaries through outreach activities (courtyard meetings, street dramas, etc.). It covers 376,308 women and girls with 1.5-2-hour orientation counselling or 2-7-day pre-decision trainings.²⁶ WIF reached indirect beneficiaries through adolescent girls and women sharing the information with their families and community influencers reaching out to the larger community.

Table 2. Beneficiaries reached at the community level

Activities	Beneficiaries reached			
	Women	Men	Unspecified	Total
Outreach activities (courtyard meeting, street dramas, etc.)				
India	151 943	12 097	91 986	256 026
Bangladesh	48 535	13 736	6 400	129 671
Nepal	72 856	26 025	-	98 881
Pre-decision orientations and trainings				
India	178 019	21 976	-	199 995
Bangladesh	3 764	-	90 178	93 942
Nepal	90 249	19 800	-	110 049

Pre-decision training is the key WIF intervention that aims to improve gender relations at the community level. The format of this has been refined over time and informs women about the benefits, risks, and laws surrounding migration; the social and financial implications of migration; and the need to minimise the costs by linking women to government support if they decide not to migrate and need social protection or livelihoods support.

Research by the LSHTM partner Drishti, conducted in the initial years of the programme in Bangladesh raised some critical issues related to effectiveness of pre-decision trainings (Blanchet, 2017a). These are detailed below, along with the findings during the current evaluation:

- **Issue:** *The pressure for meeting training targets affected its effectiveness.* **Assessment:** The target for number of beneficiaries was reduced, the stakeholders reported improved targeting and improved effectiveness of the training, which was also observed by the evaluation team.
- **Issue:** *The training was provided by educated young women who were unlikely to go abroad and work in the domestic or garment sectors, resulting in their underestimation of risks of migration.* **Assessment:** Practical aspects of migration were introduced through discussions with returnee migrants in Bangladesh. In Nepal returnee migrants were employed as trainers. Unintended negative effects (such as lack of understanding of risks and powerlessness at destination) will however, need monitoring.
- **Issue:** *The training creates a bias towards migration.* **Assessment:** The trainers observed, and spoken to, were clearly able to show the benefits and risks of migration, enabling women to make independent choices. A bias towards migration did not exist.
- **Issue:** *Women trainees expected that the NGO providing the training and the migrant workers' helpline, would protect them at their destination. The study warned against informing about rights without knowing how to negotiate, and such training leading to an underestimation of the isolation and powerlessness of a worker at destination.* **Assessment:** During the evaluation, it was not possible to check how the helpline was mentioned, and whether the expectations from the helpline have been reduced in the trainings. The evaluators found that during the trainings, women were informed not only of the risks and powerlessness during migration but also the agencies they can contact in case of need. (Blanchet, 2017b).²⁷

²⁶ The variations in totals of Table 2, which is derived from TPRs of different years, and the totals provided in the text, arises from the removal of errors of reporting in TPR 2018.

²⁷ Blanchet, Thérèse. 2017. *From 'Risks' to 'Rights': Evaluation of a New-Generation Training for Women Aspiring to Migrate for Work*. Dhaka: Drishti Research Centre.

- **Issue:** *Women's migration is mediated by social acceptance of the decision, which is lower in conservative rural societies than in urban areas.* **Assessment:** This was found to be true: many trainee women accepted the need to convince family members about their decision to migrate. At the same time, they also exhibited the confidence to be able to do so, and shared instances of when they had convinced their family members whether to migrate, or to stay at home. It is also important to recognise that across environments, social awareness of economic necessity to migrate, results in social acceptance of migration, evidenced by the willingness of members of the immediate and extended family to help with the care of the children of women who migrate out for work.

The evaluation team observed during the training in Bangladesh, and during interviews with trainers in Bangladesh, India and Nepal, and beneficiaries in all three countries, that trainers were clearly outlining the implications of both options and facilitating discussions that would enable women to make the best choice. Women with pre-decision training have understood the implications of migration, examined their own prior orientations, and some have changed their decision to migrate. The beneficiaries and trainers claimed and related several instances about how the training had enabled them to negotiate family and social dynamics better. They also realised that when they leave secretly, they defy not only families but sometimes also government bans and become more isolated due to the lack of family connections and are more vulnerable as they lose access to government protection. Based on interviews with training participants, trainers and NGO staff (see Box 1), the evaluation team found that the issues related to pre-decision training were addressed in subsequent trainings in Bangladesh, where these issues were raised.²⁸

Box 1: Training enables decision making

Latika, a 24-year-old, attended pre-migration training provided by OKUP in Bangladesh. She realised she was too young to go, so she decided to stay in Bangladesh and started a photo studio in partnership with her brother. They earn well from the studio, and have additional income from services they offer, e.g. mobile, remittance through Bkash, and fax.

Nazma too wanted to go abroad and work, however after attending the pre-migration training, she reconsidered her decision. She believed that her young child would be neglected. She started a small snack shop with her brother and now reports satisfactory earnings.

The focus group discussions with trainers showed that they discussed both the benefits and risks of migration and were able to bring out the practical experiences of returnees to substantiate the benefits and risks. In Nepal, returnee migrants were used as peer educators.

Furthermore, the evaluators observed that the training evolved from delivering simplistic messages about safe migration, to creating safe spaces for two-way dialogue, which engaged community women, grassroots and senior staff of NGOs, workers' organizations, as well as the government.

In Bangladesh, mandatory pre-departure training was conducted for domestic work at the technical training centres (TTCs). WIF did not finance this training but referred those participants at the community level pre-decision training who were very keen on going abroad for domestic work. WIF also provided feedback to the management of the TTCs and the Bureau of Manpower, Employment and Training (BMET) to improve the quality of training. Subsequently the WIF team was invited to review and develop comprehensive training modules and conduct training of trainers (TOT) programmes for instructors at the TTCs. Despite WIF's recommendations to reduce the duration of the TTC programmes, the government plans to increase 3-4-week trainings, to 2-3 months. This will increase costs to the women and their dependence on the informal recruiters, who currently organize the women's stay during such trainings. While WIF's efforts in signposting women to access TTC training have been effective, their efforts to influence the government in regard to the quality of training have been less so.

²⁸ In Nepal, trainees were returnee migrants, and no issues were raised regarding underestimation of migration risks.

4.2.2. Effectiveness of targeting and linkages to alternatives

A key question for WIF is the programme's ability to target the most vulnerable migrant workers both in origin communities and destinations.

In countries of origin, WIF followed a three-step process for reaching the target groups:

- Targeting locations with high poverty, climate change and migration levels/potential, e.g. remote rural areas, tribal tracts, areas with large numbers of internally displaced persons;
- Courtyard meetings and street plays to create community awareness and
- Door to door visits to find women who were aspiring to, or vulnerable to migration.

Initially, 21 criteria were used to identify the most vulnerable and to identify women for pre-decision training, the criteria for identification of potential migrants were adapted to the local context (see Box 2 for the criteria for Nepal).

At the initial stage of the intervention in India, Nepal and Bangladesh, the methodology of door to door contact by the peer educators for selecting potential migrants for pre-decision training was found to be time and cost-intensive, so was replaced by courtyard meetings. This was not only more efficient in the identification of households with members aspiring to migrate or those vulnerable to migration, it was also a more effective first step, wherein household visits would follow identification at the courtyard

The evaluation team's interviews with peer educators, women returnees and trainees showed that the programme had selected very vulnerable women, for pre-decision trainings and for alternative linkages. This was endorsed by the government officials and NGOs met, who not only confirmed that this project has reached some of most interior and remote areas but also some of the poorest and most vulnerable households.

In destination countries, WMWs in the domestic and garment sectors were reached through a combination of strategies:

- Outreach through trade unions, e.g. FENASOL and DWU in Lebanon. However, in both countries, migrant workers do not have freedom of association;
- Support to workers' centres, where workers could come for educational and recreational activities and have the opportunity for informal organization and voice. In Jordan, the Al Hasan Workers' Centre in Irbid has reached out to garment workers in formal establishments. However, outreach to workers at sub-

Box 2: Criteria for identification of potential migrant women

Community characteristics -

- Indigenous communities where there is less stigmatization of women's mobility and paid work outside households.
- Communities where there are female brokers and where brokers (both male and female) are active.

Household characteristics -

- Households where the man cannot migrate due to health or financial issues.

Individual characteristics -

- Women or girls who have little support economically or emotionally from the men of the house.
- Women and girls with friends or family who have already migrated.

Box 3: Unreached vulnerable live-out workers

Interview with Liya:¹

Evaluator: Do you know many people who do not sleep at their employer's house?

Liya: Yes! Of course! I have this friend, she is like me, she works outside (*tshtaghel barra*) but not in a house. In many houses.

Evaluator: She does hour-work (freelancer) you mean (*tshtaghel bi-sse'a mitlik ya'nee*)?

Liya: No! [she laughs]. She does men-work (*tshtaghel 'a-rrajul*). [she laughs].

Evaluator: What do you mean?

Liya: She... she is a prostitute! You don't understand? She started like me. She left the employer, she tried to find a job, but she didn't know anybody, she did not find any house and she had to sleep on the street for a while. Then she met somebody, a man who said he had work and could give her a house... that is how she started. It has been a while I did not see her.

Evaluator: Where do you usually meet her?

Liya: At the church, she used to come, but now she doesn't come anymore.

contractor factories has been limited, as the workers from those factories are often unable to, or choose not to, come to the centre; and

- For domestic workers, outreach in Jordan was through NGOs (Tamkeen, Jordan Women’s Association), who have built the capacities of community workers and leaders whom domestic workers access through informal networks. One of the partner NGOs (JWA) has a shelter home where survivors of violence or trafficking are housed and provided with legal and other support. In Lebanon, outreach to domestic workers was also through 3 MCCs, set up by the NGO Anti-Racism Movement (ARM).

While these centres offered a safe space for those workers who could join the activities, the NGO staff stressed that the most isolated and exploited women migrants do not access their network. FGDs with MDWs in Lebanon highlighted some (not-exhaustive) profiles of undocumented living-out migrant women (working or not) previously employed as domestic workers: those working for private households (freelancers)²⁹; those who are employed through sub-contractor companies providing cleaning services;³⁰ and those who do not work and live in very precarious conditions.

Furthermore, a migrant woman could be engaged in one or more of these activities, whether simultaneously or consecutively. These listed categories raise the question of outreach and understanding the needs of different profiles of WMWs who have left the employer’s household (Box 3). When they are

not able to secure a job as freelancers, they may end up in prostitution or undergo different kinds of sexual exploitation (Box 4). The evaluation team was informed that there were several cases of women from Bangladesh who could not find a livelihood after leaving their *kafeel* (sponsor) and ended up in prostitution or social isolation.³¹ MCC staff stress that most isolated and exploited women migrants are still out of their network. Similarly, Ashrafieh (in Beirut), where the implementing partner MCC is located, is a relatively wealthy neighborhood in Beirut. Many domestic workers may live in less wealthy neighbourhoods such as Bourj Hammoud, where no MCC is located. Similarly, WMWs residing outside the main urban areas are still out of reach since WIF partners have no presence outside the three populous cities of Beirut, Sayda and Jounieh.

Overall, targeting has been reasonably effective in origin countries, with vulnerable women being reached in remote areas and in very poor households. However, in destination areas, the legal frameworks pose barriers to women accessing support, in some instances migrant workers cannot join associations and through these receive support, in others where women are outside the *kafala* system they do not seek help for fear of becoming visible to the authorities.

Box 4: Exploitation of freelance workers

Interview with Suma:

Evaluator: And you, Suma, do you know many people who do not sleep at their employer’s house?

Suma: Yes sure!

Evaluator: And they work as freelancer (*bishtaghlo ‘a se’a*) too?

Suma: Yes, a lot. But not everybody.

Evaluator: What do they do then?

Suma: A lot of things, they work in restaurants... I don’t know. A lot work in cleaning.

Evaluator: They are freelancers (*bishtaghlo ‘a se’a*) then!?

Suma: No, they have a salary.

Evaluator: How so? I don’t understand.

Suma: They work in companies.

Evaluator: What kind of companies?

Suma: You know, big companies, with a lot of workers, but they tell you I pay \$40 and then they give you \$10, \$15. Sometimes they don’t give.

Evaluator: How so? They don’t pay?

Suma: Yes, they don’t pay. You work, let’s say, 10 hours, and they give you for 3, 4 hours. Like this. Sometimes they don’t give.

²⁹ Following this classification, the term freelancer will be employed to refer to live-out women workers employed as domestic workers in private households.

³⁰ Recent studies show that live-out migrant women are a prominent workforce within sub-contracting cleaning companies (Hachem R., 2013, 2015; Longuenesse & Tabar, 2014).

³¹ Within the *Kafala* system, the *kafeel*, literally the sponsor, the responsible, but also the guarantor and the protector, is the legal sponsor of an immigrant worker. The worker’s immigration status is legally bound to an individual sponsor (*kafeel*) - who is usually also the employer - for the contract period. See: ILO, “Reform of the Kafala (Sponsorship) System”, Policy brief no. 2 <http://www.ilo.org/dyn/migpractice/docs/132/PB2.pdf>.”

Linkages to alternatives to migration

As part of its preventive strategy, WIF referred women who attended pre-decision training but decided not to migrate, to official social protection or livelihoods support services. These included for example skills training and access to seed capital for enterprises. The success of linkages and referrals has been varied across contexts. In India and Nepal, the evaluation team met many women trainees who had benefited from skills training and livelihoods grants who had reported increases in their incomes as a result (see Box 5 and 6). In Bangladesh, however, the referral services were found to be inadequate, largely due to the absence of support schemes or budgets.

While evaluators collected anecdotal evidence and visited beneficiaries, some form of systemic data on the number of non-migratory women and the types of benefits they had received at home would help to develop an advocacy agenda for improvement of measures for livelihoods protection and promotion.

Box 5: Seed capital enables enterprise, Nepal

Sita attended a pre-decision training in Nepal. Her husband used to beat her many times every day; she says he used to beat her so much that she was losing the capacity to think. She was planning to migrate for work to escape the violence. When she attended the pre-decision training, she realised that her three young children would remain uncared for, in her absence. She decided to stay. ABC Nepal connected her to the social mobiliser of the village, who helped her to get a grant of seed capital of NPR. 10,000 from the government. She started a small snack shop at the junction of two villages. Now, she earns NPR. 400 to 500 per day, which she says is enough to feed the family and to educate her children. Her husband decided not to migrate, too, and helps with the chores in the shop and has stopped beating her. She now plans to expand her business, using her savings and small loans.

Box 6: Income generating activities by SHGs

WIF partner Samarthan formed a group of 13 adolescent girls in Chhattisgarh, who decided not to migrate, but instead started a small snack shop in the village. They saved Rs. 10 per week, which they invested to buy ingredients, while their family members contributed utensils and equipment. The group currently earns a minimum of INR 1,000 per day (USD 14). A few of these girls have continued their education. It is a unique snack shop which has found ready customers among the village elders. Other adolescent groups have been inspired by this to initiate their own income generating activities (e.g. another group makes leaf-cups with sal leaves).

4.2.3. Capacity building and knowledge management

WIF's capacity building efforts included, but were not limited to, the following:

- On the topic of pre-decision training, WIF built a tool and conducted TOTs, state and cross-country visits for implementing NGOs and trade unions. These were conducted with the help of GAATW. The NGO management and trainers interviewed for the evaluation reported significant learnings from the various training initiatives and have been using the materials as well as improved capacities in the training programmes they have subsequently conducted.
- Concerning formalising employment relationships, WIF built capacities of 192 trade union leaders and domestic workers from five central trade unions and the National Domestic Workers' Movement (NDWM).
- On issues related to migration, trafficking, forced and bonded labour, WIF worked with labour inspectors and police officers:
 - WIF conducted trainings on the roles and responsibilities of both the police and the labour officers, e.g. in the state of Chhattisgarh in India.
 - WIF conducted a workshop in Jordan on wage protection practices and organized a study visit for labour inspectors to the United Arab Emirates (UAE).
 - WIF advocated with the Government of Bangladesh to decentralise training programmes, making them more accessible to a wider range of women. Furthermore, language classes were held for basic communication for women domestic workers, which reduced their vulnerability at destination.

- WIF has facilitated networking among gender networks, labour networks and migrant networks, in order to build their capacity to connect and support each other and learn from each other. Partners like GAATW, Self Employed Women's Association (SEWA), MFA, the National Coordination Committee on Workers Education (NCCWE), the Pourakhi, Bangladeshi Ovhibashi Mohila Sramik Association (BOMSA) and Tamkeen participated in national and regional workshops on various issues such as recruitment practices in the garment sector, women, work and migration, etc.
- Civil society participants developed the capacity to articulate the interconnected challenges of patriarchy, mobility and work among migrating women of low-income households often of *dalit*³², indigenous or minority origin, into a common policy advocacy discourse tailored to national contexts and focused on reducing vulnerability to forced labour. The focus of WIF's work in this respect has been on connecting different parties so that they can better support each other, as well as bringing knowledge to government officials to help better shape regional and global advocacy efforts in the area of women's migration.
- WIF engaged with over 22 advocacy networks at the national, regional and global levels to bring knowledge to policy makers (Annexure 4) and developed a variety of knowledge products and practical tools, including policy briefs on trafficking, domestic/garment work, recruitment and mobility (Annexure 10).
- WIF published an analysis of challenges faced and lessons learnt under WIF1, which offered several lessons for programmes and policies in the field of prevention of human trafficking.

In India, WIF joined a consultative process to influence the new national anti-trafficking bill, although it must be said that many of the concerns raised by WIF were not subsequently taken up by the government.³³ WIF provided support to the Jharkhand government for drafting the anti-trafficking legislation in the state. Such engagement with the Indian government faced a setback in September 2017 when ILO Geneva released global estimates of forced labour. The report showed high numbers in Asia, the results of the report were questioned, delaying the cooperation with WIF by over six months.

In India, WIF provided feedback to the government's new labour codes on wages, social protection and occupational safety and health (OSH), which may be used by the government while finalising the labour codes. The NPC of India was nominated to the UN country team for the preparation of UNDAF, especially on how to work towards achieving SDG 8. WIF has managed to ensure UNDAF will have a special focus with the UN supporting state governments in preparing and planning vision documents for addressing SDG 8, e.g. in Chhattisgarh. This work was shared with other states as well.

WIF has also initiated dialogue and engagements around safe migration with government representatives. During interactions with representatives of labour departments in the three states, officials expressed their commitment to coordinate safe migration activities within their respective jurisdictions and have taken measures including preparing special action plans and appointing labour attachés in destination states (Odisha). WIF partners are coordinating with the government to spread the message at the community level so that more migrants can benefit from these official initiatives.

In Jordan, WIF-ILO provided technical support to the Nepal government for incorporating International Labour Standards in the draft of the Bilateral Agreement (BLA) signed between Nepal and Jordan. However, the BLA has limited effectiveness as Nepal does not have an embassy in Jordan to ensure implementation of the provisions of protection this agreement provided. Furthermore,

³² The word literally means "oppressed" and is used in Asia for those belonging to certain castes and ethnic origin who are socially ostracised and are often not only socially but also economically disadvantaged.

³³<https://www.epw.in/engage/article/trafficking-persons-prevention-protection-rehabilitation-bill-2018-ignores-socio-economic-realities-gaatw>

Jordan is facing a refugee crisis that draws attention away from MDWs' issues. Given the extreme isolation and asymmetrical power of employers in Jordan over these new Nepali domestic workers, the BLA may even increase vulnerability to forced labour over the short term.

WIF also helped to evaluate the financial loss insurance scheme for employers of MDWs that was piloted in Jordan. A discussion with the evaluator revealed that the scheme became unviable for the insurance company due to the poor design of the financial product, and control of the claim assessment process by the Ministry, which delayed decisions and made the operation unviable for the company. A new pilot may be considered in WIF2, relating to medical insurance of WMWs, conditional to involving multiple stakeholders and an actuary in the design process.³⁴

In Lebanon, the MoL informed the evaluation team about their willingness to reform the MoL Circular 1/9³⁵ in order to formalise live-out MDWs' legal situation. Although it is hard to assess to what extent this has been a direct outcome of WIF advocacy work within the MoL, continuous interaction with policy makers and WIF presence within the National Steering Committee is likely to have influenced the MoL decision to reform the circular. The MoL Circular 1/9 2012 currently assigns to domestic work a special (discriminatory) category (category 4).³⁶ Although no legal bond prohibits migrant women from applying for a work permit in any other sector, *de facto*, the General Security and the MoL systematically refuse to issue any work permit or residency visa outside the scope of category 4 to migrant women coming from South Asia and Africa and seeking a livelihood through work. Since the Unified Standard Contract for MDWs binds them to live at their employer's house, MDWs residing on their own (e.g. freelancers) might have regular documents (through a front-man *kafeel* for example) but would be working irregularly because of their live-out condition. The proposed reform of the Circular 1/9 would result in the removal of restrictions on the women migrants' mobility across employers.

Reform of this circular is key to making work safer for migrants in Lebanon. Addressing this issue is critical for effectiveness of WIF. As we have reported, MDWs who leave their employer's house might gain some freedom of mobility and become a freelancer (at the huge expense of losing their legal status in light of the sponsorship system).

However, in other cases, they might also fall into more exploitative situations, through increased surveillance that the reform would bring, as was already envisaged by WIF, which cautions against the pitfalls of a move that could have severe controlling impacts on the live-out workers.³⁷ WIF needs to generate social dialogue on the issue, so that the removal of restrictions is really effective, and not leading workers to another type of control and exploitation.

Also, in Lebanon, MCC's information on grievances helped build an agenda for advocacy about domestic work at the both national and regional levels. Research on employers' attitudes brought this information to the public domain, with a recognition of the need to influence attitudes and behaviour change, later attempted through movies made to influence employers in Lebanon, which had about 8 million impressions on social media. In the beginning, social media messages were harsh, thereby increasing the risk of antagonizing employers in an environment of political and economic stagnation. As the WIF programme felt this would not help the migrants' situation and

³⁴ Further details are provided in the recommendations section.

³⁵ Circular 1/9 is the "Classification of foreign employees employed within national and foreign establishments" (*Tasnif al-ujarâ' al-ajânib alladhin ya'amalûn fi mu'assasât wataniyya aw ajnabiyya*).

³⁶ The classification contained in the MoL Circular 1/9 distinguishes between 4 categories of workers also taking into consideration the maximum salary they can claim. For the category four, which refers to MDWs, the maximum salary is indexed at 675.000 LBP, i.e. \$450.

³⁷ WIF's Theory of Change, 2015, notes that: "In relation to requests for policy support, caution is necessary to ensure that counter trafficking interventions do not become a cover for covert surveillance of migrants."

possibly exacerbate their difficulties, the messaging was modified to take a softer, more collaborative approach. A detailed assessment of effectiveness is not yet available.³⁸

A film on peer educators brought awareness about their role in facilitating women's empowerment, and another focussing on sub-agents helped challenge beliefs and highlight the role sub-agents play in the migration chain.

4.2.4. Use of practical tools

WIF has developed several knowledge products and practical tools. Annexure 10 provides a complete list of WIF's knowledge products.

The pre-decision training tool has been used by the NGOs and governments extensively and mainstreamed into their operations. The Nepal government has incorporated the modules on women's empowerment and safe migration into its own training programmes for potential migrants, so has KN and the Ovibashi Karmi Unnayan programme (OKUP) in Bangladesh, ABC Nepal, Pourakhi and WOREC. Another instance of use was when the operational guidelines for fair recruitment, a tool prepared by WIF, was used for the assessment of the G2B recruitment through BOESL.³⁹ In Nepal, the government used the modules in training programmes that they conducted through projects funded by organizations other than the ILO.

In India, WIF's research product on women and mobility was instrumental in the government's decision to not ban women from migrating for domestic work (ILO 2016f). This was also helpful in overturning the ban in Nepal, though it was later reinstated.

The pre-decision trainings developed by WIF have been widely used by other stakeholders and relevant modules have been integrated into their own training programmes, especially in Bangladesh and Nepal.

In Lebanon, WIF partners ASI and KAFA provided TOT sessions to 3 Bangladeshi outreach workers. In Lebanon, WIF partner Legal Agenda published four articles on difficulties in accessing the justice system, providing translations in English and Arabic in order to achieve a major impact on MDWs, MDWs employers and public opinion. A study conducted by the Institute for Women Studies in the Arab World, which is part of the Lebanese American University - LAU-IWSAW - on the demand for care in Lebanon was under completion in July 2018.

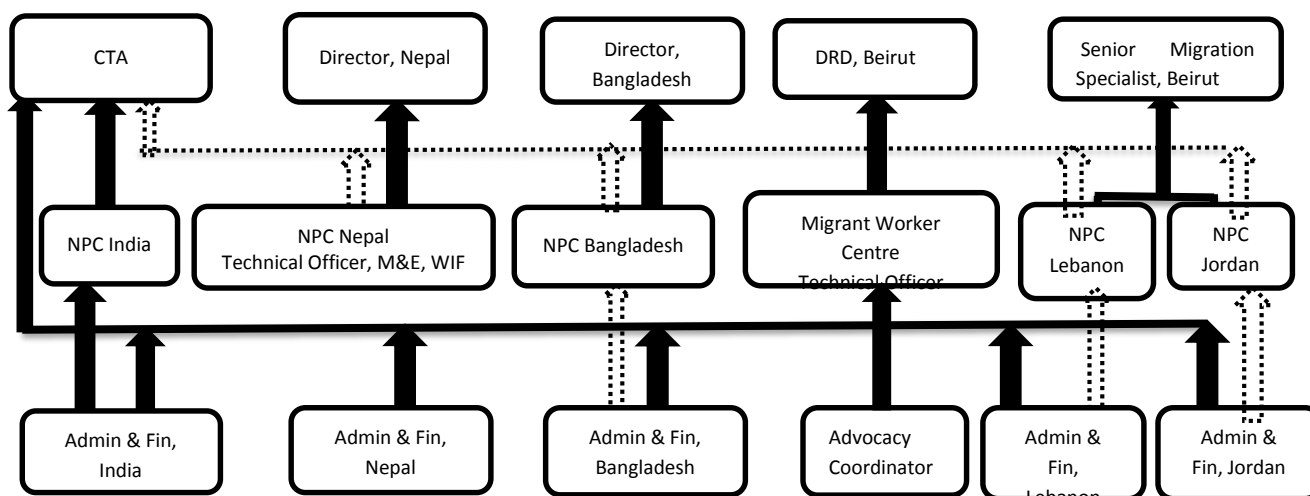
³⁸ Further discussion on cost sharing is given in Section 4.5 on value for money.

³⁹ ILO, 2016a. *General Principles and Operational Guidelines for Fair Recruitment*. Geneva: I

4.2.5. Internal management and donor role

The management of a technical cooperation programme of the ILO is through a matrix structure, as depicted in Figure 3.

Figure 3. Organization structure of WIF



The 14-person programme team was headed by a chief technical advisor located in the ILO's Regional Office for South Asia, Delhi, who reported to the head of the FUNDAMENTALS division at ILO, Geneva. The national programme coordinators reported on technical issues to the programme's CTA and administratively to the Directors of the Country Offices or technical specialists in the region. The position of the manager of the Al Hasan Workers' Centre in Jordan directly reported to the Deputy Regional Director of ROAS. The CTA managed the finances, with support from administrative and finance officers, with two officers located in Delhi, and one in each country. Given the size of the programme and its wide-ranging activities in collaboration with multiple state and non-state partners, the programme staffing was lean. However, the staffing pattern was uniform, while the balance of activities had been more in Asia, which indicates significantly different work-loads across the country teams and much greater efficiency in India, Nepal and Bangladesh.

The members of the donor team have been completely committed to the development of innovative approaches by WIF and capturing learnings from the programme. The donor team engaged with WIF, organising workshops in London and joining WIF workshops and field visits in project countries (Nepal and Bangladesh). When the quality of the programme was found to be affected by target orientation and the pressure to reach numbers, they relaxed this pressure by reducing the target number of beneficiaries to be reached. This allowed the community partners to focus on quality. The commitment and flexibility of the donor allowed WIF to design and test new approaches, tools, and processes. It also enabled WIF to conduct research to fill knowledge gaps and for WIF to design ways to address those gaps. WIF has therefore been able to pilot approaches for the prevention of distress migration, collectivisation of workers (in India and to some extent, Nepal), and reached out to live-in and live-out workers through workers' centres. These achievements were facilitated by the full cooperation, engagement, flexibility and support of the donor team.

Overall, WIF approaches have been effective in targeting and organizing women and enlisting government support in countries of origin, and knowledge creation. There remains ground to be covered in outreach to the most vulnerable workers in destination countries and making an impact on policy. Formal recruitment agencies have been enrolled, Government to Business (G2B) recruitment schemes assessed, and the value of informal recruiters has been highlighted.

4.3. Validity of design

The TOR questions for examining the validity of the design of the WIF programme were:

- **Question 1.** Assess if the revised ToC (2016) proved valid over the remaining course of the programme and the changes were eventually achieved.
- **Question 2.** Review and recommend if any assumption may have been overlooked and require further attention. Assess if other external factors could have contributed to the programme results? What could have made the ToC and/or result more successful? Assess the advantages and disadvantages (both theoretical and experienced) of taking a whole trafficking chain approach (i.e. working along migration pathways from source to destination countries, as well as on policy and evidence).
- **Question 3.** Assess if the programme design (including its regional approach, the partners and beneficiaries involved, the objectives and outputs outlined, etc.) is appropriate for achieving its intended development objective.
- **Question 4.** Examine the size and scope of WIF (e.g. if it was spread thinly across multiple locations, sectors and delivery partners; or if it needs to operate across such a breath to understand and share learning across the whole trafficking chain...); the balance of policy vs. programming work as well as balance of source vs. destination work.

4.3.1. Validity of the theory of change

The analysis in this section was based on the ToC (2016), which is attached in Annexure 3. The WIF expected impact was: *“Reduced incidence of trafficking of women and girls within and from India, Bangladesh and Nepal, into the domestic and garment sectors, through economic, social, and legal empowerment.”* The outcome envisaged was: *“Women are empowered to make informed migration decisions and an enabling environment is created for their safe migration into decent work.”*

Five outputs forming the TOC assumptions were expected to contribute to this outcome. Based on an understanding of the effectiveness of the WIF interventions, validity of these assumptions is now examined.

Information and empowerment improve women’s ability to make migration-related decisions

The first output about women’s ability to make migration-related decisions assumes that when informed comprehensively about the implications of migration, with discussions on gender issues and confidence building, women would be able to take control of the decision-making processes. The discussion in the previous section shows that pre-decision training and information enabled women to make decisions about whether or not to migrate. However, training can give the impression to participating women that their rights will be protected at the destination if needed. In order to avoid such unintended impacts, building trainers’ capacities and monitoring of training effectiveness assumes importance.

Furthermore, information and empowerment does not change external conditions e.g. of patriarchy, stigma of domestic work, limited options of recruitment agents and the need to migrate. Women make the choice to migrate within this larger context and information and training has enabled them to negotiate their preferences better within their households.

The WIF programme did not conduct pre-departure training but evaluated official trainings in Bangladesh and found that these trainings were too long for rural women to attend, and the absence of state provided residential accommodation made the women dependent on their recruiting agents and made the training too costly for them. WIF advised the government about the need for short-duration trainings, focusing the training to the real needs at destination and the women’s need for a soft skills development component to the training as well as residential facilities organized by the state. The government has so far not heeded this advice.

The assumption that information and empowerment inputs enable women to take control of decision making is largely validated by WIF's experience, with a few caveats: If a woman wants to migrate but is not able to find social acceptance for the decision, she may not do so; if a woman wishes not to migrate but the family's economic circumstances demand this, then she may decide to migrate. Further, in situations of migration bans, women may be forced to migrate out through circuitous routes, making it risky for them to do so, and depriving them of official protection.

Labour recruiters recognise their responsibility for recruitment

The second strategy to promote fair recruitment processes targets recruitment agencies. Expecting that they will adopt practices based on international standards are subject to improved monitoring and enforcement. This is further based on the assumption that recruitment into the garment and domestic sectors happens through labour recruiters, and if it does, they are willing to formally recognise their responsibility for recruitment.

The underlying assumption of a top-down process, that engaging with formal recruitment agencies is a precursor to working with and changing practices of informal labour recruiters and sub-agents, did not hold true. Formal recruiting agencies could not advance the implementation of responsible recruitment practices, either among formal or informal recruiters, nor could informal recruiters be reached effectively in destination countries of Jordan and Lebanon. In Lebanon, WIF engaged with the Syndicate of the Owners of Recruitment Agencies in Lebanon (SORAL), a network of formal legally operational recruitment agencies. The syndicate had already committed to a code of conduct inspired for fair recruitment principles (as outlined within the ILO C. 181) prior to WIF 1. However, the network has not effectively monitored the enforcement of the latter among its members. This is because the code of conduct is a self-regulatory tool, not a policy regulation that carries enforcement measures such as inspections and prosecution. Further, SORAL's membership is only 350 out of over 600 formal private recruitment agencies in Lebanon. As these formal agencies compete with informal agents and sub-agents, the motivation for enforcement of a code of conduct is low.

The ToC captures the need to work with labour recruiters within the assumptions but only quotes recruitment agencies among its outputs. Nevertheless, as showed by the TPRs, the WIF team is and was aware of the role of informal recruitment practices and worked to engage with both "*formal and informal labour intermediaries involved in the recruitment of migrant domestic workers for both live-in and live-out work*" after having attempted to "*map, assess and distinguish different realities or recruitment while understanding their inter-relation in market or semi-regulated contexts*" (TPRs 2018). TPR 2018 also refers to assessment studies on informal practices of recruitment as the previously mentioned WIF working paper (ILO 2015).⁴⁰ However, while in Bangladesh 23 separate consultations were organised by WIF's partner organization OKUP with 73 local sub-agents as well as local authorities, no following action to operate with informal networks in Lebanon has been reported in the TPRs or to the evaluators during the field visits.

Supportive trade unions

Output 3 seeks to achieve better collective representation and support services for WMWs in domestic work and garment sectors and employers having greater knowledge of workers' rights. The underlying assumption is that trade unions are willing to provide genuine support to domestic worker organizations and employers receive positive and negative incentives to change behaviour (e.g. law enforcement).

The strategy of organising workers was implemented through key partnerships. In India, the partners included the Self-Employed Women's Association (SEWA) Union, the National Alliance of Women's Organizations (NAWO) network, the Jharkhand Gharelu Kamgaar Union (JGKU), Gharelu

⁴⁰ ILO, 2015. "*For a fee: The business of recruiting Bangladeshi women for domestic work in Jordan and Lebanon*".

Kamgaar Union (GKU) and the All India Trade Union Congress (AITUC). A total of 34,312 women were organised into unions in origin areas of Odisha and in destination areas of Maharashtra, Tamil Nadu and Bangalore.⁴¹ The assumption about empowerment through collectivisation is validated by the following impacts:

- In rural Odisha, these collectives have been successful in demanding equal wages for women and men on employment projects.
- In Tamil Nadu, garment workers were provided with information and training to exercise their rights as members of AITUC, to access the Provident Fund (PF) and Employees State Insurance (ESI) benefits, to collectively demand for regularisation of daily wage workers and to conduct collective bargaining with contractors. They have been able to start negotiations with sub-contractors and some garment employers to enable workers' access to social security and payment of statutory wages.
- In Jharkhand, the JGKU connected workers to the Unorganised Workers' Welfare Board, through which workers were trained and could find jobs in the hospitality sector. It facilitated the formation of a cooperative (Gharelu Kamgaar Swavalambhi Sahakari Samiti Ltd.), with about 150 members, which has promoted written employment contracts including a tripartite agreement between employer, employee and the cooperative.

In urban Odisha, though members of the domestic workers' union reported that the ability to demand higher wages and employers' contributions for social protection and medical benefits is constrained by the employers' attitudes and the presence of severe competition. They fear being easily replaced by unorganised domestic workers should they demand respect or anything more than the meagre wages they earn.

At destination, limitations on workers' freedom of organisation⁴² and the exclusion of non-Lebanese/non-Jordanian workers from effective trade union representation affect the organisational capacity of MDWs.⁴³ WIF opted for a flexible strategy involving both traditional and non-traditional workers constituents (FENASOL/DWU and MCCs in Lebanon and the Al Hassan Worker's Centre in the garment QIZ in Jordan).

In Lebanon, over 3000 MDWs have benefited regularly from the services, information, legal assistance, language, information technologies, skill training programmes and cultural and recreational services of MCCs and FENASOL (Source: TPR, 2018). Reportedly, the classes organised in MCCs and at FENASOL also provide better communication and negotiation skills. All these activities aim to build the workers' capacities for self-advocacy.⁴⁴ Nevertheless, at destination, collectivisation of the grievances was not tackled through direct and targeted strategies except for labour day mobilisations.⁴⁵ The lack of right to association makes workers very dependent to the intermediation of local representatives (e.g. native trade unionists) and local organizations (e.g. MRCs and NGOs). Therefore, self-advocacy-oriented strategies can be considered at best an effective first step towards enhancing voice until a tangible policy change toward workers freedom of representation (particularly migrant workers) is achieved.⁴⁶

⁴¹ Source: TPR 2018.

⁴² Article. 86 of the Lebanese Labour Code and the non-ratification of the ILO convention No. 87.

⁴³ Clause C.1 of Article 108 of the Jordanian Labour Law and its Amendments No. 8 of the Year 1996 restricts membership of associations to Jordanians. Article. 91 and 92 of the Lebanese Labour Code deprive non-Lebanese workers of the right of vote within trade unions.

⁴⁴ In Lebanon, the evaluation team could not take part to WIF partners activities (both trade unions and MCCs), hence no micro analysis deriving from direct observation can be provided concerning self-advocacy activities. Nevertheless, from the triangulation of available documentation (WIF TPRs and MCCs summary outline I and II; MCC final report) and individual interviews and FDGs with both MDWs and WIF partners staff, it is possible to assess that activities were mostly oriented towards self-advocacy and case management rather than towards collectivisation of common grievances and demands.

⁴⁵ Collectivisation of the grievances was indirectly encouraged by providing common spaces and activities.

⁴⁶ ILO C. 87/1948 was not directly targeted by WIF intervention in Lebanon.

The assumption of the need for supportive unions is therefore validated and in the absence of freedom of association, access through NGOs and CSOs may be a useful strategy but has its limitations and should not detract from the need to influence policy for permitting freedom of association to migrant workers.

The second part of the assumption relates to influencing employers. WIF recognised that media biases conflate recruitment of unskilled women with trafficking and included the use of media campaigns as an innovative strategy for influencing recruiter and employer attitudes, and in policy reforms on working and living conditions of domestic and garment workers (ToC, 2015). Media awareness campaigns in India and Lebanon have been based on research on employer attitudes, and among other methods, have taken the form of competition for writing jingles about domestic workers, connecting workers through a mobile based voice messaging platform (India) and short films (Lebanon). The reach of these messages has been wide and impressive and although little evidence of their effectiveness is available, based on which the assumption can be validated, these innovations continue to offer more scope for creating outreach and non-threatening ways to influence attitudes of employers and policy makers.

Improved knowledge of policy makers

Output 4 aims to enable policy makers to have improved knowledge to reform laws and policies to protect migrant worker rights through advocacy and technical inputs. This strategy assumes that policy makers are willing and committed to enact laws, policies and administrative practices that protect the human rights of migrant workers (e.g. migrant workers tend to be absent from the political economy of both sending and receiving countries).

WIF's integrated approach has correctly identified the link between fair recruitment practices along the migration pathway and decent work conditions at destination. A lesson learnt from WIF 1, is that trafficking, and recruitment practices are not the prerogative of informal brokers, sub-agents and middle-men but an embedded web of formal and informal actors, including employers. Any intervention towards policy shift should consider this interconnected system possibly involving state officers. The involvement of both formal and informal actors of the recruitment as well as accountability of partner institutions appear to be crucial to counteract corrupt practices facilitating trafficking at destination.

WIF also engaged in many other areas of policy formulation, e.g. in drafting bilateral agreements (Jordan, Nepal), comments on the drafting the anti-trafficking law or the policy for domestic workers (India), inputs before or after migration bans were announced and in skill development policies. While in some areas WIF inputs have been effective, e.g. in mainstreamed SDG 8.7 goal the planning of the state government in India. In others WIF/ILO's inputs have not been fully incorporated, e.g. in the drafting of the anti-trafficking law. The inputs related to migration bans were taken on board fully in India and partially in Nepal. Policy influence is a matter of finding the right opportunity, access to the key persons engaged in policy making and in generating social dialogue, informing key stakeholders about the critical issues relating to labour rights and labour standards, and likely implications of the proposed policy changes. WIF has used the available opportunities in the programme countries through the ILO's DWTs and its wide partner and stakeholder network.

WIF recognised the need for building capacities for labour inspection and conducted many trainings for labour inspectors. In the destination countries/ locations, there is a paucity of labour inspectors and of funds assigned for labour inspection, e.g. low budgets for travel. The inspections also involve general security, who only check the validity of work and residence permits and do not inspect living and working conditions of the workers. Enforcement of labour inspection in private homes or dormitories of garment workers often faces legal obstacles such as privacy laws that enable employers to avoid scrutiny. In some of the countries covered by the WIF programme, vested

interests detract officials from enacting stricter governance.⁴⁷ Policies to prevent vulnerability to isolation risks (seclusion, gender violence, abuse) of domestic workers in private homes are difficult to enforce.

The assumption that a lack of knowledge alone is preventing policy change is not validated by WIF, with a clear realisation that the legal framework and the political economy of migration present confounding factors in achieving policy change in countries of origin and destination. However, this area of work remains important as an entry point for influencing government capacities and mainstreaming initiatives of WIF.

Receipt of new evidence by donors and policy makers to improve interventions

Output 5 aims at improving analytical understanding of risks and vulnerabilities in the migration process, leading to improved intervention measures and evidence bases. The key assumption here is that donors and policy makers are receptive to improved intervention measures and evidence bases.

Donor flexibility was highlighted as a major strength of this programme design. Right through the implementation of the WIF programme, the donors have aimed at learning, allowing many interventions to be tested and encouraged the building of research and evidence through WIF's initiatives and evaluation of schemes and interventions by other stakeholders such as the government and unions. Examples of donor flexibility included the change of numerical targets for outreach to women, which improved quality and effectiveness of training while facilitating a wide range of partnerships beyond traditional constituents, which enabled the project to test alternative strategies in external contexts where traditional ILO approaches could not be as effective. As a result, WIF was able to pilot multiple initiatives and conduct research to generate new knowledge on migration and prevention of human trafficking.

The adaptive programming approach followed by WIF also allowed it to tailor its activities towards its partners' specific needs. For example, in Bangladesh the WIF annual implementation plan was approved by the project advisory committee, including government and stakeholder suggestions. The Bangladesh government prioritises migration of skilled workers, and WIF upgraded its training curriculum and tools as requested. These consultative processes created a collaborative environment for effective partnerships.

However, institutional constraints could not be avoided. Governments of countries of origin accorded low priority to skills development and favoured protectionist measures such as migration bans over rights-based approaches. Similarly, governments at destination were constrained by lack of resources, capacities and political will for policy reform and better governance of labour rights of migrant women workers. Unions faced institutional constraints in outreach to workers, while NGOs, CSOs and unions could not form a collective strategy to advocate for policy reform.

Despite these constraints, donors and policy makers remained receptive to engagement with WIF. The assumption is largely validated; knowledge creation and evidence building remaining a key entry strategy for WIF to engage with policy makers and other stakeholders.

4.3.2. Programme design

An examination of the programme design reviews WIF's sectoral focus, the regional approach and the project locations.

⁴⁷ The evaluators were informed of labour officials and even embassy officials profiting from labour migration.

Focus on two sectors

By focusing on domestic and garment work, sectors dominated by a female migrant workforce, WIF explored and addressed intersectional factors of vulnerability experienced by women migrants in the countries of origin and destination. WIF also tempered the sectoral focus with an understanding of the overall environment of migration in different national contexts. In the source countries, migrants are mostly employed in the construction sector and in the destination countries, they operate in construction, agriculture but also in industry and services.⁴⁸

Given that the ILO has other projects that address the needs of Syrian refugees that work with garment factories and that focus on recruitment systems, by focusing on these two sectors, WIF complemented and supplemented existing ILO interventions in destination countries of migration. WIF's added value to ILO global interventions derived from the fact that it was the first ILO wide programme that focused on large numbers of women workers migrating for low income jobs exposed to gender-based discrimination which can be assessed at the administrative, legal, social and economic levels.

The regional approach

Taking a regional approach has enabled WIF to introduce innovations and pilot interventions along the migration chain. It has enabled connections with key stakeholders in countries of origin and destination to test methodologies for training programmes, organizations and collectives. It has enabled improved understanding of issues across the value chain - empowerment of vulnerable of potential and migrant women workers at one end to the enablers and challenges posed by the enabling environment on the other.

Countries of origin show better integration with government services, greater ease in working with unions and stakeholder willingness to consider WIF's evidence when changing their interventions and policies. Given the economic reasons for out-migration, countries of origin find it easier to influence recruitment than demanding higher wages or better work conditions for their citizens abroad. The question then arises whether it is possible to strengthen collective voices of South Asian countries of origin to increase their bargaining power and build bridges between workers' collectives at origin and destination. However, as the countries of origin compete for sending migrant labour to the countries of destination, use of platforms such as the Colombo process or Abu Dhabi dialogue for collective bargaining has not been straightforward. Furthermore, in the political economy of labour migration, embassies of the origin countries in the countries of destination tend to prioritise trade issues over those of migrant workers, allowing very little opportunity for the development of a united voice of countries of origin to defend the rights of their workers.

In West Asia, Jordan and Lebanon are similar yet different on certain parameters. While domestic workers are covered by the labour law in Jordan, they are not in Lebanon (vide Article 7 of the Lebanese Labour Code). Both countries deny migrant workers freedom of association. Both countries have a large influx of Syrian refugees, an agenda that competes for attention with MDWs. In both countries, it was difficult to address attitudes and practices of recruitment agencies and employers and improve WMWs' collective representation. Another key constraint is that embassies of the origin countries are either not established in destination countries (e.g. Nepal has no embassy in Jordan) or face a lack of resources to meet the needs of WMWs (e.g. Bangladesh embassy in Lebanon).

In WIF2, two more countries, Kuwait and Oman, are under consideration for inclusion in the WIF project. This will enable WIF to develop new streams of work that could not be developed within

⁴⁸ In Lebanon, for instance, the construction sector is dominated by Syrian refugees (Chalcraft 2009; Longuenesse 2015; Errighi & Griesse 2016), men and women migrants from South Asian countries also work in the industrial sector (especially men) and in subcontracting cleaning companies (especially women) (Longuenesse & Tabar 2014).

WIF 1 e.g. international migration from India to the Middle East. New initiatives in this corridor would not only benefit from the lessons learnt in WIF 1, they could also offer potentially new openings to tackle the issues of political economy that have been faced. However, a cautious approach is needed for the expansion of WIF interventions into more destination countries, as mere expansion of coverage will not resolve the challenging issues that have confronted WIF in the current countries of destination. Therefore, interventions in destination countries must be very strategic and focussed and will be best navigated by national staff of these countries and the management of the WIF programme.

The selection of locations

Locations were selected based on inputs from governments and NGOs on criteria including high out-migration and poverty. Similarly, sites for in-migration were selected based on high in-inflows and the interests of the government and other constituents to work in those areas.

In Bangladesh, BMET provided data on women migrants from each district and the monitoring cell of the Ministry of Home Affairs on trafficking cases. Ten districts were shortlisted of which five were selected for community level interventions. In India, the Ministry of Labour suggested districts with high out-migration states: Chhattisgarh, Jharkhand and Odisha; and if budgets permit Bihar and North Eastern states. A statistical analysis was used to select districts with low presence of other programmatic interventions. Bangalore, Tirupur and NCR, garment production clusters within India, were the destination locations. The location decision involved a consultative process with government and other partners. The availability of right partners is an important factor in selecting locations too.

In Jordan, the migrant workers' centre is strategically located in QIZ, Irbid, where large garment production factories are located, while this has had the advantages of reduced costs (the Al Hasan Centre was already established before WIF), it's location within QIZ has also limited its outreach to several sub-contracted garment production units. In Lebanon, two of the three MCCs are located within the city and only one is located on the outskirts of the city. Overall, the selection of locations in the country is influenced by government and other stakeholders and has created outreach to remote locations, and vulnerable populations in the origin countries. In destination countries, there is a case for extending outreach to rural and remote locations in both Jordan and Lebanon.

4.3.3. Assumptions overlooked and external conditions

WIF has uncovered issues critical for prevention of human trafficking and safe migration, which are yet to be addressed, which could inform WIF2 design. These are as follows:

1. Guidance on content of training and trainer capacity building will enable the women to understand the risks at destination. This will reduce the possibility that women may build unrealistic expectations of protection at destination and will reduce the risk that they may make a wrong decision about migration based on the training inputs.
2. High costs of recruitment impact the timely payment and amount of wages paid to migrant workers. At destination, governments charge a high annual fee to issue work and residence permits to workers.⁴⁹ Employers reportedly cite the charges paid as a rationale to extract labour of over 12 to 15 hours from the workers and to withhold wages for the first few months of employment. Many domestic workers met in Jordan and Lebanon, and returnees met in Nepal reported withholding of wages, confirmed by the NGOs and other stakeholders in these countries. While employers pay these to the government, in practice it translates to an

⁴⁹ See Jones, 2016; Hamill, 2011. The evaluators were also informed by key stakeholders in Lebanon that recruiting agencies charge a fee much above that allowed to them. If the permitted fees are one month's salary, which could be less than \$25p per worker, the agencies ask for cash payments of about \$500 – \$700 for finding workers.

indirect taxation on the migrant worker's wages. Further, the fees do not translate into the provision of effective governance or redressal services to migrant workers, instead are reportedly used by the government to fund its expenses.

3. Building capacities of ILO constituents and other relevant stakeholders in countries of origin will lead to better wage negotiations and improved wage levels for migrant workers from these countries: WIF has raised the issue of wages, and there was reportedly progress, e.g. when in Jordan migrant workers were to be paid the country's minimum wage but when the minimum wage for Jordanians was raised migrant workers' wages did not see a concomitant rise, resulting in a recurrence of the wage gap between local and migrant workers, highlighting the continuing need for advocacy. It is also important to highlight that while good practices of recruitment can bring more Asian women to work in the garment factories of Jordan, it is important to realise that their getting lower wages than the minimum in Jordan, would eventually depress the real wages for Jordanians as well. Therefore, an increased emphasis on issues relating to wages and working conditions may be considered.

It was found that during the wage negotiation processes, countries of origin have a disadvantage; the countries providing the jobs having greater power in wage setting. This indicates the importance of collaboration among countries of origin to collaborate regionally to improve skills, awareness and negotiating abilities of workers, and have a collaborative strategy for higher wages. India and Philippines provide examples of minimum wage setting.

This strategy is by no means new or untried. There is a risk of such regional collaboration leading the West Asian and Arab States to find lower paid workers from Kenya, Uganda, Ethiopia and other African countries, a trend that is already visible.⁵⁰ Further, while collective wage negotiations by countries of origin are needed, they cannot be easily pushed by WIF-ILO alone, as there is a lack of effective access to the ministries concerned with these negotiations. Yet, WIF2 can be better aware of this need and make use of opportunities that may arise through the decent work teams of the ILO in the countries where the programme is implemented.

4. Improved skill levels and expansion of local employment opportunities in countries/states of origin. WIF experience in India has shown that when women workers acquire better technical and negotiation skills, they can gain better jobs both at the origin and destination countries. Increases in the number of good jobs locally available in the countries/states of origin will offer women the opportunity to earn locally, avoid migration and associated risks and also eliminate the dichotomy between productive and reproductive roles of women. However, this depends on the ability of constituents within the countries of origin to create better quality jobs at scale and goes beyond the mandate of WIF to other key stakeholders as well.

A key consideration in incorporating these assumptions would be the inclusion of workers' perspectives, both at origin and destination countries, so that the design of programmes and policies interventions can be more inclusive.

4.3.4. Validity of the revised theory of change

The WIF programme's approach is contrasted with the protectionist approach of anti-trafficking programmes which advocate stopping migration and criminalising the actors involved, which would discourage workers and employers to voice their issues and collaborate for a solution. WIF

⁵⁰ The substitution of Asian workers by workers from the African region needs to be factored in by donors and the ILO, as it would be possible for them to spread the lessons from WIF and enable WIF-like programmes to be initiated in the African region.

argues that not all migration involves trafficking. WIF's approach is based on an analysis of the root causes of migration and the concept of mobility by choice, which recognises the agency of WMWs.

The revised ToC (2016) has been designed to reduce the vulnerability of migrant women and girls from South Asian countries travelling to the Middle East from falling into human trafficking and forced labour. It considers complex labour migration variables such as socio-political contexts of departure and arrival, legal regulations of migration pathways and the labour relationships at destination. WIF supports workers, employers and regulators being recognised as actors in the labour market, their roles and responsibilities across the migration chain being outlined clearly and governed through appropriate labour legislation. WIF's logical model addresses the whole chain of labour migration from origin to destination, with an emphasis on prevention of forced labour. This approach allows innovations through multiple interventions and yields insights about the process of change, as evidenced by the multiple outputs of WIF.

Overall, WIF's ToC has been largely validated by its experiences and multiple interventions, highlighting that some assumptions need further elaboration and additional ones that need consideration. These risks to assumptions were already envisaged in the ToC elaborated by the project, which notes that it would be important to work on policy advocacy, although conditions are unlikely to be conducive to effective policy work focused on anti-trafficking.⁵¹

4.4. Efficiency

The TOR questions for assessing validity of WIF design were:

- **Question13:** *Examine whether the programme is implemented in the most efficient way vis-à-vis its financial and human resources.*
- **Question14:** *Assess the M&E and learning aspects of the programme. This should include a sound M&E system to monitor progress and achievement of overall objectives, documentation of learnings, as well as communication and coordination within the programme to promote learning among targeted countries.*
- **Question 10:** *How monitoring of progress, and therefore of indicators, data collection, analysis and reporting reflected appropriateness to realise the desired change? Was the M&E system designed/ or revised to capture evidence on the change part of the theories being evaluated as well as its assumptions? Why and why not?*

4.4.1. Efficiency of resource use

The question of financial resources was not examined, as this is examined regularly within the ILO and detailed financial budget variance could not be undertaken during the time available for this evaluation. Instead, WIF's efficiency and VFM were assessed together. This section presents efficiencies derived from the partnerships forged during the programme.

For efficient capacity building and collaboration, WIF selected women's rights organizations, trade unions and migrants' rights organizations, with expertise in fields relevant to the programme. For example, organizations such as GAATW, SEWA, MFA and the International Domestic Workers Federation (IDWF) had experience and expertise in gender, labour rights perspectives and advocacy. WIF helped partners in countries of origin to understand the actual working conditions at destination, created legal awareness about migration and connected them to networks for migrant workers.

⁵¹ ILO, 2015. Analysis of Theory of Change in the Work in Freedom Programme, May 2015.

Efficiencies of resource use were also derived by responding to needs of partners and providing part support to their activities, thus leveraging their funds for WIF. For instance, in Bangladesh WIF made contributions to training programmes conducted by the government and in Nepal, the government provided opportunities for the WIF team to teach in government programmes and provided funding for WIF training programmes as well. In India too, within each state, the involvement and commitment of all partners to achieve meaningful results through the project led to high levels of cooperation between stakeholders including state authorities.

This exhibits the efficiencies that WIF has derived by using partners with expertise, using them to build the capacities of implementing partners and by pooling in resources with partners for specific activities relevant for the WIF programme.

4.4.2. Monitoring and learning aspects of WIF

The WIF programme had detailed planning and monitoring processes. The national plans of the WIF programme were discussed with the government at different levels, the most rigorous process being that followed in Bangladesh, where a project advisory committee approves the plan and the project coordination committee ensured its implementation. At the programme level, the national chapters prepared a work plan every year. These are often readapted during implementation. However, making revised work plans to compare planned and actual activities and spending is not institutionalised. This limits the evaluators' ability to assess efficiency of project implementation.⁵²

This report refers to the most recent version of the ToC of the WIF 1 programme, attached at Annexure 3, which is discussed in the validity section. Following up on the recommendations of the mid-term evaluation, a detailed operational plan for monitoring and evaluation was developed.⁵³ This plan adopted a participative strategy and emphasised building partners' capacity on M&E data and information collection and on evidence-based strategy development to ensure the sustainability of programme results through the sector/region. The system contained a balance between quantitative and qualitative data collection (such as pre and post training assessment tools and human-interest stories, respectively), and while acknowledging the benefits of standardisation, cautions against stifling partner innovation. The monitoring information captures the quality and gender sensitivity of the service provided, its use, and likely outcomes, and is to be used for improved programme implementation, communication and research uptake. In addition to providing tools and indicators for each activity, partner visits are regularly undertaken and planned, covering financial and programme aspects.

Although the M&E system is comprehensive, inclusive and participatory, it would enable better feedback for the programme's effectiveness and ToC if it would include:

- Tracking of the participants of pre-decision training, which would enable the project to strengthen its programme and policy interventions, e.g. advocacy for social protection and livelihoods support at origin; and

⁵² For example, as per documentation available on the fieldwork in Lebanon, WIF has allocated \$288,884 to the MCC in order to fund activities [which] aim at strengthening and educating MDWs and establishing a pro-bono legal committee dedicated to MDWs (WIF 1 revised workplan 2018, output indicator 3.3). MCC's final technical report II of 2018 mentions (page 4) that a pro-bono legal committee was established, and work was done with 9 legal interns from the Université La Sagesse (ULS). But MCC's executive director reported that this committee was not established because of difficulties relating to human resources. Instead, a new strategy aiming at building MDWs' capacity for self-advocacy was implemented. Since the evaluator has no trace of how and if the funds have been readapted to and reallocated for the new strategy, it is not possible to assess whether the pro-bono legal committee was established or retooled.

⁵³ ILO, 2018. Monitoring and evaluation framework and operational plan for WIF programme.

- Oversight of the appropriateness of the messages conveyed to women during training, by examining the tool, regarding issues relating to migration (e.g. age bans, risk of isolation at destination, etc.), which would reduce the possibility of wrong messaging.

WIF has a detailed operational plan for monitoring and evaluation, supplemented by technical progress reports which allow for quantitative and qualitative monitoring.

The programme also had the benefit of an advisory board, which was convened once a year. The board's own assessment is that it was able to add value, which was endorsed by the management of WIF. A key recommendation of the board was to reduce the targets in terms of the number of women reached, which the donors and ILO took on board, and which enabled the programme to prioritise quality over quantity.⁵⁴ Some partners stated that they were not privy to the advice of the advisory board, an issue which was resolved in the last year of implementation, when the board did meet the regional partners of WIF.

4.5. Value for money

This section answers questions 15-17 of the TOR:

- **Question 15:** *Assess if the programme has cost-sharing with/ leveraged resources from other programmes and projects, and the involvement (professional and time) of other ILO specialists in supporting the programme.*
- **Question 16:** *Assess the partnerships with the London School. What was the most benefit from the partnership and how the programme made use of evidence and learning from this? Review the breadth and relevance of other partnership networks that the ILO mobilised in the programme according to overall objective and outcomes.*
- **Question 17:** *Assess the capacity of the ILO to understand forced labour, migration dynamics and women's work from a rights perspective, mobilise needed expertise, resources and right set of partners to achieve overall aim in the targeted region and countries at a reasonable cost.*

4.5.1. Cost sharing and leveraging of resources

WIF has achieved cost efficiency in three ways:

WIF has shared costs with other ILO projects in the five countries of implementation. In Bangladesh, WIF shares office space with MIGRATION⁵⁵, which has significantly reduced its fixed costs and resulted in a major efficiency for WIF. These offices operate from the space the Bangladesh government offered to the ILO, as the governments' in-kind contribution to ILO projects, including payment for utilities.⁵⁶ Collaborations have also been made with other projects including FAIR, FAIRWAY, DIGAM, REFRAME, LIFE and BRIDGE.⁵⁷ In Nepal, WIF collaborates with FAIR, FAIRWAY and BRIDGE.⁵⁸ In Jordan, the NPC splits time (50 per cent) between WIF and FAIR programme. This reduces costs and adds value through increased efficiency of the work done with

⁵⁴ Reports of the advisory board, 2014- 17 have all the detailed recommendations by the board in each year.

⁵⁵ MIGRATION is an SDC-funded project in Bangladesh for the "Application of Migration Policy for Decent Work for Migrant Workers", referred to by ILO-CO in Bangladesh as MIGRATION project.

⁵⁶ Of the total yearly administrative expenses, WIF was expected to contribute only 350,000 Taka (GBP 3,257), towards consumables and the salary of the security guard.

⁵⁷ The FAIR project supported by SDC seeks to contribute to the promotion of fair recruitment practices globally and across specific migration corridors in North Africa, the Middle East and South Asia. Target countries for pilot projects include Tunisia, Jordan, Nepal and the Philippines. The Regional Fair Migration Project in the Middle East (FAIRWAY project), supported by SDC, supports implementation of the ILO Fair Migration Agenda in the region and offers country-specific assistance and support, with a focus on the sectors in which low-skilled migrant workers predominate – construction and domestic work. DIGAM is an SDC-funded project co-funding the worker centre in Jordan. REFRAME is a domestic workers' project in Lebanon and Jordan. LIFE is an employment project in Nepal. BRIDGE is an anti-trafficking project in Nepal.

⁵⁸ A Bridge to Global Action on Forced Labour, an ILO global project, including Nepal, Peru, Mauritania and Malaysia.

common stakeholders. In Lebanon, the WIF and FAIRWAY programmes practice active collaboration. Since WIF already supported employer advocacy through large information campaigns on mass media and social networks (with ASI/KAFA),⁵⁹ FAIRWAY concentrated on further developing codes of conduct for employers providing trainings through EQUIP and IDWF. The Intertwined study was also partly co-funded by EU's Global Action Programme on MDWs (GAP-MDW). Starting March 2017, WIF and FAIRWAY actively shared costs in supporting FENASOL and DWU in developing a one-year project with FENASOL aiming at expanding DWU membership and creating a legal clinic for training MDWs for self-advocacy. WIF and FAIRWAY worked together for a unified voice and WIF's NPC has been delegated by the ILO senior migration specialist to represent both the programmes vis-à-vis the government.

WIF has received inputs from ILO's technical specialists. The WIF senior management team is very impressive, with the CTA bringing experience from other UN agencies and other countries in the region. The NPCs brought to the WIF programme their expert understanding of local contexts, contacts and partnerships.

DWT's technical specialists have connected WIF to national processes of policy making and provided insights from regional level agreements like the Colombo process and the Abu Dhabi dialogue. WIF could further collaborate with ILO's DWTs to advocate for South Asian countries to develop a negotiation strategy for decent work conditions, possibly through the South Asian Association for Regional Cooperation (SAARC) platform or other relevant partners. WIF could conduct research and compare wages across countries, corridors and occupation to inform this discussion.

WIF has received contributions from government programmes in countries of implementation. WIF 1 has created an environment whereby government channels its resources towards programme objectives. In Nepal, the government funded pre-migration training, skill training and seed capital for women's enterprises. In India, the Odisha government allocated INR 1.3 billion (GBP 145 million) to address distress migration. In Chhattisgarh, over INR 10 million (GBP 111,500) has been mobilised for social protection, vocational training and livelihoods enhancement of WIF beneficiaries. In Bangladesh, the Prime Minister's office contributed BDT 2.4 million (US\$ 29,000) for the training content developed under WIF to be transmitted through 37 audio, video and mobile text messages. These few examples provide an indication of the extent of finances leveraged by the project.⁶⁰

While a detailed calculation has not been done, evidence presented above shows that WIF has leveraged significant financial and human resources from ILO projects, ILO's DWT teams and governments and towards meeting the programme objectives.

4.5.2. The partnership network mobilised

The research role of the London School of Hygiene and Tropical Medicine (LSHTM) was mandated by the donor as a part of the design of WIF 1. The role assigned to the LSHTM was for impact assessment and research concurrent with the programme implementation. The discussions in the initial stages, including the evaluability study of the WIF programme, highlighted that the suggested methodology for impact assessment, randomised control trials, would not be appropriate for studying human trafficking.⁶¹ Furthermore, as the methodology of the WIF programme was itself variable, it would be challenging to set up randomised control trials along with adaptive

⁵⁹ Information campaigns targeted employers' poor knowledge on contract requirements and incorrect assumptions on the *kafala* system and aimed at the demystification of several stereotypes alleged to MDWs.

⁶⁰ These anecdotal examples do not capture the full contribution of district, state and national governments, which would be quite substantial if a detailed estimate is prepared.

⁶¹ Also stated in the WIF document on the Monitoring and Evaluation Framework: ILO, 2018. Monitoring and Evaluation Framework and Operational Plan for WIF Programme.

programming. Following these discussions, longitudinal studies were set up whereby baselines and end of project studies were to inform the stakeholders about the effectiveness and impact of various interventions. At the time of writing the report, two studies by Blanchet were available, which highlighted several critical gender issues in the pre-decision training in Bangladesh. As discussed in the effectiveness section of the report, the programme and its implementing partners used these to significantly improve the training. Other studies started by the LSHTM were not available at the time of the evaluation. Furthermore, as detailed interviews with the LSHTM team could not be conducted during the evaluation, not enough evidence is available to make a firm conclusion about the contribution of the LSHTM to the WIF programme.

WIF has over 96 partners (listed in Annexure 7), that are categorised by country and type of organisation in Table 3.

Table 3. WIF partners

Partners	India	Bangladesh	Nepal	Jordan	Lebanon	Total
Government departments/ organizations	5	6	7	2	1	21
Worker’s organizations	12	2	3	1	2	20
NGOs	7	4	4	2	5	22
Recruitment agencies and associations	2	1	0	2	2	7
Research organizations	5	2	0	0	2	9
Total	31	15	14	7	12	79
Regional associations					5	5
International/global organizations					9	9
Partners funded by the LSHTM					3	3
Total					29	96

The partnerships include a variety of formats including close collaboration on programmes, different types of financial agreements, joint advocacy, etc., which allowed the WIF programme to leverage not only expertise but also the networks and financial resources of partners.⁶² Partners at origin and destination had expertise in gender, labour issues and safe migration, and could innovate on solutions.⁶³ The programme broadened the scope of the outreach beyond tripartite partners of the ILO to recruitment agencies, embassies and ministries such as (Ministry of Labour/ Ministry of Justice/Ministry of Interior) as well as other civil society organizations, many of which are now willing to engage in formal dialogue on professional practices.

WIF mobilised a very wide range of partners for piloting and implementing different activities to achieve the goal of women’s empowerment, their safe migration and prevention of trafficking. Their choice of partners benefitted WIF activities and nationals, who in turn, disseminated the experiences of the programme. At the International Labour Conference in 2018 some of them shared WIF learnings and were able to raise issues of gender and structural violence that women face in informal work.

4.6. Impact orientation and sustainability

The subsections here answer the following questions of the TOR:

- **Question 18:** *Examine if partners such as local government follow better practices that are developed under WIF. Assess how national/ local partners can take ownership of the programme outcomes, as well as sustain and expand them with strengthened capacity supported by the programme.*

⁶² Examples include the organization of workshops by partners, e.g. The National Law School University in Bangalore, and Migration Forum Asia in Philippines, on issues relevant for WIF, for which the partners spent their own resources.

⁶³ For details of partner contributions, please refer to Section 7.1.

- **Question 19:** Review and provide clear examples of WIF's achieved impacts/ results (e.g. how WIF policy interventions have brought to shifts towards better policy outcomes (including legal/ regulation), or of how WIF interventions on the ground (in source or destination countries) have helped empower beneficiaries and reduce their vulnerability to exploitation.
- **Question 20:** Review beneficiaries' feedback on WIF (either positive and/or less positive experiences of WIF) and lessons for how DFID, the ILO and others can engage in the future.
- **Question 21:** To what extent WIF findings and lessons are new in the anti-trafficking field, how much demand there is for this from stakeholders active in this area and the extent to which the ILO has been able to project and successfully communicate these lessons to relevant stakeholders (including governments, donors, NGOs, worker and employer representatives and others).
- **Question 22:** Where should the ILO focus its interventions in order to achieve sustainable impacts in women's empowerment in the future?

4.6.1. Mainstreaming and scale up of tools and practices by partners

There are several examples of the government and other partners adapting tools and practices developed and adopted under WIF.

In Bangladesh, BMET incorporated WIF's feedback in their training module and updated its curriculum for outgoing and returnee migrants. WIF's NGO partners have used a booklet prepared by the ILO's migration project in their pre-decision and pre-departure trainings.⁶⁴

The local governments in India, Bangladesh and Nepal have increased their capacity to deliver safe migration and women empowerment programmes, mainstreamed WIF modules in their own trainings and have taken ownership by incorporating these programmes in the local government's budgets. In Nepal, government at municipality and district levels have allocated budgets for additional trainings on the topics of safe migration and women's empowerment in the training programmes they conduct as well as for rehabilitation of returnee women migrants.

In Nepal, the government at the local and district levels has assigned spaces for migration resource centre (MRC) booths to provide information about migration. WIF also made linkages with the government's employment service centres (ESCs), where women who opt not to migrate can register for skills training and jobs. One implementing partner in Nepal created community alert groups (CAGs), which keep a watch on which households have potential migrants and ensure that they are informed about the benefits of migration as well as the risks of falling prey to forced labour and human trafficking.

In India, NGOs helped the government to reach larger number of beneficiaries. The WIF initiatives which have high potential for replication by government and NGOs include: training peer educators for community outreach (India, Nepal and Bangladesh), record keeping of people who migrate from the villages (India, Nepal), expanding and forming new collectives and unions, Panchayat facilitation centres (PFC) in India, and workers centres (Jordan, Lebanon and India).⁶⁵

This assessment was in turn used by KN, Bangladesh, to provide accurate information to workers about the recruitment process in Jordan. The findings were also used to brief the CEOs of the five largest employers of Bangladeshi migrant workers in Jordan. The KN team replicated the WIF training methodology in other projects (e.g. Ajanta project with ten members for economic empowerment of returnee WMWs and trafficking survivors). Similarly, other partner NGOs like the

⁶⁴ The booklet is titled "Promoting Decent Work through Improved Migration Policy and Its Application in Bangladesh."

⁶⁵ On the suggestion by ILO WIF, the Kerala government has opened two workers resource centers as spaces for organising and collectivizing, a place to unwind, learn languages and skills, share happiness and concerns, celebrate and entertain themselves. They plan to open 16 such centers across Kerala. Refer to Annexure 2 on good practices No 6.

Child in Need Institute (CINI), Samarthan, OKUP etc. applied learnings from WIF to their other projects. Partners also reported having developed their own capacities through their work with WIF, e.g., SEWA stated developing its expertise on migration and trafficking issues.

WIF's practical tools have been utilised by the partners and WIF was able to scale up and mainstream several practices because of its strategy of evaluating already existing schemes of the government and the good trust and collaboration enjoyed with partners.

4.6.2. Policy outcomes

The combined efforts of the ILO, WIF and implementing partners have resulted in significant achievement in influencing policy. Through their advocacy efforts WIF and its partners have improved engagement with government bodies to draw attention to migration issues in terms of reviewing existing migrant workers' rights and improving the legal framework. WIF achieved a partnership quality wherein the national governments and other local, national, regional and international partners took policy initiatives. Some examples from India include:

- The ILO and the state government in Jharkhand established a working group, which included representatives of the ministries of labour and women and child departments, police, trade unions, placement agencies, skill training providers and the WIF implementing agency CINI. The discussions in the working group led to the formulation of the Private Placement Agencies and Domestic Workers (Regulation) Bill of 2016, which included regulatory conditions on placement agencies and is meant to check trafficking besides regulating service conditions of domestic workers.⁶⁶
- In Jharkhand efforts are being made to regulate placement agencies through the enactment of a law.
- In Odisha, SEWA-NAWO union members are represented in various government forums where they have strongly advocated for dignity of labour and ratification of ILO Convention 189.
- WIF partners shared ideas for policy considerations with the Odisha government on developing a special action plan to address migrant workers issues.
- WIF also influenced new approaches and the Odisha government has initiated and signed a Memorandum of Understanding with the Karnataka government, a destination state, to place a labour liaison officer from Odisha who will monitor the conditions of work of migrant workers from Odisha and advocate for better conditions for them, launched a toll-free helpline and provided legal aid. This initiative was later expanded to Tamil Nadu, Telangana and Delhi where liaison officers have been provided. The ILO conducted orientation training for four labour liaison officers in Delhi in June 2018. In Jharkhand, the government was keen to start a programme to motivate migrants to return. The ILO raised certain key questions about sustainable livelihoods in Jharkhand, proposed ways to reach young women in distress and the challenges in getting the community to accept and respect the returnees. The government took heed and decided to strengthen community work, networks to reach and provide support to returnee migrants, and improve livelihoods. WIF influenced the government to step back from its protective response to risks of migration, to a paradigm more aligned with mobility by choice. Further, the social audit unit of the government in Jharkhand has been strengthened to respond to migration and livelihoods issues.
- In Lebanon, the evaluators could not assess a real shift in policies addressing MDWs' social and work conditions and vulnerabilities. Fair recruitment practices are still thwarted by a regulatory framework which forces MDWs to take circuitous routes to reach the country. Similarly, the current customary regulations bind MDWs to reside at their employer's house, strongly restraining their freedom of mobility. Within this environment, the informal

⁶⁶ The Bill was passed by both houses of the state legislature but was returned by the Governor of the state, so has not been passed.

networks play a vital role in providing MDWs with alternatives and breaking the law by leaving the employer is sometimes the only way to avoid abuses and gain a limited and risky independence. While informal networks can provide MDWs with a certain degree of independence and freedom of mobility, these same networks can expose them to various forms of moral and physical exploitation as reported by both interviewed MDWs and highly placed institutional stakeholders. As per collective representation, MDWs still suffer from the lack of acknowledgment of their social and occupational relevance and therefore, of their right to be represented and to participate in collective bargaining.

At the regional and global levels, WIF fed lessons to the draft of the convention on ending violence and harassment against women and men in the world of work.⁶⁷ WIF also offers significant documentation that can add value to the Colombo process, the Abu Dhabi dialogue, etc.

ILO Geneva has not been able to incorporate WIF's perspectives into Alliance 8.7, which if done, could further the global agenda on SDG 8, especially SDG 8.7.

4.5.3. ILO capacities

The ILO as a part of the UN, has led norm-setting on labour issues for nearly a decade with its 186 member-states. The ILO has the structures to convince governments to ratify its labour conventions and protocols and then supervise adherence to the commitments through the CEACR.

The ILO's unique position as a convening organization has enabled WIF to bring knowledge and facilitate networking, creating value for other ILO projects and other WIF partners. In doing so, WIF has contributed to informed decision making by women and linking non-migrants to livelihoods support, recognizing sub-agents' roles in connecting women to jobs and increasing their capacities to follow good practices supporting workers centres as safe spaces for worker recreation and support in destination countries.

The ILO's tripartite structure and collaborations with workers, employers' organizations and the government put it at an advantage in creating social dialogue. An example from Jordan highlights the advantages of long and continued support of the ILO to the national governments. The Better Work Jordan (BWJ) programme was started in 2006 in response to a request by the Jordanian government for ILO collaboration. The head of the BWJ used the tripartite processes to bring together trade unions, employer associations and the government. WIF collaborated with the BWJ programme to highlight the issue of unequal wages for migrant workers. A major achievement of this process was the equalisation of the minimum wage rate for migrants and Jordanian workers. However, this advantage was lost later, when the minimum wage was increased only for Jordanian workers.

In contrast with benefits from ILO relationships, some initiatives proposed under WIF were not carried through because of a lack of acceptance by the country constituents due to incidents of internal dissonance. For example, a research study proposed in Lebanon could not be planned due to an apprehension that some ILO social partners may have opposed it. A technical cooperation project generally tries to achieve a specified goal. The country offices may view this as a threat to embedded relationships with national governments and other constituents.

Overall, the ILO has demonstrated in many ways its advantage as a UN agency, capability and knowledge to manage and deliver effectively on WIF. The credit for this may be given largely to the WIF CTA and NPCs, who have created a commendable partnership base and captured processes and lessons learned during the first phase. In addition, the DWT teams have ensured a two-way link

⁶⁷ For the full report, see https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_553577.pdf

between WIF's lessons being shared with other projects in the regions covered, and information and lessons from the region have been brought to the knowledge of the WIF team.

4.6.3. Beneficiary feedback and institutional engagement

The beneficiaries met during the evaluation claimed improved understanding of the impacts and risks of migration, increased their ability to negotiate their decisions and resources within the family through linkages for social protection and livelihoods support.

The rural unions and collectives (SHGs, cooperatives) formed in India have already demonstrated sustainable outcomes, e.g. written contracts for domestic workers and equal wages for women and men. By contrast, the urban domestic workers union in Bhubaneswar were not confident of negotiations leading to any change, many had not received wage increases for over three years, and they reckoned that if they asked for higher wages or any of their rights, they would simply get substituted by other workers. Members of both these organizations said that if they could find any other livelihood option, they would like to opt out of being domestic workers. In the Jharkhand collective, the young women were very enthusiastic and having obtained written contracts with good work conditions, were not disheartened with domestic work, like their older counterparts.

These testimonies showed that while in rural areas in India the impact was largely positive and sustainable, in urban areas continued support would be needed. The future focus of the ILO's support for women's empowerment will continue to be the areas currently addressed by WIF: community level trainings, influencing the government to improve the quality and facilities provided for pre-departure trainings, and augmenting the access to livelihoods protection and promotion services of the government.

4.6.4. New lessons, stakeholder demand and dissemination of findings

The WIF programme model is differentiated from the approach followed by trafficking programmes which result in the criminalisation of recruitment agents as well as migrant workers. The WIF programme focuses on causes of trafficking and policy change. It concentrates on: a) prevention of distress migration at the origin countries by creating employment at origin countries; b) collectivisation and creating voices and reforms at origin and destination; and c) governance of recruitment processes at destination countries. Following this approach, WIF has generated several new lessons in the anti-trafficking field:

- The WIF approach starts with analysing the root causes of migration, ranging from agrarian crisis, violence against women, displacement of persons, to aspirational migration.
- WIF has brought out well structural aspects of exclusion which create high vulnerability to migrate for the scheduled caste, tribal and IDPs, women, and other people in poverty.

The research brought out by WIF (Annexure 10.1) adds to the knowledge development in the sector, analysing issues related to forced labour, from wages, to recruitments costs and issues at the policy level, such as migration bans.

WIF has built the capacities of implementing NGOs in both the sending and receiving countries. NGOs reported that they had gained conceptual clarity about women's empowerment, rights of women and migrant workers. They learnt to focus and sharpen intervention strategies and make a clear road map for the organization. They acquired the ability to articulate workers' demands and to strategise how to influence policy. They strengthened their linkages with government and NGOs and gained recognition by state and non-state actors as knowledge holders in the field of women's empowerment and migration. The government officials met in all the project countries acknowledged the work of ILO-WIF and there were several instances of state's requesting ILO support for training and capacity building, with WIF organising workshops on specific issues to generate a common understanding and address policy issues.

There is appreciation and demand in Nepal and the response to many interventions is positive in India and Bangladesh too. In Jordan and Lebanon, the response is positive mainly to capacity building interventions. Trade unions and NGOs are open to collaboration but have structural constraints in outreach and creating voice.

4.6.5. ILO's future interventions for sustainable impacts on women's empowerment

The ILO's future programmes aiming to reduce vulnerability to forced labour and trafficking of women and girls within and from South Asia into the Middle East can draw many lessons from WIF about what works and what does not work.

Sustainability of the results of the WIF 1 interventions were ensured by anchoring them in decent work country programmes and national development, as four of the target countries have expressed political will to eliminate all forms of forced labour and trafficking. Lebanon is an exception, where the DWCP does not show tripartite commitment to eliminate all forms of forced labour and trafficking. Therefore, WIF2 needs to find creative ways to approach issues relevant to WMWs in different outputs of the DWCP. Furthermore, the project management ensured sustainability of results by working in close collaboration with ILO constituents and by focusing on building their capacity to address forced labour.

While many of WIF's products are mainstreamed and are likely to have continued use, long-term impacts from knowledge, capacity building and policy interventions will only arise from sustained multi-stakeholder engagement over a longer period. In addition to areas outlined by WIF2, the ILO's future interventions should be focused on the following areas: a) prevention of distress migration by skilling, disseminating information and empowerment and capacity building in the origin countries; b) coalition building at national and regional levels for wage negotiation; c) policy change in origin and destination countries; and d) support to embassies and labour attachés of countries of origin and destination.

4.7. Crosscutting issues

While work on them is reported across all sections, this section highlights some key crosscutting issues relating to gender equality, internal labour standards, tripartite processes and social dialogue.

4.7.1. Gender issues

WIF, as described in its ToC (2016), was designed to focus on women's empowerment, where the expected impact is reduced vulnerability to forced labour and trafficking of women and girls within and from South Asia, to Jordan and Lebanon. WIF targets women as beneficiaries at source and destination, recognising that in domestic and garment work, they are particularly vulnerable to trafficking, exploitation and abuse. The programme also aims to understand how to contribute to women's social, economic and political empowerment so that it may decrease their vulnerability to trafficking.

WIF has had many positive impacts on women at the community level. The programme identified potential and aspiring WMWs and provided pre-migration training to enable them to make an informed choice about migration. They learnt about health issues, financial literacy, operating mobile phones, memorised useful contacts and had joint exposure visits to police stations. Women were connected, individually or through groups, to official services for skill training, social protection and seed capital for starting businesses. Women were encouraged to form self-help groups, enterprise cooperatives and to enroll in unions. Women, young and old, reported feeling empowered to take decisions and assert their demands as a result of WIF's interventions. Returnee migrant women were also able to talk about their experiences during migration, how to overcome the stigma of having gone for domestic work and gain better acceptance from the community.

The programme targeted women who faced exclusion for belonging to socially and economically marginalised groups, working in stigmatised, feminised and unprotected sectors. In destination countries, they are typically under control of their employers, isolated from mainstream society. For migrant women in these sectors, gender discrimination takes several forms.

The first is an age band within which women are permitted to migrate, starting at 24 (Nepal), 25 (Bangladesh) and 30 (India). As workers are not permitted to take along family members, a dichotomy arises between their productive and reproductive roles. These age bars rationalise a system by which women first live their reproductive roles at origin, then productive roles at destination, and when their productive capacity is considered exhausted, return to their countries. These gendered practices need to be questioned rather than promoted, as if the dichotomy has no social costs. The separation of families and child care assigned to extended family have social costs, about which more knowledge is required, so that an advocacy agenda can be built.

Other anecdotal evidence indicated malpractices like contraceptive injections being given to women during mandatory pre-migration health checks, without their knowledge.⁶⁸ This is viewed as a protective measure and justified as such.

If WMWs become pregnant in the destination country, they are deported. So, women hide their pregnancies and have children in secret. The team heard of cases where the children stayed hidden from a few months to up to nine years, so that the mother could work and not be deported. In Jordan, if the father is Jordanian, the child is reportedly retained in Jordan, in foster homes. NGOs have successfully sent back some children and their mothers, which needs competent and expensive legal representation.

The evaluators found that the garment workers in the QIZ in Jordan often worked for 12-14 hours a day, with little understanding of how to calculate the overtime wages due to them. In the work places and hostels visited, high physical control and surveillance was visible. Some cases of poor facilities and sexual harassment at work had been reported. While some women were unaware of the control inherent in the facilities provided by employers, others resented it. Both in Jordan and in Lebanon, domestic and garment workers reported low wage rates as the most critical issue they would wish addressed.

While the programme could raise and address some issues, it imbibes or accepts others. Research and contacts with workers through MCCs and workers' centres enabled WIF to highlight the issues stated above, however these could not yet be addressed effectively. The age bar requirement is not critically reviewed by the programme, but instead is internalised into the training programmes, losing a valuable opportunity to discuss the dichotomy between productive and reproductive roles of women that are created by migration. The issue of contraceptive injections being administered without knowledge or consent of the workers has not been identified in any WIF research. The wage issue has been addressed in Jordan, with good albeit temporary results; more needs to be done to ensure that work in these two feminised sectors gets reasonably remunerated. WIF has been able to deal successfully with sexual harassment of the workers by getting the factory closed and the manager removed.

⁶⁸ The injections prevent conception for 2-3 months. The justification provided is that there is a gap of 1 – 2 months between the medical check and the women flying overseas, during which women return to their homes. The injections would prevent pregnancy during this period. While the logic is valid, the concern raised here is about giving the injection without the knowledge of the woman, thereby suppressing her agency.

4.7.2. International labour standards and tripartite processes

The TOC refers to the following ILO standards as most relevant for the WIF programme.

Forced labour (C29, C105 and P29)			
Addressing discrimination (C111), CEDAW.	Freedom of association, right to organise and collective bargaining (C87, C98).	Migrant worker and recruitment standards (C97, C143, C181).	Decent work for domestic workers (C189), home based workers (C177), and child labour (C182).

The work on international labour standards (ILS) was advanced through awareness generation and building voices, as well as the preparation and dissemination of IEC materials through unions and workers' centres. WIF also sponsored workers' centres coordinators, labour department officers and other stakeholders to attend trainings in Turin. Central, regional and global federations of trade unions also advanced advocacy work on ILS. More details on the work done on ILS are provided in Annexure 5.

While many activities of WIF contribute to the advancement of these ILO conventions, the structure of the TPRs does not mandate reporting on them. In order to systematically monitor how WIF is promoting or contributing to work meeting international labour standards, the reporting on this needs to be incorporated in to the TPRs and the annual reviews, so that learning may be derived on the process by which the ILO's technical cooperation projects can advance the ratification of and provisions in the conventions, even in situations where the conventions are not yet ratified by the respective governments.

Given the lack of outreach of traditional unions to WMWs in the domestic and garment sectors, WIF engaged with both traditional unions and rights-based NGOs. This brought advantages but also issues around the ILO methodology which are discussed in detail in Annexure 5.

WIF has used the mechanisms of tripartite workshops, consultations and training programmes effectively to provide technical inputs to social partners about legal issues to build consensus on key issues. For instance, in Nepal WIF provided periodic inputs and evidence from the No Easy Exit study and provided technical inputs to multi-stakeholder consultations on the foreign employment act and guidelines on overseas employment into domestic work, which contributed to the new guidelines bringing the age ban down from 30 to 24 years of age. In April 2017, after a group of politicians visited Gulf countries to check the working conditions of domestic workers, the MoL has ceased to approve departures of MDWs.

Overall, the ILO's tripartite approach, involving social dialogue was one of the key strengths of WIF's methodology. ILO-WIF created a space for stakeholders to meet, raise concerns and debate solutions. The process was limited by the relatively low response of formal recruiters and their associations and low reach to informal recruiters, employers, lack of freedom of association in destination countries and the relative reluctance of governments in these countries to address some of the critical issues relating to rights and provision of decent work to migrants.

5. Conclusions

WIF is a unique and highly flexible programme that aimed to reduce the vulnerability of women and girls from South Asia (Bangladesh, India and Nepal) to West Asia (Jordan and Lebanon) to forced labour and human trafficking. The project focused on domestic and garment work, testing a range of interventions and new ways to approach difficult issues, which spanned community level engagement, institutional capacity building and policy influence.

The programme has been effective in reaching women who are vulnerable to migration and trafficking. The training has provided information and increased women's agency to make decisions about whether to migrate or not. WIF activities were also flexible and tailored towards partners' specific needs. At origin, these discussions led WIF to introduce linkages with government schemes and support for alternate livelihoods. While these linkages have been very strong where the governments are active, as seen in some Indian states and in Nepal, in other locations, government schemes are not yet in place or not easily accessible (Bangladesh), and point to major gaps that the government must address to prevent distress migration.

In destination countries the programme focussed on working with governments for policy influence and capacity building, supported trade unions and NGO efforts for outreach to migrant workers in domestic and garment work, and worked with recruitment agencies opening discussions with recruitment networks to monitor the commitment to fair recruitment practices. To ensure outreach to WMWs in the garment and domestic work sectors, WIF replicated an already existing good practice of supporting workers centres in both Jordan and Lebanon. In an environment where freedom of association is not available to migrant worker, the workers' centres provide WMWs with safe spaces where it was possible to gather and share experiences and grievances and develop skills and competencies for self-advocacy.

WIF has maintained very good contact with important stakeholders such as the government, providing technical support at the policy level, with uptake for the advice being different for different interventions such as BLAs, migration bans, policies on domestic workers and the anti-trafficking bill. Training of labour inspectors on issues of migration and prevention of trafficking was provided, however, lack of financial and human resources in the labour departments, a lack of a sound legal framework and other competing priorities, such as the influx of refugees, continues to draw attention away from issues of migrant workers.

One of WIF's key outcomes was stronger partnerships. The project has opened better interaction and dialogue between government, implementing partners and other CSOs over surveillance and advocacy on safe migration. Another key contribution made by WIF is knowledge generation. Several research studies, commissioned by WIF, informed the programme and form a valuable contribution to other organizations and projects for safe migration and the prevention of trafficking.⁶⁹

The ILO has used its convening powers to good advantage by collaborating with a wide range of partners, experienced and knowledge holders in community development, safe migration, gender, labour rights and migration issues. By using tripartite processes and social dialogue it promoted discussions on contentious issues that lead to forced labour and trafficking. The ILO's technical specialists have provided valuable inputs to the programme and played an important role in sharing information, insights, good practices and lessons emerging from the programme to regional forums, especially in the South Asian region. WIF has very high potential to contribute to SDG goal 8 and can have a good two-way link with the Alliance 8.7 initiative of the ILO, especially through the opening provided by Nepal becoming a Pathfinder country under the initiative.

Several challenges remain. Governments tend to follow protectionist rather than rights-based approaches. Consultative processes that build voice and influence policy change are time consuming, hence their impact may be visible only over long periods of time. Meanwhile, programmes like WIF play a very crucial role in generating lessons from experiences, that span women's empowerment, institutional capacity building and policy change.

WIF2 has a valuable opportunity to benefit from and advance the achievements of WIF 1, both at

⁶⁹ The two key studies by an LSHTM partner taken on board for this evaluation were those by Drishti.

the policy and programme levels. There is scope for further collaboration with the DWTs of the ILO to strengthen the capacities of governments at origin and destination, and for more knowledge generation. In addition to forging new ones, the programme could retain many of the existing partnerships for greater efficiency and effectiveness.

6. Lessons learned and good practices

The lessons presented in this evaluation are additional to those that WIF has already documented.⁷⁰ Five key lessons learnt are detailed in Annexure 1 and are summarised here.

6.1. Lessons learned

Lesson learned 1: The stigma of domestic work in countries of origin and countries of destination results in poor wages and working conditions.

The shame and stigma attached to domestic work impacts negatively on initiatives at both origin and destination. It is important to work towards raising the dignity of domestic work which will in turn contribute to changing the poor perceptions of the sector and its workers in all the project countries. Donors, international agencies, unions and NGOs need to recognise that women in domestic work are hard to reach and are highly vulnerable. Therefore, outreach strategies must be particularly suited to the needs of this group, especially for women kept in conditions of captivity within their employers' households.

Lesson learned 2: Collectivisation is easier to achieve in countries of origin.

Collective representation can be organised more easily in source countries than destination countries. As a result, it would be easier and beneficial for governments, in both source and destination countries, to set up systems for collaboration in source countries, whereby workers have membership of associations before they travel. The lack of a legal framework at destination makes women migrant workers vulnerable to low wages and poor working conditions.

Lesson learned 3: Organising workers in countries of destination (Jordan, Lebanon) is challenging.

Organising workers has not been possible in the destination countries of Jordan and Lebanon. In both countries, freedom of association is not granted to migrant workers. The lack of a legal framework under which migrant workers can organise poses difficulties for workers to come together and make representations to their employers or the government. This results in their wages being kept low and their working conditions being poor, such as long working hours, no leave, lack of sleep, insufficient food and no medical attention when needed. WMWs have no tools to respond to decent work deficits through direct participation to collective bargaining, and they remain dependent on local, native trade unions' representatives and/or MRCs and NGO mediation.

Lesson learned 4: Transparent recruitment systems do not guarantee decent work (Bangladesh, Jordan).

A good practice set up during the WIF programme relates to the Government to Business (G2B) recruitment system, whereby the government of Bangladesh facilitates the recruitment of garment workers by a private company from Jordan. However, most workers are not aware of how many hours of overtime is given, at what rates, and if the overtime rates are higher than their regular wage rates, which is the norm. Furthermore, even in the domestic work sector, just the fact of fair recruitment does not guarantee decent jobs. Workers who have arrived through this fair recruitment processes may still land in work situations with elements of forced labour. This calls for monitoring separately the two objectives of fair recruitment and decent work.

⁷⁰ ILO, 2017, *Lessons learned by the Work in Freedom programme*, October 2017.

Lesson learned 5: Systematic data collection and sharing is essential for good governance and the safety of migrants.

Comprehensive data on domestic migrant workers is difficult to find and is not systematically collected and monitored by any agency. There is variation from agency to agency about the number of workers going out for migration from the COO, workers arriving for work in a COD, their occupations, employers, etc. Effective sharing of data would enable better coordination of services that migrants need, especially in the case of either workers or employers wishing to change the worker/employer, and in cases of labour law violations, such as withholding wages, holding passports and phones, restricting movements, verbal or physical abuse, or violence.

6.2. Emerging good practices

Several good practices have emerged in the first five years of the implementation of WIF and are discussed in the main report. Seven of these are outlined in detail in Annexure 2 and are summarised here.

Good practice 1: Creation of a cadre of community workers: India, Nepal, Bangladesh.

The creation of a cadre of community workers, volunteers and peer educators has been central to the WIF programme interventions. In Nepal, returnee migrants have been appointed as peer educators to the extent possible, which gives them the advantage of experience where potential migrants pay heed to their advice. In certain cases, women who are not necessarily returnees have been appointed as peer educators. Peer educators are central to the programme as they are the ones who are in touch with the day-to-day reality of the women's lives and the context in which it is embedded. Women depend on them not only for migration but for solutions of all other problems related to their personal life, family and access to different services. Peer educators have handled this quite well, despite limited trainings and the additional workload it creates. Hence it is important to further strengthen community cadres like peer educators to ensure outreach and impact in the most vulnerable communities.

Good practice 2: Livelihoods support at origin as a strategy to prevent distress migration.

In most of the origin countries, implementing partners have focused on improving livelihoods to address the vulnerabilities leading to (unsafe) migration. To facilitate this better, partners (e.g. India and Nepal), through their institutional outreach, have linked vulnerable families or women who did not want to prioritise migration with multiple government and private sector trainings and livelihood schemes, thereby enhancing livelihood security in project's coverage area. Adopting a livelihood approach was not part of the initial design but its importance was realised early on and partners adapted the design to suit their contextual needs and included livelihoods as a strategy to address women's vulnerabilities.

Good practice 3: Empowerment of migrant workers at origin.

Use of skills training providers to protect the interests of workers and to ensure transparency in recruitment is important. The use of a skill training agency (e.g. Gram Tarang) to provide pre and post placement support to workers, all of whom were young women, enabled negotiated good wages and working conditions but also appointed a handholding team for workers in Tirupur and Bangalore. This can be replicated in all origin countries such as Nepal, where there is a high demand for domestic workers to learn basic skills, language and culture before migration.

Good practice 4: Creation of alternate platforms for communication.

An audio platform for connecting migrant workers, called Tarang Vani, was launched by Gram Tarang in India. This is a phone-based facility whereby workers can send and receive messages from their friends or family. Isolation of migrant workers is one of the key factors in their becoming vulnerable to exploitation. Being connected to others ensures that they can reach out to other workers and relatives. The platform can be replicated by any organization focusing on a particular

group, in this case migrant workers from Odisha. There is ample scope for adaptation in subsequent replication.

Good practice 5: Engagement with local actors and local structures for sustainability.

In Nepal, WIF started working with the local government. Some of the members who worked closely with WIF were convinced with the effectiveness and importance of the work and were impressed with the WIF cadres. They provided financial and material support to extend the WIF programme to new areas. Furthermore, the government social mobilisers also imparted WIF messages to their beneficiaries and local village level structures such as the civic awareness centres, thus providing additional human resources and ensuring wider dissemination of WIF messages around safe migration. This will ensure the sustainability of the interventions when WIF phases out but is also an important way of garnering additional support for the target group and influencing policy.

Good practice 6: Workers resource centres at destination.

Outreach to workers and the ability to organise and support them in many ways was enhanced by the opening of workers' resource centres at destination. These centres have become places where workers can come and meet one another and conduct activities such as cultural programmes, prayers, dances, theatre, classes on using computers, languages (especially Arabic and English) and discuss their work-related issues. In cases of need, they can get counselling and legal support as well. Workers gathering in the centers can reshape sociability and share experiences and grievances. All these factors contribute to the structuring of a social and professional identity and constitute the base for the building of a common voice.

Good practice 7: Evaluation of relevant practices for replication and policy use.

WIF evaluated several existing practices introduced by stakeholders in the field for replication or policy use. In India, a case study was commissioned on the Mathadi board – a worker's collective of 34 boards that negotiates wages and working conditions for workers. This is an example of unions and agents/ employers coming together. Domestic workers and migrant workers are an important part of the DWCP in India and for improving their wages and working conditions. Mathadi-type boards organised by any NGO/CSO/union would fit very well into the ILO's DWCP for India. In Jordan, WIF evaluated an official scheme for financial insurance of employers that is currently not operational. In Bangladesh, a fair recruitment practice introduced by BOESL was evaluated. The evaluations highlighted the potential for replication, the changes needed in the participatory processes for designing these interventions and other drawbacks that could be addressed during replication or scale up.

7. Recommendations

Recommendations are offered for the ILO and DFID's consideration during WIF2 and other initiatives for the prevention of forced labour among migrant workers. WIF2 management may assess the feasibility and effectiveness of the additional interventions recommended, keeping in mind the context and collaboration possibilities with country, regional and global stakeholders.

7.1 Recommendations for WIF2 and the donor

Priority: High; Resource Implication: Low, Timeframe: Within the first two years of implementation of WIF2.

Information and awareness:

- **Recommendation 1:** Provide technical support to the governments of origin, based on demand (e.g. Nepal) for further mainstreaming of and capacity building for pre-decision trainings.

- **Recommendation 2:** WIF programme should consider including additional brief modules during training programmes where men are invited, either separately or along with women, to inform them, influence their attitudes and help them to prepare for women's migration.
- **Recommendation 3:** WIF should consider facilitating the piloting of post-arrival orientation training in a country of destination. This could include information on rights and institutions they can turn to should they face violation of their rights.

Fair recruitment and decent jobs at destination:

- **Recommendation 4:** WIF2 should assess the feasibility of providing technical support for designing and piloting a health insurance scheme for migrant workers in Jordan; and facilitating the monitoring of the implementation of regulations and codes of conduct, through forums that have representatives from among migrant women workers, ILO tripartite partners and other stakeholders.

Facilitating decent jobs at origin and destination:

- **Recommendation 5:** Support for decent work opportunities in origin countries would help alleviate the drive for forced labour among migrant women workers. WIF should, along with the ILO DWT teams, consider providing technical assistance for the creation of local employment opportunities in the origin countries and areas; assessing the feasibility of contributing lessons from WIF and conducting research that would inform discussions on regional coalitions for wage negotiations, as well as assessing the feasibility of engaging with regional programmes for facilitating skill development in the care sector, where there is openness to do so.

Additional interventions to find ways of reaching live-in and live-out workers:

- **Recommendation 6:** WIF should consider additional interventions to find ways of reaching live-in domestic workers who live and work in conditions of captivity and who are vulnerable to debt bondage and forced labour. WIF should research the social trajectories and needs of the many profiles of live-out migrant women who do not fit with the category of freelancer to create tools to reach them and understand their critical needs.

Evidence building and sharing in Lebanon:

- **Recommendation 7:** In this area of work, WIF2 should consider initiating research and social dialogue on the proposal of Reform of Circular 1/9 in Lebanon, to critically review the potential benefits as well as the likelihood of negative consequences of this reform. This would enable WIF to highlight the challenges in formalizing occupational mobility and to spur a debate on alternative ways of addressing these.

Monitoring and evaluation:

- **Recommendation 8:** WIF's monitoring systems will improve and contribute better to the lessons learnt by taking the following measures:
 - TPRs and annual reviews to report on the work done and progress made (or not made) relating to the relevant conventions of the ILO and the UN and on crosscutting issues like gender, social dialogue and tripartite processes.
 - Review the training programmes of implementing agencies to ensure that the messaging is unbiased, does not raise false expectations of support and includes critical analysis of bans rather than internalising them in the programme delivery.
 - Conduct follow up surveys of training participants and derive lessons from the trajectories of the women about recruitment processes and jobs and the effectiveness of referrals and linkages in terms of access to training and protection and promotion of livelihoods.

Programme partnerships:

- **Recommendation 9:** In addition to engaging with new partners if needed, it would be critical for WIF2 to continue working with WIF 1 partners to improve efficiency and not spend time and money bringing in new partners who would need to learn WIF methodologies and understand the underlying paradigms from which WIF operates. Furthermore, as these NGOs have already created collectives and unions, continued technical guidance to them is critical for their sustainability. A change of implementing partners may jeopardise the community based institutional capacity building and policy impact of WIF2.

Administrative arrangements with partners:

- **Recommendation 10:** WIF needs to comply with the labour laws of the country, providing for maternity benefits for staff of implementing agencies, travel and subsistence allowances, reasonable salary increments annually and adequate salaries for the community cadres.
- **Recommendation 11:** In case of a transition from one phase to another, donors and the ILO should consider making provisions for contingency costs for continuing office expenditures to enable NGOs and other partners to make a smooth transition and not lose experienced staff due to such transitions.

7.2 Recommendation for the ILO

Priority: Medium; Resource implication: Medium; Timeframe: Long-term: Within three years from the date of the evaluation report.

- **Recommendation 12:** Given the offices at destination, particularly Jordan, have several programmes relating to migrant workers, the ILO's evaluation unit should consider that the next evaluation be a thematic evaluation of migration work in the ILO, so that it provides better insights for more effective strategies for tackling trafficking and safe migration issues.

Annexures

The annexures are attached in a separate file.