

SWISS AGENCY FOR DEVELOPMENT AND COOPERATION

**Evaluation of the GPMD' Migration and Development Engagement
on Decent Work in the Middle East, South Asia and Sri Lanka**

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Evaluation report

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Table of Contents

1.1. EXECUTIVE SUMMARY	1
1.1.1. <i>Background information</i>	1
1.1.2. <i>Scope and objectives of the evaluation</i>	1
1.1.3. <i>Major findings and assessment of the programme</i>	1
1.1.4. <i>Conclusions and Recommendations</i>	3
2.1 GPMD MIGRATION AND DEVELOPMENT ENGAGEMENT ON DECENT WORK IN THE MIDDLE EAST, SOUTH ASIA AND SRI LANKA	4
2.2 OBJECTIVES AND SCOPE OF THE EVALUATION	4
2.3 METHODOLOGY OF THE EVALUATION	5
3.1. SOUTH ASIA	8
3.1.1. <i>Relevance and Strategic fit</i>	8
3.1.2. <i>Efficiency</i>	16
3.1.3. <i>Effectiveness and Sustainability</i>	17
3.2. MIDDLE EAST	26
3.2.1. <i>Relevance and Strategic fit</i>	26
3.2.2. <i>Efficiency</i>	30
3.2.3. <i>Effectiveness and Sustainability</i>	31
4.1. OVERALL ASSESSMENT OF THE PROGRAMMES	38
4.1.1. <i>Appropriateness of the approach to achieve the strategic objectives</i>	38
4.1.2. <i>Key results contributing to the achievement of strategic objectives</i>	39
4.1.3. <i>Coherence and added-value of the different programme components</i>	40
4.1.4. <i>Effectiveness of management</i>	40
5.1. LESSONS LEARNED	41
5.2. RECOMMENDATIONS	41
5.2.1. <i>Introduction</i>	41
5.2.2. <i>Priorities and orientations for further developments of GPMD Engagement</i>	42
5.3. ANNEXES	48

List of Abbreviations and Acronyms

ADD	Abu Dhabi Dialogue
ALFEA	Association of Licensed Foreign Employment Agencies
APRR	Action Plan on Return and Reintegration
ARCP	Arab Regional Consultative Process on Migration and Refugee Affairs
BAIRA	Bangladesh Association for Recruiting Agencies
CP	Colombo Process
EU	European Union
FBR	Family Background Report
GCC	Gulf Cooperation Council
GCM	Global Compact on Migration
GoB	Government of Bangladesh
GoN	Government of Nepal
GoSL	Government of Sri Lanka
GPMD	Global Programme Migration and Development
ILO	International Labour Organization
IOM	International Organization for Migration
LAS	Ligue of Arab States
LFM	Logical Framework Matrix
MDW	Migrant Domestic Workers
MFA	Migrant Forum Asia
MFE	Ministry of Foreign Employment
MIC	Migrant Information Centre
MoU	Memorandum of Understanding
MRVRS	Migrants Rights Violations Reporting System
MTR	Mid-Term Review
NAPRR	National Action Plan on Return and Reintegration of Migrant Workers (Sri Lanka)
NLMP	National Labour Migration Policy (Sri Lanka)
PAC	Programme Advisory Committee
PSC	Programme Steering Committee
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SLBFE	Sri Lanka Bureau of Foreign Employment
SLMP	Safe Labour Migration Programme (Sri Lanka)
STOE	Standard Terms of Employment
UN-ESCWA	United Nations Economic and Social Commission for Western Asia

1. Executive Summary

1.1. Executive Summary

1.1.1. Background information

The GPMD Strategic Framework 2013-2017 as well as the Strategic Framework 2018-2021 express the commitment of the Swiss Agency for Development and Cooperation to make migration benefit to all in strengthening framework conditions of labour migration, coordination and coherence between stakeholders and sectors, as well as research, knowledge and networking.

GPMD's engagement includes the following programmes/projects which address migration issues by looking at the entire migration cycle from a sustainable development perspective in both the countries of origin and destination:

1. Decent Work for Migrants in the Middle East II (2015-2019) with a budget of CHF 10,770,000
2. Decent Work for Migrants from South Asia (2013-2019) with a budget of CHF 8,230,000
3. *Decent work, protection and wellbeing for migrant workers and their families in Sri Lanka (2016-2020) with a budget of CHF 6,450,000 (covered by a separate Mid-Term Review).*

1.1.2. Scope and objectives of the evaluation

The evaluation covers the second phase of "Decent Work for Migrants in the Middle East II (2015-2019)", as well as the first phase of "Decent Work for Migrants from South Asia (2013-2019)".

The evaluation aims at providing GPMD with a sound understanding of key lessons from the current phases and with recommendations (including opportunities, risks and challenges) in view of the planned subsequent phases for the two Programmes in the Middle East and South Asia respectively.

The evaluation was undertaken from June to September 2018 with field visits in Bangladesh, Jordan, Lebanon, Nepal and the Philippines. Stakeholders based in other countries have been interviewed by Skype/phone. The evaluators interviewed virtually all partners of SDC in the different countries and, in agreement with the GPMD Team, selected the projects which were felt to be the most relevant to contribute to achieving the objectives for a more focused analysis.

1.1.3. Major findings and assessment of the programme

The major findings in relation to the three evaluation areas suggested in the Terms of Reference are the following:

Context Analysis (Relevance)

The analysis of all relevant national development policies (e.g. Vision 2021 in Bangladesh, Sri Lanka Vision 2025, Lebanon Vision 2025, etc.) and of specific policies related to labour migration reveals that the GPMD programmes (and projects) are highly relevant and address the priorities and concerns of both sending and receiving countries.

They also fall in line with priorities of regional bodies such as the League of Arab States (LAS) which established mechanisms for cooperation in the field of migration in the Arab Region, the Working Group on International Migration in the Arab Region, the South Asia Association for Regional Cooperation (SAARC) which since 2014 recognizes labour migration as an issue in need of collective action, the Colombo Process which aims at cooperation among sending countries to protect migrant workers, etc.

With the exception of Sri Lanka where the SDC is the only donor actively engaged in labour migration, the projects of the GPMD programme are being implemented in synergy with other relevant initiatives funded both by SDC and by other donors (European Union, British Council, DFID, USAid, and others); all these projects mostly focus on the protection of migrant workers.

As for the synergies through the GPMD's activities and interventions in the two regions, the Middle East and South Asia, the vertical linkages (national, regional, and global) were taken in consideration but not in a deliberate and a systematic way through, for example, the corridor approach in the FAIR project. The example of Jordan-Nepal corridor approach is an example of linking national and regional nodes. Another example of the vertical linkages is the sponsoring of six national consultations in South Asia to strengthen their involvement in the global consultations regarding the formulation of the Global Compact for migration. Moreover, the observatory status of Switzerland in the Abu Dhabi Dialogue (ADD) and its'

support to the Colombo Process are important efforts towards strengthening and building on vertical linkages. Such efforts may need to be structured in a formal way towards recognizing and achieving more harmonized vertical linkages in the next phase of the project.

Since the GPMD was initiated, new developments in the field of migration and context changes have taken place worldwide, particularly in the Middle East region: the Syrian cause, the Qatar crisis, the Sustainable Development Goals (SDGs), and the development of the Global Compact for Migration (GCM) make the programme more relevant for the region than ever. In South Asia, the programme remains totally relevant in Bangladesh and in Sri Lanka, both countries being committed to improve their policies on migration and protect their migrant workers. Nepal is looking at migration as a short-term strategy and would like to explore the employment opportunities in the country.

Implementation of the two GPMD programmes (Efficiency)

The GPMD team, from Headquarters to the Regional/National offices, is managing the programme in a very efficient manner, despite the rather small number of members in the team. Progress has been made in all areas thanks to great efforts and hard work of the entire team.

The evaluation however considers that Monitoring could be improved. The current system relies on information coming from annual progress reports of implementing partners and regular field observations made by the GPMD Team; the information is compiled in Excel tables using different templates which do not provide a clear view on results achieved.

Results of the two GPMD programmes (Effectiveness and Sustainability)

The list of achievements is impressive considering the rather small budget allocations to the two programmes. Summarizing the achievements under this executive summary can hardly be done, but among all achievements, the following are those we would like to highlight:

Global objectives	Middle East	South Asia
Shaping the Global Migration and Development Agenda	Acting as an observer in the Abu Dhabi Dialogue (ADD) Contributing to the Regional Development and Protection Programme (RDPP) The Danish Refugee Council project on Syrians in Jordan	The engagement of CSOs in policy dialogue with national governments and regional processes (ASEAN, Colombo Process, Global Compact on Migration, Global Forum on Migration and Development, UN High Level Dialogue and International Labour Conference) with the support of MFA
Labour Migration – Support to the Decent Work Agenda	The support to migrant domestic workers' and migrants' rights provided by CSOs in Jordan and Lebanon. The activities of partners working in the Gulf supporting migrants' rights and advocacy such as the work of DTP, MDA, Migrants-Rights.org, and local CSOs. The Workers' Centre's in Irbid and the MCCs in Lebanon. The ILO's work with governments in support of decent work in Jordan and Lebanon.	The approval by the Bangladeshi parliament of the <i>Wage Earners' Welfare Board Bill 2018</i> on 29 July 2018 for which the intervention of CSOs supported by MFA has been influential The review of the Migration Employment Policy 2012 in Nepal for which CSOs contribute under five taskforces, in particular the one related to access of migrants to legal support.
Enhance Migrants' Contribution to Development	The skills acquired by migrants while abroad such as language, computer skills and other soft skills provided in the Workers	Better remittance management resulting from operational work on financial literacy education and more effective reintegration

	Centre and the MCC are transferable with migrants when they return to their home countries which is considered as skill transfer contributing to development	of returnees (though still at an early stage) in Bangladesh, Nepal and Sri Lanka.
Integration of Migration into Development Planning	The work on Syrian refugees in Jordan through GPMD's partners for enabling durable solutions for Syrian refugees to integrate migration into development planning	The emergence of reintegration plans and policies resulting from CSO lobbying as well as from concerns discussed within the framework of CP meetings

1.1.4. Conclusions and Recommendations

The evaluators' recommendations aiming at further contribution to the objectives of the GPMD current Strategic Framework are the following:¹

1. Migration governance (improvement of institutional and legal frameworks):
 - a. Support the Colombo Process on thematic issues in providing technical input to the working groups through experts directly recruited by SDC, while setting up a Technical Support Group under direct management of the GPMD Team in Bern;
 - b. Consider including a larger research project focusing on issues which could also feed into the CP Thematic Working Groups;
 - c. Link new GPMD projects to key objectives of the Global Compact for Migration (e.g. objective number 7 "Address and reduce vulnerabilities in migration");
 - d. Consider including the Philippines in the new programmes as a link to the "ASEAN Consensus" from which South Asian countries can learn and benefit;
 - e. Work with institutional partners with more restrictive conditions and tighter oversight.
2. Framework conditions along the migration cycle (protection and wellbeing of migrants and families):
 - a. Build on success stories of GPMD in either expanding the geographical zones in which CSOs currently operate and/or in replicating the ideas in other locations with other partners;
 - b. Build on success stories and initiatives of non-GPMD interventions (e.g. SAMI, Safe & Fair, WIF, etc.);
 - c. Further provide financial support to champions (MFA is a major contributor to the success of the programme and can help to progress even further and faster) to allow them upgrading their organizational structures;
 - d. Consider working with governments in the Gulf through co-funded projects.
3. Enhance the contribution of migration to development
 - a. Implement a pilot project focusing on innovative remittance management;
 - b. Support initiatives focusing on skills development by means of a media campaign on awareness of education and skills for better labour migration;
 - c. Support the implementation of reintegration policies and plans at institutional level (e.g. in linking relevant ministries to back the implementation of existing reintegration policies both technically and financially as by political support).

4. Management and Monitoring

In addition to the recommendations linked to the Strategic Framework of the GPMD, and in order to address the weaknesses related to monitoring, the evaluation team recommends developing and implementing a formal results-based management and information system; this system should go beyond the currently used approaches and templates and possibly include the appointment of a dedicated M&E Officer if financial resources can be made available.

¹ Details and further explanations are provided in section 5.2

2. Introduction and Background

2.1 GPMD Migration and Development Engagement on Decent Work in the Middle East, South Asia and Sri Lanka

The GPMD Strategic Framework 2013-2017 outlines the directions and goals of SDC's mandate to implement the Swiss external migration policy by means of a three-tier approach including:

- The active participation in international (regional and global) policy dialogue and multilateral processes using its operational experiences,
- The initiation and support of innovative and scaling-up projects, and
- Knowledge generation and sharing.

The Strategic Framework furthermore defines five programme components on which GPMD will focus with either a thematic or a process attention: 1-Shaping the Global Migration and Development Agenda; 2-Labour Migration – Support to the Decent Work Agenda; 3-Enhance Migrants' Contribution to Development; 4-Integration of Migration into Development Planning; and 5-Coherence for Development in Swiss Migration Policy. The 2015 evaluation of the five programme components highlighted Switzerland's evidence-based leadership on migration and development from operational to policy levels as well as its partnership approach.

The 2018-2021 Strategic Framework renewed the commitment to make migration benefit to all and redefined components aimed at strengthening framework conditions, coordination and coherence between stakeholders and sectors, as well as research, knowledge and networking:

1. Shaping coherent migration and development governance at all levels (global, regional, national and local),
2. Enabling framework conditions along the migration cycle and in all contexts, and
3. Knowledge, expertise and collaboration for migration and development.

GPMD's engagement (including projects and policy dialogue at national, regional and global levels) in the Middle East and South Asia focuses on Jordan, Lebanon, selected Gulf countries, Nepal, Bangladesh, Sri Lanka, and the Philippines.

GPMD's engagement includes the following programmes/projects which are covered by the present evaluation:

4. Decent Work for Migrants in the Middle East II (2015-2019) with a budget of CHF 10,770,000
5. Decent Work for Migrants from South Asia (2013-2019) with a budget of CHF 8,230,000
6. *Decent work, protection and wellbeing for migrant workers and their families in Sri Lanka (2016-2020) with a budget of CHF 6,450,000 (covered by a separate Mid-Term Review).*

The programmes address migration issues by looking at the entire migration cycle from a sustainable development perspective in both the countries of origin and destination. They work with all relevant stakeholders (national governments and regional government bodies, civil society including migrant associations, social partners, private sector, academia, etc.), both in the countries of origin and destination, to improve the situation of migrant workers, to reduce their vulnerabilities to exploitation and rights violations, and increase their potential to positively contribute to development.

2.2 Objectives and Scope of the Evaluation

The evaluation covers the second phase of "Decent Work for Migrants in the Middle East II (2015-2019)", as well as the first phase of "Decent Work for Migrants from South Asia (2013-2019)".

The evaluation aims at providing GPMD with a sound understanding of key lessons from the current phases and with recommendations (including opportunities, risks and challenges) in view of the planned subsequent phases for the two Programmes in the Middle East and South Asia respectively. The main objective of this evaluation is to assess to what extent the two Programmes have been able to meet their objectives, to assess their relevance and efficiency in the current context, and to provide relevant recommendations for the possible continuation of these two Programmes.

The GPMD funded Sri Lanka Labour Migration Programme (SLMP) is not part of this evaluation but has been reviewed simultaneously by the lead consultant to generate complementary insights.

2.3 Methodology of the Evaluation

Work Plan of the evaluation

The evaluation was undertaken from June to September 2018 with field visits in Bangladesh, Jordan, Lebanon, Nepal and the Philippines. Stakeholders based in other countries have been interviewed by Skype/phone.

The evaluation took place over three main phases:

<u>Phase</u>	<u>Activities</u>	<u>Schedule</u>
1. Desk phase	<ul style="list-style-type: none"> ▪ Collection and Desk review of documents ▪ Review of evaluation questions ▪ Skype Briefing of Lead Consultant ▪ Meeting with Regional Experts ▪ Preparation and submission of the Inception Report 	25 June – 6 July
2. Field Phase	Field visits to <ul style="list-style-type: none"> • <i>Sri Lanka (Mid-Term Review)</i> • Bangladesh • Lebanon • Nepal • Jordan • Philippines • GCC 	<ul style="list-style-type: none"> • 16-27 July • July-August (intermittent) • 23 - 27 July • 30 July – 3 August • 5 - 9 August • 28-31 August • (1 - 31 August by Skype/phone)
3. Synthesis, debriefing & Reporting Phase	<ul style="list-style-type: none"> ▪ Additional Data Analysis & preparation of draft Evaluation Report ▪ Submission of the draft Evaluation Report <ul style="list-style-type: none"> ○ Sri Lanka MTR ○ Middle East/South Asia ▪ Debriefing with SDC in Bern ▪ Incorporation of comments and preparation of final Evaluation Report ▪ Submission of Final Evaluation Report 	August – September 14 August 13 September 19-20 September 3-18 October 19 October

Evaluation questions

For easy reference, the evaluation questions providing the framework of the evaluation are the following:

Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)

1.1 Relevance of the GPMD decent work programme South Asia – Middle East with respect to the Country, Regional Context and Global context well as institutional strategies?

1.1.1. How well do the two programmes of the GPMD decent work programme (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the migration & development priorities (M&D), set by the partner countries/regional bodies and by the Swiss and more specifically the GPMD's strategies and priorities from 2013 to 2017, as well as the one from 2018-22?

1.1.2. Are complementarities sought and pursued and synergies made use of? (Swiss WOGA approach and strategy, partners and other donors)

- 1.1.3. Which changes in the context (national and regional) were the most important and what effects may they have caused on the GPMD programmes? Which adaptations have been taken?
- 1.1.4. To what extent is the context analysis realistic and relevant? To what extent is the broad political context taken into account in the two GPMD programmes? How well do the programmes adapt to sometimes difficult political environment to operate in?

Evaluation Area 2: Implementation of the two GPMD programmes (Efficiency)

2.1 Management performance

- 2.1.1. How efficient is the portfolio management of the two GPMD programmes (regarding transversal themes, the corridor approach, collaboration with the global programs, financial and human resources and aid diplomacy)? What are its contributions to an optimal achievement of results, what are unintended results?
- 2.1.2 To what extent are the various modalities used by the two programmes (direct policy dialogue, projects with multi-lateral and local NGOs, direct implementation, coordination and networking, etc.) appropriate and efficient for the achievement of results?
- 2.1.3 Which lessons can be learnt from the implementation of the Programmes?

2.2 Quality of the monitoring system

- 2.2.1 To what extent is the process management of the GPMD monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results, both short and longer term oriented (reporting) and steering? To what extent are the achievements of the Programmes to the broader GPMD strategy taken into account and captured?

Evaluation Area 3: Results of GPMD Programmes (Effectiveness and Sustainability)

3.1 Results, effectiveness and contribution to results at national, regional and global level

- 3.1.1. Which contributions of the Programmes had a real effect and/or become visible at the outcome level in the partner countries, in the regions (Middle East and South Asia), and at global level (focusing on a) Governance, b) Protection and wellbeing, c) Migration contribution to development)? Which internal and external factors enhance or hinder results achievements? How is Switzerland perceived in the field of migration and development in the two regions?
- 3.1.2. What are some of the challenges and lessons to be aware of pertaining to nature of the context and the topics addressed as well as related to the implementation measures?

3.2. Sustainability and scaling up/phasing out

- 3.2.1 Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?
- 3.2.2 Which actions have been taken at country level (national, regional and global) to enhance the sustainability of GPMD's engagement beyond the Swiss presence?

The Evaluation was guided, as appropriate, by the DAC criteria (relevance, effectiveness, efficiency, impact, and sustainability) as laid out in the DAC Principles for Evaluation of Development Assistance², as well as DAC's Quality Standards for Development Evaluation³.

Evaluation tools

² Development Assistance Committee (DAC) (1991) "DAC Principles for Evaluation of Development Assistance "DAC Principles for Evaluation of Development Assistance," OECD, Paris.

³ OECD (2010) "DAC Guidelines and Reference Series Quality Standards for Development Evaluation," OECD, Paris.

The tools employed during the evaluation were documentary analysis, identification of relevant sub-questions further detailing the evaluation questions presented above, structured interviews to elicit the facts relevant to the evaluation sub-questions (visits, phone interviews) and synthesis of findings, conclusions and recommendations for the report.

The evaluators have been provided with a large number of documents (listed in Annex 3) which provided the basis for the present evaluation. Additional relevant documents were collected during the evaluation process to complete the set of necessary reference materials.

A list of key stakeholders was provided by SDC and complemented as the evaluation. The evaluators interviewed all partners of SDC in the different countries (list of persons interviewed in Annex 2) and selected the following projects for a more focused analysis⁴:

South Asia

- South Asian Migrant Labour Initiative (PANOS)
- Capacity Building of CSO's in Asia 2015-2018 (Migrant Forum Asia)
- Regional Programme on Empowering Women Migrant Workers in Asia (UN Women)
- Power in Migration and Work: Learning from Experience of Women Migrant Workers (Global Alliance Against Trafficking of Women)
- Regional project with IOM and ILO supporting the CP member states on the CP thematic priority areas.

Projects working more directly with Malaysia (e.g. CARAM) not directly related to the South-Asia/Middle-East corridor approach also provided interesting information.

Middle East

- FAIRWAY project (ILO – Regional)
- Capacity Building Training Programs in the MENA (DTP – Regional)
- Support to Migrant Rights.org 2016-2018 (Regional)
- Enhancing the capacity of the workers centre to respond to the needs of migrant (ILO – Jordan)
- Developing a knowledge base on migration in the GCC States (EUI-GLMM)
- Empowering MDWs for Self-Advocacy through the Migrant Community Centres (ARM – Lebanon)
- Towards increased protection for MDW in Lebanon (ALEF)
- My work, my rights (OXFAM – Syria crisis)
- Improved working conditions for migrant, refugee and Jordanian labour in the agriculture, construction, and services sectors (DRC – Syria crisis)

The evaluation furthermore included the projects implemented by MFA and DTP under both regional programmes; due consideration was also given to the FAIR project working on a pilot recruitment corridor Jordan-Nepal which provided insight on possible thematic linkages in a corridor approach.

The interviews were guided by means of a set of questions aiming at generating further details and identify concrete examples and evidence of statements provided in project documents to answer the evaluation questions.

Confronting statements with opinions from different sources allowed triangulating information received and avoid non-verifiable data or information to influence the evaluation.

⁴ in agreement with SDC

3. Findings of the evaluation

3.1. South Asia

3.1.1. Relevance and Strategic fit

Relevance of the programme to address migration and development priorities of the partner countries

Bangladesh

The Government of Bangladesh (GoB) acknowledges the contribution of its labour migrants to the country's social and economic development in different policy documents. The Vision 2021 Plan and the associated Perspective Plan 2010-2021 both outline a series of development targets for upgrading the country's status from Least Developed Country to Middle Income Country by 2021. One of the core priorities of Vision 2021 is to alleviate poverty by means of transforming the nation's working force into more skilled and efficient human resources generating both domestic and foreign employment. The 6th and 7th Five Year Plans (FY2010-FY2020) have given clear policy directions in relation to labour migration, e.g. promoting migration from poorer areas; encouraging women participation in the labour force; increasing the share of skilled and semi-skilled migrant workers; identifying new international labour markets; regulating the migration sector; ensuring protection and welfare of migrant workers; increasing the current rate of remittances; reducing remittances and migration costs; supporting returning migrant workers through schemes for enterprise development and enhancing access to micro-finance.

The Planning Commission of Bangladesh has also formed a Committee to develop action plans to achieve the Sustainable Development Goals (SDGs); these plans identify the ways in which migration can contribute to achieving the SDGs in Bangladesh. The main challenge for the GoB however is how to ensure the goal of "Decent Work for All" (Goal 8) while negotiating with labour receiving countries. The National Skills Development Policy 2011 also suggests organizing more skilled based training (registered with the Bangladesh Technical Education Board) to meet internal skilled and semi-skilled global labour demands, pre-departure orientation training and more importantly to use skilled gained overseas of returnee migrants.

The GoB adopted the Overseas Employment and Migrants Act in 2013 and upgraded the Expatriate Welfare and Overseas Employment Policy in 2016. The Government is committed to ensure and establish a "Rights based Protection System" for migrant workers. The Policy has been formulated in line with the national and international laws on migration amending the existing short policy framed Foreign Employment Act 2006. The key aims of the policy are (i) ensuring and encourage safe migration as well as protection of migrants and their family members; (ii) ensuring facilities and welfare of migrant workers; (iii) migration of female workers; (iv) associating migration with national development and proper planning for labour migration; (v) specific directions for various ministries, including the ministries of finance, foreign affairs, home affairs and civil aviation and tourism, to ensure proper welfare, facilities and safety for migrants; (vi) take integrated and participatory programmes in consultations with various stakeholders, including interested female migrants, public, private organizations, trade unions, recruiting agencies, employers as well as concerned international organizations, to strengthen migration process and (vii) check human trafficking under the umbrella of labour migration.

Bangladesh has ratified the International Convention of the Protection of the Rights of All Migrant Workers and Members of their Families (ICRMW) 1990 that provides a useful global legal framework for promoting inter-state cooperation on migration issues. Bangladesh also has accepted specific obligations at the international level to combat human trafficking such as the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, 1949; ILO Convention on Forced Labour, 1930 (No. 29); ILO Convention on the Abolition of Forced Labour, 1957 (No.105).

The GoB served the Chair of the Colombo Process and is a key player of the Abu Dhabi Dialogue. The GoB also attended the Bali Process in 2017 and highlights the business-government partnership to combat people smuggling, human trafficking and transnational crimes. The GoB joined the Budapest Process as an observer state in 2010 and hosted a working group meeting in Dhaka in 2015 to discuss

several cross-cutting agendas such as regular migration, integration of migrants and prevention of illegal migration and human trafficking. In December 2016, the Bangladesh government took a leading role and hosted the 9th Global Forum on Migration and Development (GFMD) with the theme entitled 'Time for Action; Doing rights-based Governance of Migration and Development in our Communities and Across Border'. In the Global Compact on Migration (GCM), the Government of Bangladesh is constantly working to protect the rights of all migrants regardless of their migratory status and incorporation of skilled workers to enter into labour markets safely and regularly.

The overall goals of the Decent Work for Migrants from South Asia which aims to protect migrant workers, irrespective of their status, and members of their families, to reduce their vulnerability and to increase their contribution to development, match the priorities of the GoB. All 3 outcomes are relevant to contribute to the development priorities of the Bangladeshi government as laid out in the different policies. In relation to outcome 1, the GoB is closely working with South Asian Countries on the Colombo Process, the Abu Dhabi Dialogue, the Global Forum on Migration and Development and the Global Compact on Migration. In relation to outcome 2, the GoB is exchanging new experiences with other South Asian countries through the Colombo Process (e.g. Bangladesh shared the experience of the "Wage Earners Welfare Board" and of the Provasi (Overseas) Bank to ensure safe migration and development). In relation to outcome 3, the civil society organisations related to MFA in Bangladesh are actively working with the GoB to discuss the common issues in GFMD, GCM and UN High-Level Dialogues. For example:

- MFA continued to monitor and engage ASEAN members' states commitments to implement the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers and SAARC member states to implement SAARC Agenda 21 on Migration.
- In December 2015 the South Asian Parliamentary Caucus was established with South Asian parliamentarians from Bangladesh, Sri Lanka, Pakistan, Nepal and India committing to take up issues of migration in national parliaments as well agreeing to monitor the discussions and deliberations in SAARC, Colombo Process and the Abu Dhabi Dialogue.
- The governments in both the receiving and sending countries are starting to recognize MFA's role in looking at policy and programme gaps in providing recommendations for practical mechanisms that can address gaps.

Nepal

The Planning Commission of Nepal has developed action plans to achieve the Sustainable Development Goals (SDGs) which have target on the facilitation of orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. They include the proportion of migrants receiving complete orientation before migration and recruitment cost borne by migrant receiving countries.

The Government of Nepal's (GoN) primary concern is to ensure the safety, rights, decency and welfare of migrant workers. Due to an ever-increasing foreign employment trend new legal and administrative challenges came up; this commanded the Government of Nepal to adopt the Foreign Employment Act (FEA) governing the labour migration in 2007. The Government also considered taking account of the socio-economic impacts of labour migration. The law was a turning point to regulate private agencies and individuals providing services for foreign employment, promoting safe and decent work abroad and protecting the rights and welfare of labour migrants. The law also helped to establish the substantial institutional structure, support services, regularity oversight and managing the benefits and opportunities offered by foreign employment. Consequently, the Government of Nepal adopted the Foreign Employment Policy 2012, the first national policy on foreign employment that aimed to integrate socio-economic dimensions of increasing trends in foreign employment with providing overall guidance for regulating the migration cycle.

The Thirteenth Period Plan 2013-16 of the Government of Nepal highlights the safe, dignified and systematic foreign employment; it highlights the role of the Ministry of Foreign Affairs and of Nepali diplomatic missions abroad to promote foreign employment. The Government's banks were issued a foreign employment bond for the use of remittance in productive sectors.

The Fourteenth Period Plan 2016/17 – 2018/19 of the Government of Nepal acknowledges the need to generate qualified skilled human resources through vocational, technical and skilled based training for the national and international labour market.

Further policies such as the National Employment Policy 2015, The National Youth Policy, 2015 and the Technical and Vocational Education and Training Policy 2012 also highlight that the aspirant migrants need to impart suitable trainings and skills leading to mandatory skill certificates before migration. Under the Ministry of Health, the Government of Nepal develops the National Health Migration Policy. The main objective of the policy is to reduce health vulnerabilities of migrant workers in all stages of the migration cycle and also protect the health of host communities from public health threats related to migration.

The Government of Nepal is also a regional actor on the issues of labour migration. Nepal has been a member of the Colombo Process since 2003 and is the Chair of the regional process since 2017. Nepal also is a participating country in the Abu Dhabi Dialogue.

As for Bangladesh, the objectives and outcomes of the Decent Work for Migrants from South Asia are relevant to contribute to the development priorities of the Nepalese government.

In both **Bangladesh and Nepal**, one of the important goals of the GPMD is to ensure safe labour migration, migrant human rights and wellbeing. Most migrants in the South Asian countries, particularly in Bangladesh, Nepal and Sri Lanka are not sufficiently protected by a legal framework making them vulnerable to exploitation and abuses in both places of origin and destination. The activities developed by CSOs in working with their respective governments under the GPMD funded projects (as well as others) influence the governments to create and implement policies for improved protection and contribution to development. Governments also change and review the policies in adding new features to achieve decent work conditions of migrants and maximise their contribution to development. These national level lessons also help the governments to take an active role in the regional and global dialogues. The GPMD programme is helping the governments through CSOs and international organisations (ILO/IOM/UN Women) to build up their capacity through knowledge sharing and considering joint strategies and/or delivering common statements in the regional and international forums. Through this project, the CSOs also become more engaged and encouraged to participate and raise voices on behalf of migrants at national, regional and international level. Under the regional consultative process (CP and ADD), the member states are able to address the issues. The corridor approaches also help to ensure migrants' human rights and well-being.

Sri Lanka

The "Sri Lanka Vision 2025" eight-year economic development plan highlights the government's priority reforms to help the country become more prosperous. These reforms range from the pressing need for labour law reform to restructuring social safety net programmes and boosting technology acquisition and digitisation. Vision 2025 acknowledges the fact that remittances from unskilled labour migration are weak and suggests that policies should promote foreign migration where there is potential for higher earnings and increased remittances.

This precisely is one of the key features of the National Labour Migration Policy (NLMP) which aims at (i) developing a long-term vision for the role of labour migration in the economy, (ii) enhancing the benefits of labour migration on the economy, society, and the migrant workers and their families and minimize its negative impacts, and (iii) working towards the fulfilment and protection of all human and labour rights of migrant workers.

The objectives of the GPMD funded Safe Labour Migration Programme (SLMP) which aims at increasing the development benefits of migration by contributing to decent working conditions and improved well-being of migrants and their families match the objectives of the NLMP. Its 3 outcomes and in particular outcome 2 (Social and economic benefits for labour migrants and their families are enhanced) are relevant to contribute to the development priorities of the Sri Lankan government.

Relevance of the programme to address migration and development priorities of regional bodies

Bangladesh, Nepal and Sri Lanka are all part of the South Asia Association for Regional Cooperation (SAARC) which has defined a number of areas of cooperation, none of which however initially mentioned labour migration and/or decent work. SAARC member states however were under pressure (particularly from CSOs in South Asia) to adopt plan and policy on labour migration as these countries were major labour sending countries. SAARC member states already ratified number of human rights conventions and made commitments to safe, orderly and regular migration in regional and international arenas.

In this context, the SAARC 2014 Declaration recognizes labour migration as an issue in need of collective action. Article 21 states that SAARC countries agree to collaborate and cooperate on safe, orderly and responsible management of labour migration from South Asia to ensure the safety, security and well-being of their migrant workers from South Asia in the destination countries of the region. SAARC has been criticized the fact that member states look at labour migration to other regions rather than within the SAARC region. This however was a positive starting point in considering the nature of the SAARC.

In May 2016, a consultative workshop for labour ministries of the SAARC countries was organized in Nepal to prepare the “SAARC Plan of Action for Cooperation on Labour Migration” which aimed at setting standards and build a common strategy to ensure the rights and protection of migrants. The Plan which includes the provisions of formulation of a standard employment contract, ensuring fair and ethical recruitment and establishing a regional platform for sharing information and knowledge building among others was adopted.

Due to the tensions between India and Pakistan, the 19th SAARC summit which was supposed to be held in Pakistan was postponed. As a result, very little action followed the adoption of the principle of cooperation on labour migration.

The establishment of a SAARC Technical Committee on Labour Migration and the organization of a Ministerial Forum intended to formalize the SAARC Declaration on Labour Migration did not materialize. However, the Government of Nepal is continuously working with other member states to call a meeting SAARC Technical Committee on Labour Migration.

The only related event which took place was an Inter-Regional Experts Forum on Skills and Migration in the South Asia-Middle East Corridor in July 2017. Jointly organized by the ILO and the Government of India, the forum held discussions on labour market demand and the future of work for migrants in the Middle East. The outcomes of the discussions were meant to feed into the consultations on the Global Compact on Migration (GCM).

On the side of civil society, the People Forum for Human Rights (People Forum) in Nepal organised a technical working group meeting on SAARC initiatives on labour migration in December 2017 and invited NGOs, Networks, Bar Associations, Journalists and returnee migrants organisations to develop a common civil society strategy paper to engage within SAARC for protecting rights of migrant workers and to enhance and better aware civil society organisations on SAARC Initiatives on labour migration.

Growing volume of safe overseas migration, streamlining procedures for recruitment of overseas workers and increasing share of in-ward remittances to productive investment and skills development upgrading and training were identified as priorities by all governments. This is indeed reflected in national policy documents (e.g. for Bangladesh in the 7th Five Year (2015/16-2019/20) Perspective Plan, in the National Education Policy 2010, in the National Skills Development Policy- 2011, in the Expatriate Welfare and Overseas Employment Policy in 2016; for Nepal in the Fourteenth Period Plan (2016/17 – 2018/19), in the National Employment Policy 2015, in the National Youth Policy 2015, in the Technical and Vocational Education and Training Policy 2012 as well as in the Foreign Employment Policy 2012 , and in Sri Lanka in the NLMP).

Outcome 1 of the GPMD (Government stakeholders in (South) Asian countries of origin collaborate increasingly in regional and global forums on labour migration issues) does not directly target SAARC cooperation priorities but was more intended to support regional consultative processes including the Colombo Process, which also aims at cooperation among sending countries to protect migrant workers. As such, the programme therefore is indirectly relevant to the only regional body covering the South Asian countries.

Relevance of the programme to address migration and development priorities set by GPMD's strategies 2013-2017 and 2018-2021

The GPMD Strategic Framework 2013-2017 outlines the directions and goals of SDC's mandate to implement the Swiss external migration policy by means of a three-tier approach including:

- The active participation in international (regional and global) policy dialogue and multilateral processes using its operational experiences,
- The initiation and support of innovative and scaling-up projects, and
- Knowledge generation and sharing.

The Strategic Framework furthermore defines five programme components on which GPMD will focus with either a thematic or a process attention:

- Shaping the Global Migration and Development Agenda;
- Labour Migration – Support to the Decent Work Agenda;
- Enhance Migrants' Contribution to Development;
- Integration of Migration into Development Planning; and
- Coherence for Development in Swiss Migration Policy.

The Programme Decent Work for Migrants from South Asia (2013-2019) mainly relates to the first two components of the Strategic Framework⁵. The expected outcomes contribute to these two components and the projects funded under the programme are by design adequate to achieve these outcomes.

Globally, the contribution to the components of the Strategic Framework mainly comes from the intervention of the CSOs, in particular of Migrant Forum Asia (MFA). MFA facilitated the engagement of the Asian migrant CSOs in the June session of the UN Human Rights Council as well as in the Committee on Migrant Workers (CMW) day of General Discussion to commemorate the 25th Anniversary of the Migrant Workers Convention. MFA also strengthened the engagement with UN Human Rights Mechanism and provided comments and contributed to the Special Report (SR's) draft reports on human rights of migrants before it was submitted to the UN. MFA was able to get support and endorsement from the office of the UN High Commissioner for Human Rights through the Committee on Migrant Workers (CMW) and from the ILO to launch an global ratification campaign for the Migrant Workers Convention (ILO Conventions 97, 143 on Migration and Convention, 189 on domestic work) in time for the 25 Anniversary of the Migrant Workers Conventions.

The 2018-2021 Strategic Framework renewed the commitment to make migration benefit to all and redefined components aimed at strengthening framework conditions, coordination and coherence between stakeholders and sectors, as well as research, knowledge and networking:

- Shaping coherent migration and development governance at all levels (global, regional, national and local),
- Enabling framework conditions along the migration cycle and in all contexts, and
- Knowledge, expertise and collaboration for migration and development.

The large participation of civil society organizations, alongside the traditional international partners, provides the necessary basis for collaboration among all parties involved to improve framework conditions for labour migration. The programme indeed covers the engagement of civil society with governments, the support to migrant workers in "corridor approaches" between sending and receiving countries, support to policy frameworks, the gender dimension in focusing on women's concerns, and more generally the support to the Colombo Process and the Abu Dhabi Dialogue, as well as media focused activities.

Complementarities and synergies

Besides the GPMD, Bangladesh and Nepal both benefit from a rather large number of projects related to labour migration. Among those, the main projects showing synergies and providing real opportunities for cooperation are the following:

In Bangladesh:

- the "Application of Migration Policy for Decent Work for Migrant Workers" project (SDC funded) which aims at supporting the Government of Bangladesh to operationalize policy and legal measures developed by earlier ILO initiatives, including, the Expatriates' Welfare and Overseas Employment Policy 2016 and the Overseas Employment and Migrants Act 2013;
- the "Technical Support to the Bureau of Manpower, Employment and Training (BMET) on Overseas Market Information and to Bangladeshi Migrant Workers on 'Recognition of Prior Learning" (IOM) which aims at supporting the implementation of the National Skills Development Policy and ensuring the implementation of its Chapter 18 by building the capacity of the Government;
- the "Prottasha- Sustainable Reintegration and Improved Migration Governance" project (EU funded) which aims at sustainable reintegration of returnees and achievement of SDG 10.7 to

⁵ Component 3 of the Strategic Framework has been more directly targeted under the SLMP in Sri Lanka.

facilitate orderly, safe, regular and responsible migration and mobility of people including through the implementation of planned and well-managed policies;

- the “Fairer Labour Migration” project (British Council funded) which aims at making labour migration fairer and safer and helping the country deal with the impacts of climate change;
- the “Safe migration for Bangladeshi migrant workers” project (UKaid and AusAid funded) which aims at raising awareness about safe migration at community level;
- the “Safe immigration for Bangladeshi Workers” project (Japan JSDF funded) which aims at reducing vulnerability of migrants and their family members, while reducing dependency on middlemen by establishing and strengthening community-based organisations (CBOs) and local NGOs;
- the “Establishment of re-integration and referral services for returnee migrant workers” project (UN Women funded) which aims at promoting and protecting rights of returnee migrant workers, particularly women and vulnerable men in 3 districts of Bangladesh;
- the “Combating Trafficking in Persons for Labour Exploitation Among Vulnerable Workers Activities” project (Solidarity Centre Bangladesh funded) which aims at increasing safe migration and reduce trafficking;
- the “Combating Human Trafficking in Bangladesh” project (USAid funded) which aims at mobilizing and coordinating the actions of local and national governments, NGOs and citizens and community leaders.

The main strength of GPMD funded projects compared to other donor funded projects is that the GPMD adopted a corridor approach between Bangladesh and Malaysia (CARAM ASIA-TANAGANITA-OKUP) ensuring migrant legal assistance, awareness campaigns on safe labour migration in migrants’ areas or origin and destinations and re-integration and other services. The project also helps to build networking/links among civil societies between migrant sending and receiving countries and civil societies of migrant receiving countries which also strengthened their activities through awareness programmes and training and also expanding their area of work through people to people engagement.

While most donor agencies have a different approach to work on migration issues and focus on different thematic areas, they have a common agenda to ensure safe migration and well-being of migrants and their families. For example, ILO is working directly with the government on changing, reviewing, implementing and monitoring migration policies; the US funded project mostly focuses on trafficking and anti-trafficking/irregular related migration issues; the UK funded project looks at climate change related migration and the EU projects are looking at the reintegration process of returnee migrants from the EU countries. So, the projects are helping each other to work in the gap areas but not overlapping or duplicating. But, their overall goal is to ensure safe labour migration, improving skill development and social and economic reintegration.

The GPMD funded projects should continue, concentrate and strengthen their corridor approach which is not covered by other donor agencies. In fact, they can expand their corridor approaches between Bangladesh-Singapore and Bangladesh-Mauritius (most female migrants work in garments industries in Mauritius) in the next phase.

In Nepal:

- the “Safer Migration SAMI” project (SDC funding) which aims at providing better protection to migrants and their families by democratic institutions in the country and decent work conditions abroad;
- “Assessing the Economic Contribution of Labour Migration in Developing Countries as Countries of Destination” (EU co-funded) which aims at a better understanding of this issue to facilitate the design of evidence-based labour and migration policies, improving labour management and securing the appropriate protection of migrant rights;
- the “Programme for Fair Recruitment” – FAIR – project (SDC funded) which aims at establishing fair recruitment corridors to prevent exploitation of migrant workers; providing migrant workers with access to reliable information and improved services and disseminating global and national knowledge about recruitment and engagement with the media;
- the “Work in Freedom” – WIF – project (DFID funded) which promotes empowerment and education, fair recruitment, safe migration and decent work for women and girls from South Asia;
- the “Promoting Strategic and Evidence Based Policy Making” project (IOM) which promotes and supports evidence-based policy making while calling attention to the benefits of mainstreaming

migration into the policy planning process through the development and dissemination of a migration profile.

With respect to the case of Nepal, the only duplication of GPMD projects is with the SAMI project (where the project covers access to information, legal justice, remittance management, financial literacy and skills development). However, the SAMI project is not covering the corridor approach like MFA-PNCC for Malaysia-Nepal and also media advocacy like PANOS ASIA. Under the corridor approach project, PNCC works in the field of legal justice for returnee migrants from Malaysia. At the same time, the PNCC is also providing services of legal justice under the SAMI project.

Like for Bangladesh, the GPMD could consider expanding the corridor approach for the next phase (e.g. in looking at Nepal-Singapore).

In **Sri Lanka**, besides the EU-funded REFRAME project and the US State Department project on counter-trafficking, SDC is the only donor working with the government and civil society on labour migration issues. No other significant projects or programmes support the NLMP.

Current relevance of the programme (considering context changes)

Since the “Decent Work for Migrants from South Asia” programme was designed, several developments have taken place in the region which do not directly affect its relevance, but which may need to be taken into consideration for a next phase.

Nepal

Recently, the new Government of Nepal has decided to consider labour migration as short-term strategy. The Ministry of Labour, Employment and Social Security is planning to allow only skilled human resources to seek foreign employment and rolling back the outflow of unskilled and semi-skilled workers. However, the ministry recognizes the huge investment needed to carry out skilling the migrants and further initiatives need to be started for the recognition of skills. The Ministry of Finance has already planned to allocate extra budgets to generate additional domestic employment to discourage people from seeking jobs abroad. This is a political agenda to end overseas labour within the next five years.

The government also plans to establish a separate desk at the airport to keep records of returnee migrants and assess their skills that they gained during stay aboard. After verification of skills, the government will provide project loans, loan guarantees and entrepreneurs insurance coverage to returnee migrants to find a decent self-employment opportunity or start a business in the home country. The government has recently initiated to review its Foreign Employment Policy and they already created five thematic groups and identified key recommendations which are yet to be published.

Bangladesh

Based on the ILO initiatives in the framework of the current project “Application of Migration Policy for Decent Work for Migrant Workers” phase 2 (2016-2020) mentioned above, the Ministry of Expatriates’ Welfare and Overseas Employment is now operationalizing policy and legal measures to implement the Expatriates’ Welfare and Overseas Employment Policy 2016 and the Overseas Employment and Migrants Act 2013.

This project is about how to implement each policy and how to monitor the progress. The GoB develops the Integrated Migrant Workers Management System which includes digitalisation of the recruitment process, an On-line Complaint Mechanism, Online Monitoring, Decentralisation of services (one stop service, finger print services, no objection certificate services, pre-departure training, 30 days residential trainings in the TTCs in the district levels), Online visa checking, digital attendance, E-learning, and future plan of decentralisation.

Other ministries which have different tasks and responsibilities related to migration (e.g. Ministry of Home Affairs, Ministry of Foreign Affairs, Ministry of Women and Children, Ministry of Education, Ministry of Health and Ministry of Youth) are also included in the process in a major coordination effort to implement policies.

The officials of the Ministry of Expatriates' Welfare and Overseas Employment intend to keep records on returnee migrants to use their knowledge and experiences in the development process. However, more time is needed to make the decision because it requires political agreement of all parties involved.

Sri Lanka

In Sri Lanka, the government has embarked on the review of its National Labour Migration Policy, of which the revised version is expected to be approved by the Cabinet in early 2019. Whether or not a revised policy will be the trigger to a more effective implementation than for the initial policy will largely depend on the government's real commitment beyond the adoption of a policy.

The declared priority on sending out skilled workers rather than unskilled workers is a policy intention similar to what other countries are aiming to do; the shortage of skilled labour in the domestic market however is a reality which may handicap this intention.

3.1.2. Efficiency

Management performance

In Sri Lanka, the SLMP is managed by the GPMD Programme Management Unit in Colombo. The programme is by design “overseen” by a National Advisory Committee (NAC) and a Programme Advisory Committee (PAC). An Exchange Forum for SDC partners provides the framework for implementation partners to meet and share experiences. While the NAC is not really operational, PAC meetings are occasionally held (twice in 2016, once in 2017 despite initial plans to have quarterly meetings); Exchange forums for SDC partners meet more often (eight meetings since March 2016).

The GPMD South and South East Asia is managed by the Regional Advisor based in Dhaka. As the position is currently vacant (since mid-2017), the Programme is managed by the Head of the team in Colombo with the NPO in Dhaka and support from Bern. The current set-up is fully operational and able to cope with the absence of a Regional Advisor.

While the set-up is rational, the programme lacks a formal oversight and monitoring structure led by SDC. A formal Programme Steering Committee (PSC) chaired by SDC and gathering on a six-monthly basis would be of added value and give SDC the opportunity to reinforce its identity and oversight on the programme. The individual performance of implementing partners is rather good, but could sometimes benefit from a more hands-on intervention of the GPMD staff (e.g. when conflicts and/or difficulties arise between CSOs as it is the case in the OKUP-CARAM ASIA project in which OKUP cannot fulfil its obligations in terms of the number referral cases, GPMD should intervene and change their action plan to facilitate solving the problem).

Supervision structures such as PSC and PAC are not used in Bangladesh and Nepal. The project portfolio of GPMD is managed under the guidance of the Desk Officer based in headquarters in Bern. Considering that GPMD's overall programme portfolio is multi-sectoral/multi country and multi-projects, and also that individual projects are sometimes multi-country, it may indeed be difficult to bring it all together under one PSC/PAC, but larger programmes involving much larger budgets have managed to set up oversight structures, hence there is no reason why GPMD could not do it. The first step to be taken would be to establish a results-based management system with a corresponding performance framework for the entire programme.

Progress of the different GPMD projects as well as progress of GPMD overall is annually reported by headquarters to the Swiss parliament in a set format outlining its work across the globe.

Monitoring

The SDC team in Colombo does not produce an all-inclusive overview which could best be based on the Logical Framework Matrix. Projects are monitored through progress reports submitted by implementing partners, field visits and regular contacts with partners (the GPMD team conducts progress review meetings at regular intervals with each partner, where all project related progress and challenges are discussed in details). A comprehensive dashboard of the programme based on progress reports and regular field observations is not available but would ideally feed into PSC meetings where corrective actions (if needed) would be assigned to implementing partners. A monitoring “master sheet” that attempts to compile the data collected through the monitoring activities of the Deep Impact partners has been developed and is a good step in the right direction as it is intended to be used as a steering tool for the projects. Unfortunately, this does not cover the other implementing partners.

For Bangladesh and Nepal, the SDC country offices in both countries have a set procedure of regular field visits and consultations with partners to monitor the progress of projects. For each project there are separate methods by which lessons learnt and achievements are compiled.

The information on project performance is gathered from the partner's progress reports as well as from field visits conducted by GPMD staff. In addition, GPMD staff holds regular consultations with partner governments and other agencies working in the field of labour migration on the basis of which they keep track of the overall development in a specific country as well as the relevant progress related to their project.

3.1.3. Effectiveness and Sustainability

Key results achieved by the programme

a) In the partner countries

Eight projects (in addition to the SLMP covering several projects in Sri Lanka) are funded under the Decent Work for Migrants from South Asia programme (2013-2019) of which six are implemented by civil society organizations, one by the IOM (supporting the Colombo Process) and one by UN Women (policy framework supporting female migration).

The analysis of project documents, in particular of progress reports, as well as field visits and interviews with key stakeholders and beneficiaries has allowed identifying the following achievements:

- **South Asia Migrant Labour initiative (PANOS South Asia)**

In the first Phase of the project (2015-2017) which aimed at building capacity of media in South Asia to advocate and influence regional cooperation for migrant labour, several stories and narrative articles were produced by journalists from five South Asian countries who benefited from the fellowship programme; some of these articles were published on PANOS's website (<http://migration.panos.org>). As of March 2017, more than 70 stories on labour migration issues were produced.

The second phase of the project (2017-2019) aims at examining the gaps and challenges experienced in the first two years and ensure more long-term impact. At the time of this evaluation, 15 journalists from Bangladesh, Nepal, India, Pakistan and Sri Lanka were granted fellowships to frame their research on labour migration prepare stories which are due to be compiled in a book to be published in November 2018. Media outputs such as a video on situation/stories of Pakistani migrant workers, a documentary on Nepalese migrant workers and radio reports produced by a Bangladeshi journalist are all due to be released in September 2018.

With more than 200 stories on migration and labour issues now produced (three times more than initially anticipated) and published in 34 media outlets including press, television, radio, digital, documentary, film and multimedia, the project has been able to voice the concerns of migrant workers to the public domain, especially those often-unheard-of women migrants in the destination countries. The project also allows bringing together media, academics and civil society in sharing ideas on labour migration issues.

The project could have done better in involving state-run media houses and news agencies. In expanding stories into policy briefs for dissemination to decision makers and in developing more interactive communication among the fellows through social media (e.g. Facebook) to share their ideas, knowledge and experiences. The migration blog (<http://migration.panos.org>) is not regularly updated. PANOS ASIA hired one person (fellow) who voluntarily would work and update the information, but this still is not working because the fellow has other engagements.

- **Access to Justice for Bangladeshi Migrant Workers in Malaysia (CARAM Asia)**

The reported achievements of the project up to June 2018 can be summarized as follows: awareness raising and training in different locations of Malaysia (Perak/Pahang, Melaka and Johore), the establishment of community focal points in the targeted states, the development of a network of service providers (including trade unions, migrant support groups, community based organizations, etc.) able to provide support to migrant workers, the identification of Bangladeshi leaders among Bangladeshi migrant workers to assist other workers who are victims of violence and violation of rights within their vicinities, the successful management of 230 cases related to Bangladeshi victims of trafficking, detention, withholding of passport, etc.

While CARAM Asia mainly plays a leading role in the training activities, TENAGANITA (Malaysia) and OKUP (Bangladesh) are the main implementing partners. TENAGANITA so far fulfils expectations in terms of numbers and delivery of services; the targets of 2 or 3 thousand Bangladeshi migrants provided with assistance and information will be reached. The weak side of the project lies with OKUP which is unable to play its role under the planned referral mechanism. Their activities have mainly focused on the Bangladeshi side in providing assistance to returning migrants, undertaking surveys, organizing a forum and cooperating with the IOM in the identification of the missing people and the repatriation of migrants found in shelters.

CARAM Asia has a rather laid-back attitude towards its implementing partners and does not provide any explanation as to why OKUP is not able to contribute more to the referral mechanism. The idea of changing partner in Bangladesh has been floated by the Programme Officer during the interview.

- **Capacity Building of CSO's in Asia 2015-2018 (MFA)**

MFA's activities aim at building the capacities of local grassroots organisations to engage with their national governments, regional processes (ASEAN, SAARC, Colombo Process and Abu Dhabi Dialogue) and global processes (GFMD, UN Human Rights Mechanisms, International Labour Conference, Global Compact for Migration) underscored by a Human Rights approach.

The list of initiatives undertaken by MFA is remarkable, as is its engagement with multiple stakeholders despite its small internal organization structure. MFA played a key leadership role in mobilizing global and regional CSOs to engage in the GFMD programme, participates as observer in many processes (e.g. Thematic component on skills recognition under the Abu Dhabi Dialogue, Thematic Area Working Group on recruitment under the Colombo Process, etc.), and is recognized as a contributor in policy dialogues in sending and receiving countries.

In a nutshell and beyond providing capacity building, MFA is helping the CSOs community to be recognized in all debates on labour migration issues. MFA's leadership and engagement can sometimes appear to be somewhat disproportionate; the active contribution of the network's members in various countries in engaging with governments and providing intellectual resources, convening meetings, preparing reports and policy briefs etc. however has to be recognized more.

- **Advancing Migrant Rights Agenda Through Advocacy and Legal Support to Nepali Migrants in Malaysia (MFA)**

A key factor of success of this project was to partner in Malaysia with the Malaysia Bar Council (via its refugees and immigration affairs committee) in addition to the North South Initiative, and with the Pravasi Nepali Coordination Committee (PNCC) in Nepal.

Up to April 2018, 458 cases of migrant workers in distress were assisted as documented in the MFA Migrants Rights Violations Reporting System (MRVRS).

On the Nepalese side, PNCC not only provides legal assistance for distressed migrants but also provides education and awareness on safe labour migration to potential migrants and their families, para-legal aid and counselling, reintegration with livelihood options.

In line with the other project implemented by MFA, this project also contributes to capacity building of civil society to protect the rights of Nepali migrants, advocate, dialogue and lobby for rights-based policies and monitor commitments of the Government of Nepal.

Through this project, the partners were also able to be involved in regional capacity building programmes and consultations around GCM, GFMD, Colombo Process, Abu Dhabi Dialogue MFA furthermore cooperated with the Diplomacy Training Programme.

An important achievement of the project also is that the Nepalese government makes use of the data in the MRVRS in their negotiation with Malaysia to ensure the migrant workers' rights and welfare.

- **Capacity Building Training Programmes in South and South East Asia (DTP)**

The training modules of DTP cover several key issues such as human rights of migrant workers, engagement with the UN's Human Rights Mechanism (including the UN Human Rights Council), UPR, treaty bodies and special procedures, and with International Labour Organization instruments and standards, strategies for advocacy and mechanisms and inter-governmental processes especially the Global Forum on Migration (GFMD).

Besides providing useful information and training on migration and human rights of migrant workers in the countries of origin, on civil society's struggle to protect and promote the rights and welfare of migrant workers, on ILO instruments and standards on recruitment, on CEDAW and its reporting process, on media advocacy and media skills and on the UNs UPR process, the training workshops have helped to develop a closer relationship among participants including NGOs, trade-unions, the national human rights commission and the governments and trainers which continued after the different sessions, which built collaboration and strengthened national networking.

As stated above, DTP and MFA worked together in developing training modules on "Advocating for the Rights of Migrant Workers in Malaysia" which were delivered to NGOs, faith-based communities, lawyer's networks, migrant communities and trade unions from Bangladesh, Nepal, Malaysia and also Thailand.

DTP reports the impact of the project at different levels: in building CSO networks at national level, in providing knowledge and practical skills to make use of the available international human rights standards and mechanisms, in facilitating the collaboration of CSOs with the ILO, UN organizations, national human rights institutions and trade unions and more.

- ***Regional Programme on Empowering Women Migrant Workers in Asia (UN Women)***

As already reported in the MTR of the SLMP, the UN Women project does not achieve its initial objectives. Standard Terms of Employment (STOE) intended for Middle Eastern countries have indeed been developed but did not go very far.

UN Women instead developed policy briefs on women and migration to identify the challenges in implementing STOE and explore the areas of intervention to overcome and feed into national policies. These briefs and other technical papers on issues of women migrant workers are being disseminated at various roundtables and meetings with the objective to possibly initiate the implementation of STOE in a longer-term perspective.

In Bangladesh, the project also supported the capacity building of labour attaches and the participation of senior officials from different ministries at the UN Women's Commission on the Status of Women.

If there is an achievement of the project to be mentioned, it is the fact that it increases understanding of the gender dimension of migrant workers and the importance of ethical recruitment. In this respect, and in the particular case of Bangladesh, UN Women is cooperating with the Bangladesh Association for Recruiting Agencies (BAIRA) which supports regular dialogue between the GoB and recruiting agencies to discuss the challenges face by migrant workers in the recruitment process to protect their rights to discuss the challenges face by migrant workers in the recruitment process to protect their rights.

- ***Power in Migration and Work: Learning from Experience of Women Migrant Workers (GAATW)***

Besides publishing multiple documents (country briefs, case analysis, reports and articles), holding consultations, delivering training and attending various events (e.g. GFMD 2016), very little has been achieved in the first 2.5 years of implementation. The plan to develop support systems for women migrant workers in countries of destination did not go much further than strengthening the relationship of the Bangladeshi partner OKUP with the Bangladesh Embassy and the Bangladeshi community in Beirut. On the specific objective to initiate cooperation on labour trafficking cases under the Access to Justice Component, no progress could be made.

On a more positive note, the project allowed GAATW to engage with partners in Lebanon, Kuwait and Jordan which also worked together under a DIFD/ILO-supported project.

As of March 2018, GAATW embarked on a new project implemented in 9 countries – Bahrain, Kuwait, Qatar and Lebanon (destination countries); Bangladesh, Ethiopia, India, Nepal and Sri Lanka (sending countries). Partners of the project gathered in June 2018 and subsequently initiated the research work on the thematic areas of gender-based violence in the world of work, Access to Justice and Safe & fair migration. The field research should be completed by end-2018 following which the analysis will begin. It is therefore too early to report on any achievements.

- ***Strengthening Labour Migration Governance Through Regional Cooperation in Colombo Process Countries (IOM)***

As per mandate, IOM is acting as the Technical Support Unit (TSU) of the Colombo Process supporting the Chair in office and organizing symposiums and consultations (Secretariat function), and conveying the Thematic Area Working Group meetings to which it provides technical inputs.

Technical support is provided through externally recruited consultants and/or organizations (e.g. the Scalabrini Migration Centre produced a mapping survey and mapping report covering all CP countries which IOM presented at the 3rd CP SOM in November 2015, the study on "*Assessment of labour market trends and skills profiles of Sri Lankan migrant workers in the construction industry in UAE*" was prepared by the ILO). The technical input provided by the IOM therefore relies on external contributions for which IOM takes credit.

Sri Lanka

Substantial results have been achieved under the SLMP by civil society, especially at grassroots level. Deep impact interventions have perceptibly improved the wellbeing of the ultimate beneficiaries in setting up safety nets surrounding the migrants and their families, particularly focusing on the well-being of children. The civil society partners have deployed a large range of possible means to increase the safety of migration through information, training, counselling and legal support. Civil society partners also largely involved government officials in their activities at national level with the result that attitudes are sometimes changing, but there is a limit to what they can do to further improve the safety of migrants; at a certain point it is the government's responsibility to go a step further.

This is where the established international partners (ILO, IOM and UN Women) are meant to play a role in supporting the government to ensure safe migration. The ILO has been a major partner for the Government and is recognized as a professional and technically competent organization. The Ministry of Foreign Employment and the Sri Lanka Bureau of Foreign Employment both heavily rely on the ILO to support them on policy matters and to provide them with adequate tools which can facilitate implementation on certain issues (procedures, training modules, operation manuals, etc.). ILO's focus so far has been to review the National Labour Migration Policy which dates back ten years ago. ILO remains the driving force in the process and very little is done to shift the leading role to the government.

The IOM has been subcontracted by the ILO to train 400 recruiting agencies; until the end of July a first session of 30 agents has been completed. With more than thousand agencies operating in the country and no plan to disseminate the training beyond the planned 400 agencies, not very much can be expected from this intervention which IOM itself considers to be "*a small step in the right direction*" which however is "*not going to change anything overnight*"⁶.

Designed to strengthen the policy framework to support the female migration from Bangladesh and Sri Lanka in promoting standard contracts to Middle East employers, the project implemented by UN Women has so far failed to achieve its objectives. Activities in Sri Lanka have been diverted to a softer approach covering the production of guidelines, the design of training modules (skills development for potential migrants, training modules for labour attaches in cooperation with ILO and IOM, etc.). The initial ambition of the project has now vanished and at short notice, the impact of the project will be marginal.

The media component of the programme promoting safe migration to the general public is professionally implemented and well-managed. At the grassroots level, families and migrants interviewed during the field visits confirm having received information through various channels (mainly television and posters), which complements and/or reminds information received from civil society implementing partners. If 30% of the national population is reached through the media campaign, as suggested in the LFM, however cannot be verified⁷.

b) In the region

Referring to planned Outcome 1 of the Programme (collaboration of South Asian countries in regional and/or global forum with an effective functioning of the Colombo Process) it needs to be mentioned in the first place that even though the CP is a good platform for sending countries to share knowledge, the CP is a non-binding platform. Member states are not bound to follow or implement any policy or recommendation. They typically share information at a level which will not hamper their own national interests (e.g. labour market conditions and relations with receiving countries are not shared). Many recommendations come from the meetings, but very little is implemented; several reasons or justifications are mentioned with regard to weak implementation: constantly changing senior officials in the different ministries, lack of knowledge management, preference of member states to focus on bilateral agreements, but also the lack of engagement of IOM in going beyond its secretarial support.

The Thematic Area Working Group meetings are seen as a major plus in bringing Member States together on common issues, though the Philippines consider they are often (too often) considered as a model.

Despite all the criticism which relates to the CP, all Member States agree that the CP should continue, the more that it provides an adequate platform to raise and place their demands in the Global Compact on Migration.

⁶ Statements made by IOM team

⁷ More details about the achievements of the SLMP are presented in the Mid-Term Review report (Annex 4)

With regard to the regional dimension of CSO interventions, the programme certainly brings together implementing partners, but also a much wider range of organizations mainly through the influence of MFA who comes out as a key partner to the programme. MFA successfully brings together CSOs and government officials of major South Asian sending countries, employers, CSOs and government officials of major migrant receiving countries under one umbrella. Besides helping the CSOs on capacity building, MFA manages to convince migrant receiving countries' actors to change their attitude on ethical recruitment, migrant rights and welfare.

Contribution of the programme to migration governance

"Improved legal and institutional framework conditions in labour migration governance" is defined as a key impact hypothesis for a better protection of migrant workers. One of the ways to improve this framework is to promote cooperation between governments and a strong civil society engagement aiming at decreasing indebtedness, increasing salaries and remittances, and better use of skills.

In **Bangladesh** the consultations between CSOs and the government have led the Ministry of Expatriates' Welfare and Overseas Employment (MoWEO) - supported by the South Cooperation through the ILO - to review the Wage Earners' Welfare Board Bill 2018 and enact 17 corrections which cover health assistance, ambulance services and shelter, getting soft loans for returnee migrants, welfare to migrant workers and their dependents, mandatory insurance coverage for migrant workers before leaving the country for the safety of their dependents, easy process for claiming compensation for the death compensation of deceased migrants, etc. The bill has been approved by the Parliament on 29 July 2018.

Despite not having achieved its initial objectives, UN Women's project contributed to increased understanding about the gender dimensions of migrant workers and the tools for gender-responsive practices and monitoring. In a longer-term perspective, this increased understanding is likely to improve migration governance for women migrant workers, but immediate effects can already be observed (e.g. in Bangladesh the MoWEO issued a circular in September 2016 stating the specific principles to be followed for the women migrant domestic workers heading for Oman).

MFA's interventions through the capacity building programme and lobbying engagement with national and regional processes (ASEAN, SAARC, Colombo Process, Abu Dhabi Dialogue Global Compact on Migration, Global Forum on Migration and Development indirectly contributes to the discussions and deliberations on recruitment reform with governments

In Nepal, the Ministry of Labour, Employment and Social Security initiated the review of the Foreign Employment Policy, 2012 for better protection of migrant workers; to do this, the Ministry set up five task forces. One of the key members of the MFA network, the People Forum for Human Rights (People Forum), has engaged as a member of one these task forces and is contributing to policies on migrants' human rights and legal issues. People Forum previously worked for the right based reformation of the Foreign Employment Act, 2007 in creating a Civil Society Alliance working for same cause and prepared amendment proposals incorporating international best practices and standards. After finalisation of the proposal, it was submitted to the Ministry of Labour and Employment on June 1, 2017. Most of the reformation agendas proposed by People Forum have been addressed and incorporated in the Government proposal.

*"The Sri Lanka National Policy on Labour Migration endorses the principles of good governance in setting in place policies, laws, regulations and administrative procedures that are reflective of the international standards ratified or respected by Sri Lanka, in order to facilitate and support migration in conditions of dignity, security and equity for work"*⁸. The policy document contains an entire chapter on "Governance of the Migration Process", but very little materialized after adoption of the NLMP.

Enhancing the Government of Sri Lanka's commitment to Labour Migration governance is one of the key expected outputs of the SLMP. Part of the approach to achieve this output was to increase productive interaction between civil society and government authorities, partly through the meetings of a National Advisory Committee which gathers state officials of key Ministries appointed by the Ministry of Foreign Employment and representatives from employers, trade unions, civil society and the recruitment industry.

⁸ National Migration Policy, page 7

PAC meetings were in principle due to be held quarterly but so far only met twice in 2016 and once in 2017 and minutes of the meetings do not really reflect closer cooperation among stakeholders. Civil society and government however tend to engage more frequently than in the past to discuss labour migration issues, but government officials, in particular the Ministry of Foreign Employment, do not (yet) approve civil society's involvement in governance issues. As the NLMP is currently being reviewed by the ILO in the framework of the SLMP, it could be expected the labour migration governance will remain a key feature of the revised policy and that concrete steps will be enacted to enhance governance.

Contribution of the programme to protection and wellbeing of migrant workers

Sri Lanka is a perfect example of how civil society has improved the wellbeing of migrant workers and their families. All civil society interventions have perceptibly improved the wellbeing of the ultimate beneficiaries in setting up safety nets surrounding the migrants and their families, particularly focusing on the well-being of children. The immediate impact of the support given by civil society is reflected in the statements made by the migrants and their families, who acknowledge the fact that their situation has considerably improved. The civil society partners also deployed all possible means to increase the safety of migration through information, training, counselling (psychosocial support), legal support and advice on reintegration and remittance management.

Every civil society partner has a different approach to sustainability based on the specific lines of intervention and local environments under which they operate. The foundations of the different strategies aiming at sustaining the benefits of the interventions are rational but need further support to become self-sustaining. Many support groups have been set-up which all lack organizational capacity, group management capacity, lobbying capacity and to some extent financial resources and/or fundraising capacity.

In a more long-term perspective, once organized and recognized, bringing all groups together under the umbrella of a larger association could be considered as a further step towards sustainability.

In Bangladesh and Nepal, the programme contributes to the better protection of migrant workers abroad and their families' welfare through information campaigns (resulting from the PANOS fellowship programme - News published in Bangla and Nepalese (native languages) newspaper contribute to awareness of the people) and through intervention of CSOs, e.g. in assisting returnee migrants to apply to the Wage Earners' Welfare Board (WEWB) in Bangladesh, in supporting migrants to submit complaints to the Bangladesh Bureau of Manpower and Employment (BMET)'s Arbitration, etc... In addition, the news based on articles is broadcasted in TV talk shows on safe migration. The policy makers are influenced by such programmes; newspaper articles and TV talk shows are considered to be part of the communication strategy to disseminate information.

MFA's support to CSOs allows them to provide assistance to migrant workers. MFA's partners in Nepal and Malaysia are now able to analyse and document cases of abuse of migrant workers and engage Nepal Missions in Malaysia.

The capacity building training programme (DTP) provides an opportunity for advocates to work together on developing strategies and plans to address specific human rights issues affecting migrant workers in their countries of origin. The programme also contributes to build up CSO networks for migrant rights at the national level. E.g. in **Malaysia** the programme encouraged greater cooperation and collaboration among NGOs, trade unions and legal profession to work on the rights of migrant workers and to build practical links between individuals and organisations in Malaysia and counterpart in migrants' areas of origin.

Contribution of the programme to development

Increasing the migration's contribution to development is part of the overall goal of the programme in South Asia. The main assumption is that decent working and living conditions will empower the migrant workers to be actors of development.

As stated above, the programme contributes to protection and well-being of migrant workers which considering the above assumption contributes to development. Though remittances can be considered as contributions to development, two other issues emerge, i.e. skills recognition and reintegration.

Remittances are mostly used for daily subsistence (food for the family, clothing and other personal items of basic necessity) and/or acquisition of unproductive assets (IT, television, mobile phones, etc.).

Though such acquisitions enable families to remain connected with their family and give separated migrant families emotional escape and temporary reprieve from the challenges of daily life, they cannot be considered as productive investments contributing to development. When remittances are used with a sense of “social protection”, e.g. in acquiring land to relocate following the ravages of riverbank erosion as it happens in Bangladesh or to pay for education of children, resulting in improving the lives of migrant villagers, they should be considered as a contribution to development because they enhance people’s well-being.

In respect of the above, financial literacy courses have been initiated by different CSOs (again supported by MFA); they mainly cover daily expenditures recording and management, teaching children about family expenditure and management processes, the importance of savings, etc. Teaching on how to invest for the future in more productive ways has been initiated (e.g. in providing information about various forms of saving instruments offered by the government, non-government and private agencies), but much more will need to be done in this respect.

With regard to reintegration, the programme also provides information about how to improve social and economic conditions of migrants and their families and social and economic reintegration of returnee migrants in their areas of origin with dignity.

CSOs engage with returnees for creating opportunities for those returnee migrants who have skills and knowledge to for example engage with Registered Training Organisations (RTO), TTCs and RPLs, to become trainers, instructors and assessors. This is for example the case for PNCC-MFA in Nepal and also CARAM ASIA-OKUP in Bangladesh.

Media publications by PANOS fellows also address reintegration issues. Concrete changes resulting from these publications depend on whether or not the reader has a good understanding about the topics covered, but in general they result in progressive thinking.

Skills recognition and reintegration are two areas which need further attention to advance the contribution of migration to development⁹.

In **Sri Lanka**, the Safe Labour Migration Programme was designed to enhance the development benefits of migration by contributing to decent working conditions and improved well-being of migrants and their families.

The direct impact of the SLMP at the time of the MTR relates to improved wellbeing of migrants and their families because of civil society intervention, changing attitudes of some government officials at field level and better understanding of safe migration among the migrant community. As such, the SLMP is achieving its objective in enhancing the development benefits of migration.

Promoting and ensuring decent working conditions for migrant workers remains the responsibility of the government which the SLMP aims to support through the interventions of the ILO, the IOM and UN Women. The MTR has clearly highlighted the weaknesses of these interventions which are far away from ensuring better working conditions for migrants and hence consider them as a contribution to development.

At policy level, the ILO recognizes the fact that a more active and leading role of the government is needed, but on the other hand does not play its role as tripartite organization in largely ignoring trade unions which have the possibility to work with their counterparts in the destination countries. Besides policy, recruiting agencies and their sub-agents are key players in ensuring decent work conditions, but IOM will only scratch the surface of the problem in training a small number of agents, while the role of sub-agents still need to be addressed at policy level. The intervention of UN Women to promote standard contracts to Middle East employers was intended to secure safe and good working conditions for domestic workers but so far did not achieve any meaningful result. In conclusion the objective of this intervention to have better working conditions contributing to development remains as an objective for now.

Challenges faced by the implementation of the programme

Several challenges are somewhat hindering the implementation of the different projects. It is well understood that these challenges are outside GPMD’s control, but they need to be mentioned.

⁹ Please refer to Recommendations for further details

- Visa issues (e.g. PANOS fellows were not always able to visit destination countries of their choice, hence limiting their exposure to practical observation; similarly visa restrictions for the Bangladeshi partner of the GAATW project to access Lebanon delayed the work of the project)
- Political obstruction in destination countries (e.g. the MFA Network in the Middle East who provides support and assistance to migrant workers in distress is under heavy surveillance and policing of organisations and individuals; two of MFA's media partners were dismissed from their work for writing about the human rights of migrant workers);
- Bureaucratic processes affecting the motivation of beneficiaries (e.g. receiving legal assistance and compensations from the Government of Bangladesh is very complex and victimised migrants sometimes lose interest to continue their cases);
- Permanent staff changes in government institutions which limit the impact and the sustainability of capacity development activities in absence of adequate knowledge management structures.
- The lack of ownership of certain governments relying on external parties (e.g. Sri Lanka government relying on ILO support to review the migration policy)
- Changing policies and priorities; this is particularly the case for Nepal where the government is now considering limiting outbound migration.

These challenges do not really come as a surprise and were to be expected. Overall the difficulties encountered do not seriously affect the implementation of the programme, though the case of Nepal may become a more serious concern.

Sustainability and scaling up

At project level, civil society organizations are all considering various ways to sustain the benefits of their intervention. The key factor often is the motivation of the CSOs to preserve and disseminate the values they believe in, be it for religious, ethical or political reasons.

The MTR of the SLMP mentioned the different strategic foundations (church-based, community-based, school-based, etc.) towards sustainability which all observe the prevailing environment under which benefits can be maintained.

Similarly, in Nepal and Bangladesh, the key CSO partners of the programme (OKUP, PNCC, MFA, DTP and PANOS) are actively considering how to sustain the benefits of the projects they are implementing:

- PANOS fellows will be able to become part of the Climate and Development Knowledge Network (CDKN) and share their stories on PANOS' Climate Change Fellows website <http://climatechange.panossouthasia.org>
- PNCC will continue working across the country and abroad, particularly in Saudi Arabia, Qatar, UAE, Kuwait, Oman and Bahrain
- OKUP will continue working across the country and abroad, particularly in Malaysia, Jordan and Lebanon. They have built up strong community-based activities in the Narshindhi district of Bangladesh where they are continuously working to promote safe migration and rights of Bangladeshi migrant workers and trafficking survivors. They have also built up relations with MFA's project and activities and they became key resource person to train journalist fellows in the PANOS South Asia project.
- MFA will further entertain its network of partners throughout the region and carry on its mandate to support network partners to advocate for a human rights approach in labour migration
- DTP considers this programme as part of its on-going commitment to build capacity in relation to the rights of migrant workers. The current programme builds on over 10 years of work with MFA based on broader strategy to engage civil society in the Middle East and North Africa region. DTP is encouraging participants to stay connected through DTP's alumni, coordination and collaboration among participants to work on different advocacy strategies even after the end of the course which DTP will follow up to provide necessary assistance. The partnership arrangements and organisational relationships between DTP and local partners will be made in a MoU/agreement.

The CSOs are in general able to secure funding to continue implementing their programmes, but it is a long process to convince donor agencies to provide financial support. The CSOs in Nepal and in Bangladesh are highly depended on donor funding. In several cases, activities stopped after finishing their projects. In some cases, they compromise their areas of work to get funding or reshuffle their staffs to budget constraints which results in losing knowledgeable people. However, there are many CSOs in Nepal and Bangladesh who support each other to seek donor funding. All CSOs are expecting to get

funding for a further phase of GPMD to maintain their knowledge and strategic directions as it is difficult to “sell” the same ideas to other donors with different ideologies and strategies. In Bangladesh, only the BRAC (Bangladesh Rural Advance Committee) (they are not part of GPMD) can make available financial resources from their own funds. BRAC is a large organisation with which donor agencies feel comfortable working with. CSOs under the GPMD programme are much smaller and less structured than BRAC, but very much influential in the field of migration to influence the policy change, hence their plea to be further supported by the GPMD.

In contrast to CSOs, the motivation of the institutional partners is driven by fund raising; projects are donor driven rather than priority driven.

As stated for Sri Lanka, the ILO recognizes the fact that a more active and leading role of the government is needed both at policy and at implementation levels, but it cannot be expected that significant developments will take place if the ILO no longer would support the government.

For the region as a whole, the Colombo Process remains an important forum to exchange views with all sending countries. Despite all its weaknesses all Member States want it to go on, but the commitment of the Member States to fund a permanent Secretariat does not exist. Its functioning relies on external support.

Scaling up the support to the CP does not necessarily go through increasing the budget of the Secretariat, but rather in looking at alternative ways to support the Thematic Working Groups of the CP, which are likely to result in more concrete decisions.

Sustainability beyond the Swiss contribution

Several other projects directly or indirectly related to labour migration issues are operating in the region and provide opportunities to ensure sustainability of what has been achieved under the GPMD programme, e.g.

- *The “Safe Migration and Rights of Bangladeshi Migrant Workers” project which aims to provide services including airport pick up, health/work compensation, family reunification, shelter and economic re-integration to returnee migrants, particularly female migrants. The project is funded by Caritas Luxembourg (2010-2019) and co-funded by Secours Catholique (2016-2019). The project will be further extended.*
- *The “Rights and Dignity of Migrant Workers and Trafficking Survivors” project which aims at providing legal support, airport pick and family reunifications to male trafficking victims. The project is funded by Winrock International-Bangladesh (2017-2020).*
- The above mentioned CDKN network funded by DFID
- The “*Organizational Support Project*” focusing on strengthening PNCC’s current operations in Nepal. It is financially and technically supported by Open Society Foundation (OSF), USA.
- The EU funded REFRAME project aiming at preventing and reducing abusive and fraudulent recruitment practices and maximizing the protection of migrant workers in the recruitment process and their contribution to development. The project is meant to be global with some planned activities in Sri Lanka, where the GPMD so far remains the sole player on labour migration.
- Sometimes government themselves provide financial, legal support and humanitarian assistance to the migrants (e.g. the BMET and the Migrant Welfare Board in Bangladesh)

3.2. Middle East

3.2.1. Relevance and Strategic fit

Relevance of the programme to address migration and development priorities of the partner countries

The Arab region attracts millions of migrant workers, mainly from Asia and Africa. In 2017, the Arab States region hosted 38 million migrants, of which the GCC countries alone hosted 28 million. In 2017, Jordan and Lebanon hosted a combined 5.2 million migrant workers and forced migrants (including refugees, asylum seekers and other persons in need of protection),¹⁰ putting tremendous pressure on these countries' absorption capacity, including their informal labour sectors.

Lebanon

Despite the fact that GPMD's engagement in Lebanon is solely focused on civil society organizations, one can confidently say that the activities of the GPMD decent work programme in Lebanon are relevant and strategically fit at different levels and for different stakeholders. At the National level, given the international commitments of Lebanon and the fact that it hosts more than a quarter of a million of Migrant Domestic Workers (MDWs), enabling an environment that supports the rights of this vulnerable group will have an impact on Lebanon's image in the region and globally, in addition to International human rights and workers' rights organizations. In April 2017, Lebanon signed a memorandum of understanding (MoU) with the ILO to institute the first Lebanon Decent Work Country Programme.¹¹ One of the priorities under the Lebanon Decent Work Country strategy is to improve governance and regulation of labour migration.

Jordan

After the Syrian Crisis erupted in 2011 and the massive human mobility in the Eastern Mediterranean Region and following the "Supporting Syria and the Region Conference, London 2016," the activities of the GPMD decent work programme in Jordan became more relevant to the current Jordanian context. The GPMD programme strategically fits at different levels and for different stakeholders. At the National level, given the international commitments of Jordan and the fact that it hosts many Syrian Refugees, enabling an environment that supports the rights of Syrians will have an impact on Jordan's image in the region and globally, in addition to International human rights and workers' rights organizations. In addition, the Jordanian government places employment and Decent Work at the heart of its National Employment Strategy 2011-2020. The strategy stipulates that "policies should aim to have foreign labour complement Jordanian workers in a work environment that provides decent work."¹²

GCC Countries

Migrant workers in the Arab States are employed in a variety of sectors, including the oil and gas industry, transportation, hospitality, services (including domestic work) and particularly construction which accounts for the largest number of migrant workers.

Migrant workers are mostly low skilled and prone to a variety of decent work deficits and abuse in the recruitment and migration process that precedes it. Construction and domestic work are the sectors in which unfair migration, flawed recruitment often linked to abusive practices of private recruitment agencies and brokers, and decent work deficits of low-skilled migrant workers prevail. The GCC Countries are eager to look better internationally regarding the issues of decent work and migrants' rights.

Relevance of the programme to address migration and development priorities of regional bodies

Lebanon, Jordan, and all Arab/Persian Gulf countries are members of the League of Arab States (LAS). Moreover, Lebanon and Jordan are members of the United Nations Economic and Social Commission for Western Asia (UN-ESCWA). The Gulf countries, in addition to their membership in the LAS, have their own gathering under the Gulf Cooperation Council (GCC) founded in 1981. GCC includes six Member States: Saudi Arabia, Kuwait, the United Arab Emirates, Qatar, Bahrain, and Oman. The involvement of Qatar in the GCC affairs was minimized after what is known as the "Qatar Crisis" which

¹⁰ United Nations (2017) *Trends in International Migrant Stock: The 2017 Revision*, Department of Economic and Social Affairs, Population Division, (United Nations database, POP/DB/MIG/Stock/Rev.2017).

¹¹ United Nations (2018) Lebanon: *Voluntary National Review (VNR), Sustainable Development Goals (SDGs)*, Voluntary National Review 2018, Sustainable Development Knowledge Platform.

¹² Ministry of Labour (2011) *National Employment Strategy (2011-2020)*, Ministry of Labour, Amman.

began when several countries cut off diplomatic relations with Qatar in June 2017. The Saudi-led coalition cited Qatar's alleged support for terrorism as the main reason for their actions.

The League of Arab States (LAS) established new mechanisms for cooperation in the field of migration in the Arab Region; among these mechanisms is the Arab Regional Consultative Process on Migration and Refugee Affairs (ARCP) which was established in 2014 as a State-driven, non-binding, flexible and informal forum to facilitate dialogue and cooperation between LAS member States on migration issues. An extraordinary meeting for the ARCP was held on 25-26 July 2017 at LAS Headquarters in Cairo, in preparation for the consultations on the GCR and the GCM.

Moreover, the Working Group on International Migration in the Arab Region was established in March 2013 under the chairmanship of LAS, the UN-ESCWA and the IOM. The Working group gathers international organizations working in the Arab region in the field of migration, with the aim to prevent duplication of efforts and to ensure a consistent, system-wide message and strategy for migration.

A report issued by UN-ESCWA and IOM in 2015, as part of the Working Group on International Migration in the Arab Region's activities, introduced a new approach underpinned by good practice, human rights and a long-term development perspective, to discuss the refugee and development nexus, rather than the conventional migration and development nexus. The report draws on the expertise of the member agencies of the Working Group on International Migration in the Arab Region and highlights the need for coordinated and holistic responses to current challenges associated with human mobility in the Arab region.

The GCC countries remain to apply the *Kafala system* for contracting foreign labour. Despite the demographic deficit, all countries have their own labour nationalization programmes which aim at reducing the dependence on foreign labour. Even though variations between countries are minimal, some countries are more open to international cooperation in this field than others. The coordinating body between ministers of labour in the GCC is the Executive Bureau of the Council of Ministers of Labour and Social Affairs of the Cooperation Council for the Arab States of the Gulf (GCC).

It can be expected that participation of the GCC countries in regional venues of policy dialogues is maintained. With their interest to keep strong ties with the international community, their policies regarding foreign labour will gradually change.

Relevance of the programme to address migration and development priorities set by GPMD's strategies 2013-2017 and 2018-2021

The GPMD Strategic Framework 2013-2017 outlines the directions and goals of SDC's mandate to implement the Swiss external migration policy by means of a three-tier approach including:

- The active participation in international (regional and global) policy dialogue and multilateral processes using its operational experiences,
- The initiation and support of innovative and scaling-up projects, and
- Knowledge generation and sharing.

The Strategic Framework furthermore defines five programme components on which GPMD will focus with either a thematic or a process attention:

- Shaping the Global Migration and Development Agenda;
- Labour Migration – Support to the Decent Work Agenda;
- Enhance Migrants' Contribution to Development;
- Integration of Migration into Development Planning; and
- Coherence for Development in Swiss Migration Policy.

With its new programme components, the GPMD will be more capable to address migration and development priorities. Linking such components to the involvement of Switzerland in the development of the Global Compact for Migration and linking the programme project to national efforts towards the achievement of the Sustainable Development Goals (SDGs) will foster addressing migration and development priorities.

Complementarities and synergies

Besides the GPMD, the countries of the region benefit from a rather large number of projects and initiatives related to labour migration. Moreover, the international tools and instruments such as the

SDGs and the Global Compact for Migration (GCM) can be regarded as frames of reference to foster the efforts of the countries in the region to address labour migration issues. Among those, the main projects and instrument showing synergies and providing real opportunities for cooperation is the FAIR project.

The FAIR project 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. The project was designed to achieve three objectives: (1) Establishing fair recruitment corridors to prevent exploitation of migrant workers, (2) Providing migrant workers with access to reliable information and services, and (3) Disseminate global and national knowledge about recruitment and engagement with the media. The Jordan-Nepal corridor is a successful example of the corridor approach for fair recruitment. Through the FAIR project, Jordanian factory employers and owners were linked to Nepalese private employment agencies in order to establish fair recruitment practices in Jordan's garment industry. The FAIR project also contributed to building the capacity of partners from Nepal's private employment agencies to construct fair recruitment practices from the country of origin.

Current relevance of the programme (considering context changes)

The context changes and the new developments in the field of migration and development in the Middle East region and worldwide; mainly the Syrian cause, the Gulf crisis, the Sustainable Development Goals (SDGs), and the development of the Global Compact for Migration (GCM), make the programme more relevant for the region than ever. In the last few years new political/legal developments have taken place in the region. For example, in May 2018, Kuwait and the Philippines signed an agreement bringing an end to a dispute over the treatment of Filipino domestic workers. The memorandum of understanding came nearly two weeks after Philippine President Rodrigo Duterte banned the deployment of Filipino workers to Kuwait after the murder of a 29-year-old Filipina worker in Kuwait in February 2018. Under this agreement, officials will create a hotline and a special police unit to assist distressed Filipinos in Kuwait.

Effective July 1st, 2017, Saudi Arabia has implemented an expat levy applicable to the dependants of the expatriates. In 2018, expat levy was extended to include employees. This levy, which pertains to both employees and their dependants, will gradually increase over a period of four years. The fee is payable in advance of issuing a new Exit/Re-Entry Permit or Iqama (residence permit). For the year 2020, levy will reach its peak so that foreign nationals will have to pay a monthly fee of 400 Saudi Riyal for each dependent they sponsor. Companies employing more foreign nationals than Saudi nationals would have to pay a monthly fee of 800 Saudi Riyal (approximately USD 213) per foreign national employee or 700 Saudi Riyal (approximately USD 187) if they employ more Saudi nationals. The expat levy is regarded as a way to improve the representation of Saudi nationals in the private sector. In fact, the expat levy will discourage expats to bring their family members as well as increasing the cost of living while working there which means decreasing savings and, consequently, decreasing migrants' remittances. Dependents fees for lower income expatriates as well as greater efforts to nationalize the workforce make it less economically opportune for foreign workers.

Of the positive changes in policies in Qatar is the inauguration of the first project office of the International Labour Organization in Doha in April 2018 to support the implementation of a comprehensive programme on working conditions and labour rights in the country. The ILO Doha Office is planned to support the implementation of numerous measures adopted by the Government of Qatar to replace the "kafala" sponsorship system with a contractual employment system.

The adjustment of the GPMD Middle East programme to take in account the Syrian crisis through the Additional Credit is an important development that reflects the flexibility of the GPMD in order to deal with the latest developments in the region. Through the Additional Credit, GPMD recognized the development impact of the Syrian crisis on the Syrian refugees, vulnerable host communities and non-Syrian migrant workers in the neighboring countries in order to contribute to longer-term solutions to those affected by the crisis with a focus on the labor market and decent living and working conditions.

The adjustment of the GPMD Middle East programme to consider the Syrian crisis has been a major change and in-depth reflection process on how to link the programme, which initially focused only on Labour migrants from South Asia, to reflect the realities of the Middle East region.

Another important context change is the Global Compact for Migration (GCM). The GCM is ready now to be adopted in the Intergovernmental Conference that will be held in Marrakesh, Morocco on 10 and 11 December 2018. Along with Mexico, Switzerland facilitated the drafting of this important international

document. The GPMD also supported six national consultations in South Asia about the GCM. The GCM is considered a major context change that will affect the national, regional, and global work in the field of migration.

3.2.2. Efficiency

Management performance

The GPMD Middle East is managed by the Regional Advisor based in Amman, Jordan and assisted by a Regional Programme Officer. The national office in Beirut, Lebanon is in charge of operations in Lebanon. In addition to its regional mandate, the regional office in Amman is in charge of operations in Jordan. Despite the limited number of SDC team in charge of the implementation of the GPMD the Middle East, SCD is regarded by its partners as a flexible institution that gives space for partners to do their work conveniently after long conversations and discussions about the plans of implementation.

While the set-up is rational, the programme lacks a formal oversight and monitoring structure led by SDC. A formal Programme Steering Committee (PSC) chaired by SDC and gathering on a six-monthly basis would be of added value and give SDC the opportunity to reinforce oversight on the programme. Such a PSC could include representatives from the Ministries of Foreign Affairs of the representative countries, representatives from CSO, as well as representatives of other international organizations working in the field.

The individual performance of implementing partners is rather good but could sometimes need a stronger guidance from SDC to improve specific situations. The PSC would be the ideal oversight instrument to put all parties on the same track whenever possible improvements are identified.

Monitoring

The SDC team in Amman does not produce an all-inclusive overview which could best be based on the Logical Framework Matrix. Projects are monitored through annual progress reports submitted by implementing partners, field visits and regular contacts with partners. The SDC team in Amman is using an Excel sheet to monitor the progress of the GPMD projects. This Excel sheet however is not specific to the GPMD and its main use is to prepare the Middle East Annual report which is part of the annual reporting mechanism under the Cooperation Strategy.

The Excel sheet includes basic information about each project, including project title, budget, start and end dates, country, etc. In addition, the Excel sheet shows expected outcomes as per LFM for each project and yearly results. It is defined primarily as a steering mechanism to allow for the identification of areas that need to be adjusted, based on results achieved and context changes.

Moreover, the Excel sheet includes an evaluation of the performance of each project using a 4-point scale; 1 = Excellent Performance, 2 = Good Performance, 3 = Partially Unsatisfactory Performance, and 4 = Unsatisfactory Performance.

Two important issues should be raised regarding the programme monitoring:

- First the fact that one-year duration is too long to monitor the projects and hence the programme. Periodic monitoring (bi-annual or quarterly) is highly recommended.
- The second issue is the fact that no specific criteria are developed to identify the exact meaning of each point under this 4-point scale used to evaluate the projects; the allocation of projects under each category depends on the achievements of the projects based on the agreed upon results, the cooperation with the partner, whether the project is on track or not.

3.2.3. Effectiveness and Sustainability

Key results achieved by the programme

In contrast to South Asia, where all projects funded under the GPMD have been reviewed, the selection of projects in the Middle East covered a limited number but representative sample of the GPMD programme. The presentation of the key results achieved by the programme in this section will therefore be somewhat different and rather highlight the main areas of interest and the achievements of the programme in a more global way than on individual project basis.

a) In the partner countries

The key results achieved by the programme in Lebanon and Jordan are presented below under two main headings; (a) achievements of the GPMD through interventions of the CSOs, and (b) achievements of the GPMD through interventions at institutional level.

Lebanon

a. Achievements of the GPMD through interventions of the CSOs

- Working with the Civil Society Organizations in Lebanon: despite the fact that CSOs in Lebanon are more empowered and strengthened than their counterparts in other countries in the region, they face the same hardships and illnesses of CSOs in the region as a whole. Hardships are related to two issues:
 - *the sustainability*: CSOs fear the discontinuity of their activities after the end of their contractual period with SDC and hope for extensions of the projects in order to keep their activities running;
 - *the dilemma of providing services versus advocating policies*: this issue raises a problem for many CSOs. While CSO representatives believe that affecting policies and advocating for changing regulations and laws will have a longer impact on the livelihood of the people, they also consider providing services for the needy is important and responds to an immediate need that should be satisfied. The GPMD partners maintain a relevant balance between service provision and advocacy.
- Networking among CSOs in Lebanon: two main experiences of networking occurred in the last few years within the GPMD's work with CSOs in Lebanon. The first experience was organized in the beginning by Amel Association. Another experience of networking is evolving under the Oxfam project "My Work, My Right." Oxfam started to create a network of actors and stakeholders that work together to leverage their collective knowledge and efforts on *thematic* issues. Oxfam is working with two CSOs to create this network: *The Legal Agenda* and *The Lebanese Observatory for the Rights of Workers and Employees*. So far, 12 CSOs expressed their interest to be part of this network. As per Oxfam, they will facilitate the network rather than coordinating it based on a thematic approach focusing on specific priorities in order to reflect on decent work and identifying priorities related to services and advocacy. The creation of such network among CSOs in Lebanon is meant to avoid duplication of efforts and exchange experiences and best practices among CSOs. Networking among CSOs is one of the achievements of the GPMD in Lebanon.
- The corridors Approach: labour migration involves origin and destination countries, but the focus is often on one side of the equation. When both are taken into consideration, they are often considered aside from each other. A few CSOs pay attention to the conditions of origin for more understanding of the drivers of migration and also to include the cultural dimension of the origin while serving the needs of MDWs in Lebanon. Given the fact that the GPMD work includes COO in South East Asia and COD in the Middle East, the work of GPMD partners can be extended in the future under the corridor approach.
- MCCs: A success story! The First Migrant Community Centre (MCC) was established by the Anti-Racism Movement (ARM) in Beirut in 2011. MCC is a free and safe space where migrant workers can meet, learn skills, work together and access information and support. The goal of MCC is to improve the quality of life of migrant workers (and especially domestic workers) in Lebanon, by engaging, supporting, and cooperating with migrant communities. With the support of GPMD, ARM extended its work through extending the idea of MCCs and opened two migrant community centres in *Saida* and *Jonieh*. Moreover, ARM, has a centre located in *Hamra* that works only on Sundays as a gathering venue for migrant workers in the weekends. MCCs provide free language and ICT classes, workshops, information sessions,

access to resources and facilities, and organize events, campaigns, and other efforts aiming at strengthening migrant communities, raising awareness and changing social norms surrounding migrant workers.

MCCs also serve as hubs for MDWs' activities, an incubator for initiatives, a barometer of current migrant communities' opinions and priorities, a place to test new ideas, a space where vast amounts of information can be quickly disseminated to a large number of MDWs, and an easily accessible place that is well-known and trusted among migrant communities. MCCs also serve as gateways for case referrals to other CSOs. Members of the MCCs represent more than 15 nationalities.

The MCCs are considered as a success story since they provide an important venue for networking and escaping the pressure of working behind closed doors. ARM is dependent on donors' support to run the MCCs. Because large amounts of money are used just to rent the venues of MCCs in reachable locations, the sustainability of these centres is not guaranteed after the end of the GPMD support. Hence, GPMD may consider organizational support for some of these success stories with perspective of longer-term sustainability; i.e. considering activities which specifically explore options for self-financing and sustainability of best practices.

- Protection with a Special Reference to MDWs: protection of migrant workers is an important aspect for enabling decent work conditions. Protection of MDWs, who are working behind closed doors, is more challenging and problematic than other migrant workers. The work through GPMD partners entails two levels of interventions; (1) direct – legal – assistance to the victims and (2) awareness raising efforts to widespread anti-racism messages to the employers, in specific, and to the public audience, in general. The work of Amel, Anti-Racism Movement (ARM), and INSAN,¹³ for example, is a mixture of direct legal assistance and awareness raising. Caritas, with its 24-hour presence in the Retention Centre for Foreigners, is considered as the last resort for MDWs facing deportation.
- Decent Work and Political Instability: Lebanon witnesses a prolonged political instability. Political instability affects the conditions of migrant workers negatively. For instance, MDWs are not included in the Lebanese Labour Law. A draft law that regulates domestic workers has been drafted for more than ten years, but due to political instability, the Lebanese parliament has not been able to pass it yet. The frequent changes in the government don't enable consistent and straightforward accomplishments. Rapid political changes always lead to the re-introduction of issues that are close to completion. Bearing all of these circumstances in mind, one can confidently say that the GPMD work in Lebanon through CSOs is contributing to decent work efficiently.

b. Achievements of the GPMD through interventions at institutional level

- The Lebanese Ministry of Labour: ministries of labour are the official partners of the International Labour Organization, the main partner of the GPMD through the implementation of the FAIRWAY project, the main GPMD project in the region. The political instability and the rapid changes in the Cabinet of Ministers in Lebanon play a negative role that affects the performance of the MoL. The MoL signed a bilateral agreement with Caritas, they maintain the hotline (1740) to help MDWs. The MoL also publishes the "Information Guide for Migrant Domestic Workers in Lebanon" in ten languages. The Guide is available online on the ministry's website. Moreover, the Ministry of Labour expressed its willingness to sign Memoranda of Understanding with major sending countries of labour to Lebanon. In addition, the MoL asked for the support and the facilitation of the SDC in concluding these MoUs with major sending countries.
- The Kafala System and the Search for Replacement: migrant workers in Lebanon are working under the kafala (sponsorship) system, which binds them to one employer. The Kafala system requires all migrant workers to have an in-country sponsor, usually their employer. The sponsor is responsible for their visa and legal status. Despite the criticism of this system for creating easy opportunities for the exploitation of workers, as many employers take away passports and abuse their workers with little chance of legal repercussions, Lebanon doesn't have another system to regulate the recruitment of migrant workers. While Lebanon is urged to abolish the kafala system and develop another human rights-friendly mechanism to fulfil the country's needs of migrant labour, alternatives to the kafala system should be thought of. Until another system replacing the kafala system is in place, the work of the GPMD partners in the fields of protection and legal assistance helps to reduce the negative impact of the kafala system on

¹³ INSAN Association is not a current Partner to SDC.

foreign workers in Lebanon. With the existence of the *kafala* system in Lebanon, and until another system replacing the *kafala* system is in place, the work of the GPMD, through its partners, in the fields of protection and legal assistance helps to reduce the negative impact of the *kafala* system on foreign workers in Lebanon

- Decent Work and Political Instability: Lebanon witnesses a prolonged political instability. Political instability affects the conditions of migrant workers negatively. For instance, MDWs are not included in the Lebanese Labour Law. A draft law that regulates domestic workers has been drafted for more than ten years, but due to political instability, the Lebanese parliament has not been able to pass it yet. The frequent changes in the government don't enable consistent and straightforward accomplishments. Rapid political changes always lead to the re-introduction of issues that are close to completion. Working within this instable political environment and achieving what has been achieved through the interventions of the CSOs supported by the GPMD is a success.

Jordan

a. Achievements of the GPMD through interventions of the CSOs

- Working with the Civil Society Organizations in Jordan: Generally speaking, the number of Civil Society Organizations in Jordan is less than in Lebanon. The number of CSOs working in the field of migration is even more limited. In addition, competition between CSOs is less than in Lebanon. *Tamkeen* (SDC Partner) is considered the main Jordanian CSO working in the field of migration and the first resort for MDWs seeking legal aid in Jordan. Other CSOs working in the field of migration include *Adaleh* Center for Legal Information, Justice Center for Legal Aid (JCLA) and Arab Renaissance for Democracy and Development (ARDD). CSOs in Jordan maintain a relevant balance between the provision of services and advocacy. The main achievement of the GPMD through interventions of the CSOs in Jordan is the provision of legal support to MDWs through partner CSOs.
- Workers' Centre: another Success Story! The Workers' Centre in Al Hassan Industrial Estate in Irbid is considered as a success story. As per project description, "*The Workers' Centre provides a safe space for workers to socialize, attend skills classes (computer literacy, languages), seek health care and psychosocial support, exercise and play sports and connect with their families through internet access.*" A visit to the centre allowed having an overall idea about its activities and confirming its importance as a safe space for workers to socialize.

b. Achievements of the GPMD through interventions at institutional level

- The Jordanian Ministry of Labour: the Ministry of Labour in Jordan is more stable and more active compared to the Ministry of Labour in Lebanon. The priorities of the MoL in Jordan are labour market regulation, reducing unemployment rate, and regulating the informal sector. As for migration and refuge, the Jordan Response Plan for the Syria Crisis is the Jordanian reference to identify government needs to reduce the impact of hosting Syrian refugees. The MoL aims at facilitating Syrian refugees' participation in the labour market by exempting them from work permit fees and allowing them to move from one economic sector to another and granting them sectoral work permits that are not related to a specific employer in the agriculture and construction sectors.
The MoL cooperates with ILO, through the FAIRWAY project, and conducts workshops for the labour inspectors who cover domestic workers. Moreover, the MoL cooperates with ILO in developing standards for the domestic workers' system. A memorandum of understanding was also signed between the MoL and the SDC on cooperation in the fields of labour market, migration and development.

GCC Countries

The work in the Gulf Region is quite difficult simply because of their high dependence on foreign labour and the fears of foreign labour's impact on national identity. Their fears are partially justified, given their demographic deficit and the fact that citizens became minorities in their countries. Non-nationals in the Gulf countries range between 37% in KSA and 89% in UAE with an average of 51% for the GCC countries.¹⁴

¹⁴ GLMM Website (2018) *Percent of Nationals and Foreign Nationals in GCC countries' Populations (Latest Year Available, 2010-2016)* http://gulfmigration.eu/media/graphs/Graph1_09_05_2017.pdf 01.09.2018.

- Scattered but very Important Efforts: given the diversified policies of the Gulf States, political instability, and the severe competition between the states in order to play a role model in the international arena, the interventions and efforts of the GPMD look scattered. The fear of states and the non-willingness of some states to involve external parties on issues related to labour mobility made efforts look scattered. Hence, measuring the impact of these efforts on the overall policy directions is very difficult, especially in the short run. No doubt, the efforts contribute to the overall mosaic of migration in the gulf and will affect policy directions in a cumulative and a positive manner in the near future.
- Working with the Human Rights Institutions in the Gulf: in addition to the relative difficulty of working with the governments in the Gulf, the region lacks the presence of independent civil society. CSOs are either religious/philanthropic organizations or semi-governmental ones such as the human rights organizations. Though, the GPMD managed to cooperate with two Human Rights Institutions in the Gulf; the Kuwait National Human Rights Society and the National Human Rights Committee (NHRC) in Qatar. The GPMD funded "Support: Protection of migrant workers," a project that provides legal consultations and representations to migrant workers. As for the cooperation with the NHRC, GPMD signed a MoU on cooperation in the fields of migration, development and human rights.
- The Abu Dhabi Dialogue: the Abu Dhabi Dialogue (ADD) was established in 2008 as a forum for dialogue and cooperation between Asian countries of labour origin and destination. The permanent secretariat of the ADD is provided by the United Arab Emirates. Switzerland is the sole non-regional observer country of the ADD. Despite the fact that Switzerland only has an observer status in the ADD, it is important to be present even though very little is achieved through the ADD process.
- Working through Proxies: working with intermediate partners from outside the Gulf region such as Migration Forum in Asia (MFA) and Diplomacy Training Program (DTP) or strengthening web platforms and developing media materials such as Migrant-Rights.org is another contribution of the GPMD to the decent work in the GCC countries. Though, the impact of such initiative is difficult to assess. This may be due to the fact that the impact of these activities usually goes beyond the simple count of number of direct beneficiaries and number of website visits, for example, to a large array of indirect beneficiaries over a long period of time that may exceed the duration of the GPMD.
- GLMM: A Success Story in/on the Gulf: data production and sharing is very important in order to influence policies. The GLMM project is an important project that collects, harmonizes, and disseminates data on migration in the Gulf. Despite the fact that the GLMM website needs to be more interactive, the GLMM programme provides data, analyses, and recommendations contributing to the improvement of understanding and management of Gulf labour markets, migration, and population.
- Working with the Governments in the Gulf: without the endorsement of the governments of the Gulf, a little can be achieved in the CODs. With the little interest shown by the governments of the Gulf, the only way is to work with whomever available in the Gulf and to work extensively with the COOs in order to strengthen their situation against CODs.¹⁵ To a large extent, individuals and individualized relations make change in the Gulf, not the institutions.

b) In the region

Because of the different geopolitical situations in the region, it is difficult to talk about the region as a block or as one unit. The political situation in Lebanon for example is different from the situation in Jordan. Gulf States remain as a unique case with their demographic deficit and their complete dependence on foreign labour. The GPMD contributed to the migration and development efforts through influencing policies, supporting CSOs in the region to advocate for policy change and to provide services for the vulnerable migrant groups. Highlights about the regional contributions are given below.

➤ Governments versus CSOs

The impact of the GPMD through the CSOs was more important through the direct partnerships made between the GPMD and the CSOs in the region, especially in Jordan and Lebanon. The impact of the programme on policy change at the level of the Governments, either through the FAIRWAY Project activities or/and through direct contact with the governments in the region such as the MoU with the MoL in Jordan, is not as strong as the CSOs work. The most substantial results are those

¹⁵ The GPMD in South and South East Asia is doing this already.

already achieved by civil society in Jordan and Lebanon. All civil society partners are implementing their respective planned activities with real passion and strong commitment to contribute to the decent work and the protection of migrants in the region.

➤ Contribution to the RDPP

In partnership with governments, civil society, NGOs, and UN agencies the European Regional Development and Protection Programme (RDPP) seeks to enhance protection for displaced-affected populations and create socio-economic development opportunities. GPMD started to be engaged with the RDPP very recently (as from July 2018). The RDPP is supported by a platform of eight European donors: European Union, Ireland, The Netherlands, the United Kingdom, the Czech Republic, Switzerland, Norway and Denmark. Denmark manages the programme through the Programme Management Unit, with offices in Beirut and Amman. Despite the fact that due to the multiplicity of donors, the Swiss contribution to the programme activities and outcomes cannot be traced precisely, though, the Swiss contribution to this initiative is very important, given the current international interest regarding mitigating the consequences of the Syrian Refugee Crisis.

➤ Studies and Research

Despite the fact that GPMD is not a research program, a few studies were carried out by partners. A study on “Working and Living Conditions of Low-Income Migrant Workers in the Hospitality and Construction Sectors in the United Arab Emirates (Dubai),” a survey among migrant workers through Focus Group Discussions conducted by the Gulf Labour Markets, Migration and Population (GLMM) Programme. Another important study is still in the pipeline on “Supporting Decent Work in Sahaab Municipality’s Stonecutting Area” carried out by IDRC. This study presents an overview of the findings of data collection activities conducted in relation to decent work in the stonecutting enterprises in the Municipality of Sahaab. Studies and research are important in influencing policy change.

Contribution of the programme to migration governance

The main contribution of the GPMD programme on governance goes through the ILO which is a major partner for the Governments of Jordan and Lebanon, and which is recognized as a professional and technically competent organization. The new project office of the ILO in Doha is also welcomed by the Government of Qatar. Through the FAIRWAY Project, ILO manages to engage the Ministries of Labour in Jordan and Lebanon with training programmes related to the governance of migration as related to migrant domestic workers. Partnering with ILO to implement the FAIRWAY project was a highly relevant decision made by the GPMD.

In addition, the advocacy work of the CSO partners influenced governments’ behaviour and practices regarding migrants. The MoU with MoL in Jordan is also a step towards the contribution to migration governance in Jordan.

Contribution of the programme to protection and wellbeing of migrant workers

The most substantial results are those already achieved by civil society in Jordan and Lebanon. All civil society partners are implementing their respective planned activities with real passion and strong commitment to contribute to the decent work and the protection of migrants. The work of the CSO in both Jordan and Lebanon in the fields of legal aid, especially for MDWs and advocacy contributed to the protection and wellbeing of migrant workers in the two countries. The work with the ministries of labour in Jordan and Lebanon through the FAIRWAY Project also contributed strengthening the capacity of labour inspectors for better application of regulations of decent work in the two countries.

Despite the difficulty to quantify or directly link it to the protection of migrant workers, the work in the Gulf, through different partners, is assumed to have a cumulative impact on decent work among migrants in the Gulf.

Contribution of the programme to development

Given the high volume of refugees in the Middle East region, the discourse on migration and development regards migration as a humanitarian problem rather than an opportunity. The migration and development nexus is usually situating in the context of regular migration and nationals abroad rather than non-citizens in the countries of destination. Moreover, the migration and development nexus is downsized to the impact of the in-flow of remittances to sending countries. The GPMD contributed to

the paradigm shift from addressing the movement of refugees as a development issue rather than simply a humanitarian problem.

As for the non-refugee population and through the GPMD partners, the programme activities in the fields of protection, legal aid, enabling venues for communication, such as the Workers Center and the MCCs, contributed to the decent work efforts for migrants which, practically, contributes to enabling a healthy psychosocial environment and healthy work relations; they in turn lead to better income and more remittances to home country made by migrants which contributes to the wellbeing of the left-behind families at the micro level and the economy of the COO at the macro level.

Challenges faced by the implementation of the programme

The contribution of the GPMD should be evaluated in light of the challenges faced in the implementation of the activities. The GPMD was implemented in a challenging setting. Challenges include political instability, the special case of the GCC countries, and the Syrian Crisis.

1. **Political Instability:** the main challenge in the Middle East region is the political instability, especially in Lebanon. Political instability affects the performance of the Ministry of Labour in Lebanon negatively with repeated shuffles in the Cabinet of Ministers including the Minister of Labour.
2. **The Special Case of the GCC Countries:** in addition to political stability, the GPMD faced the difficulty of dealing with and engaging the GCC countries. Due to their total dependence on labour migration and their demographic deficit, GCC countries regard labour mobility as a threatening factor that may affect their national identity. Add to this, the political divide in the GCC after what is called the Qatar Crisis. Moreover, the absence of autonomous CSOs in the Gulf is a challenge.
3. **The Syrian Crisis:** despite the fact that the Syrian war started in March 2011, the refugee crisis of Syrians has escalated in 2015. The Syrian Crisis affected the whole region and expanded globally, but the most affected countries in the Arab region were Lebanon and Jordan. The additional credit of the GPMD was approved to respond to the Syrian Crisis.

Sustainability and scaling up

Despite the achievements of the projects through its partners, the sustainability and scaling up are not guaranteed. This may be attributed, in part, to the fact that most of the CSOs in the region are living in a prolonged dependence on external funds. Sustainability is an important issue for all CSOs, even the well-established CSOs. Sustainability, in this context, is related to the sustainability of the activities, rather than the sustainability of the CSOs themselves. Since most of the CSOs in Jordan and Lebanon do not have sustainable sources to fund their activities, they usually depend on funds they receive from donors. In many cases, they actually compete to attract these funds. Despite the fact that most of the CSOs depend on fundraising as mentioned before, a few CSOs have grants and fundraising officers. Fearing the discontinuity of their activities after the end of their contractual period with SDC activities made many CSOs interviewed hope for extensions of the projects to keep their activities going. Other CSOs started to think of other donors who may be interested in sustaining their activities. CSOs who receive funds from different donors are more sustainable than those who depend on one donor or one activity/project.

As for the governments, the bureaucratic structure of the ministries and entities working with migrants and refugees does not allow for dramatic change. So that, the pace of change is very slow.

Sustainability beyond the Swiss contribution

With the high level of mobility, the political configuration, and the prolonged instability, the Middle East region is considered as an attractive region in the world for national, regional, and international development assistance agencies.

Major donors include the European Union, and individual countries. For instance, the UK allocates 50% of the Department for International Development (DFID)'s budget to fragile and conflict-affected regions including funds to 'mitigate the spill-over of the Syrian conflict into Jordan and Lebanon'. In 2017, Norway's government announced an increased presence and position in vulnerable and conflict-affected states, targeting particularly the Middle East, North Africa, and the Sahel region. Germany has set up a special initiative called "stability and development in North Africa and the Middle East".

This situation created a high level of dependence on external donors/funds to deal with issues related to refuge and migration in the Middle East region.

The Swiss are known more for their impact at the Global level, through their support to the formation of the GCM and the 2011 GFMD. The fieldwork and service provision supported by the Swiss remain limited to have a massive impact. However, from a cost-benefit analysis perspective, and compared to other players in the region, the efforts of the GPMD have made high impact

4. Conclusions

4.1. Overall assessment of the Programmes

4.1.1. Appropriateness of the approach to achieve the strategic objectives

As mentioned in the introduction, the GPMD Strategic Framework 2013-2017 defined five programme components on which GPMD would focus with either a thematic or a process attention:

1. Shaping the Global Migration and Development Agenda;
2. Labour Migration – Support to the Decent Work Agenda;
3. Enhance Migrants' Contribution to Development;
4. Integration of Migration into Development Planning; and
5. Coherence for Development in Swiss Migration Policy

Under the Middle East programme, GMPD focused on a set of projects to achieve the planned objectives in line with the programme components defined in the GPMD's Strategic Framework 2013-2017. Though, one can say that the activities and projects in the Middle East focused more on the second and the fourth programme components.

As for the second component, Labour Migration – Support to the Decent Work Agenda, the GPMD implemented an array of projects to support the decent work agenda through its partners. Projects include a mixture of service provision and advocacy. The work on Syrian refugees as a consequence of the refugee crisis in the region and the contribution to the integration of Syrian refugees in the labour market is, in fact, a contribution to the fourth component of the programme, which is the "Integration of Migration into Development Planning." In addition, the Swiss presence in the ADD as an observer and the contribution to the Regional Development and Protection Programme (RDPP) are considered as part of the Swiss efforts to "Shape the Global Migration and Development Agenda."

The choice of the implementing partners was successful. With its strong ties with the ministries of labour in the region, the choice of the ILO to be the main partner through the FAIRWAY Project was highly relevant. The selected CSOs in the region to implement the programme components related to service provision and advocacy have performed their functions efficiently.

In South-Asia the contribution to the components of the Strategic Framework mainly comes from the intervention of the CSOs, in particular of Migrant Forum Asia (MFA); besides building the capacity of other CSOs to engage with national governments and regional processes, MFA directly engaged with key players at national and international level to discuss safe labour migration, recruitment reform with governments, migrant's decent work and welfare including migrant families. MFA also developed an important position paper on migration and the post 2015 Development Agenda that helped partners and CSOs in general to have a more thorough understanding on the linkages of Migration and the Post 2015 Development Agenda. Having selected MFA as implementing partner was very pertinent and proves to be successful.

Supporting the decent work agenda also builds on the intervention of civil society which managed to have the the Ministry of Expatriates' Welfare and Overseas Employment in Bangladesh develop and release the *Wage Earners' Welfare Board Bill 2018*. In this case, credit has to be given to OKUP, sub-contracted by CARAM Asia, but also to MFA and DTP as they supported CSOs through their programme on capacity building about how to influence policy makers. MFA again plays an important role in Nepal as they managed, in cooperation with other CSOs, to have the Government initiate the review of the Migration Employment Policy 2012.

Overall, the selection of projects in the South Asia programme is rational and the selection of partners seems logic, though institutional partners so far have been less productive in contributing to the planned objectives.

In the particular case of Sri Lanka, the unique approach through a comprehensive national programme covering interventions at the government level as well as at the grassroots level by using different approaches supported by a relevant media campaign is very appropriate to achieve the strategic objectives in addressing shortcomings at all levels of the migration cycle. . The projects funded under the SLMP are coherent and the choice of implementing partners is adequate at civil society level.

4.1.2. Key results contributing to the achievement of strategic objectives

Among the different results achieved by the GPMD, the following are those which provide the most important contribution to the above-mentioned strategic objectives 1-4:

Global objectives	Middle East	South Asia
Shaping the Global Migration and Development Agenda	Acting as an observer in the Abu Dhabi Dialogue (ADD) Contributing to the Regional Development and Protection Programme (RDPP) The Danish Refugee Council project on Syrians in Jordan	The engagement of CSOs in policy dialogue with national governments and regional processes (ASEAN, SAARC, Colombo Process, Global Compact on Migration, Global Forum on Migration and Development, UN High Level Dialogue and International Labour Conference) with the support of MFA
Labour Migration – Support to the Decent Work Agenda	The support to migrant domestic workers' and migrants' rights provided by CSOs in Jordan and Lebanon. The activities of partners working in the Gulf supporting migrants' rights and advocacy such as the work of DTP, MDA, Migrants-Rights.org, and local CSOs. The Workers' Centre's in Irbid and the MCCs in Lebanon. The ILO's work with governments in support of decent work in Jordan and Lebanon.	The approval by the Parliament of the <i>Wage Earners' Welfare Board Bill 2018</i> on 29 July 2018 for which the intervention of CSOs has been influential The review of the Migration Employment Policy 2012 in Nepal for which CSOs contribute under five taskforces, in particular the one related to access of migrants to legal support.
Enhance Migrants' Contribution to Development	The skills acquired by migrants while abroad such as language, computer skills and other soft skills provided in the Workers Centre and the MCC are transferable with migrants when they return to their home countries which is considered as skill transfer contributing to development	Better remittance management resulting from financial literacy education and more effective reintegration of returnees (though still at an early stage) Operational mechanisms to implement reintegration policies have not been observed and related research has yet to be conducted.
Integration of Migration into Development Planning	The work on Syrian refugees in Jordan through GPMD's partners for enabling durable solutions for Syrian refugees to integrate migration into development planning	The emergence of reintegration plans and policies resulting from CSO lobbying as well as from concerns discussed within the framework of CP meetings

4.1.3. Coherence and added-value of the different programme components

As mentioned before, labour migration occurs between two identified geographical areas; origin and destination countries. Hence, it is important for any intervention to consider the linkages between the two ends of each migration stream.

The important strength of the GPMD is taking care of the linkages between the two ends of each migration corridors through the linkages and harmony of activities in the countries of destination in the Middle East and the countries of origin in Asia. The activities of DTP, MFA, Migrants-Rights.org, and the representation of Switzerland in the ADD are examples of these linkages.

As for the synergies through the GPMD's activities and interventions in the two regions, the Middle East and South Asia, the vertical linkages (national, regional, and global) were taken in consideration but not in a deliberate and a systematic way through, for example, the corridor approach in the FAIR project. The example of Jordan-Nepal corridor approach is an example of linking national and regional nodes. Another example of the vertical linkages is the sponsoring of six national consultations in South Asia to strengthen their involvement in the global consultations regarding the formulation of the Global Compact for migration. Moreover, the observatory status of Switzerland in the Abu Dhabi Dialogue (ADD) and its' support to the Colombo Process are important efforts towards strengthening and building on vertical linkages. Such efforts may need to be structured in a formal way towards recognizing and achieving more harmonized vertical linkages in the next phase of the project.

4.1.4. Effectiveness of management

The GPMD team, from Headquarters to the Regional/National offices, is managing the programme in a very efficient manner, despite the rather small number of members in the team. Progress has been made in all areas thanks to great efforts and hard work of the entire team.

The evaluators however identified some cases in which the team could have taken a more hands-on approach, e.g. in the case of the OKUP-CARAM ASIA project. A mechanism should be developed to identify possible risks to implement the projects by the partners and action plans should be ready to execute under difficult circumstances.

The team deserves to be better equipped to monitor activities and results in a more structured way, hence our last recommendation in the next section.

5. Lessons learned and Recommendations

5.1. Lessons Learned

The main global lessons learned at programme level from the evaluation, based on facts, comments and observations made by the evaluators are the following:

1. Migration governance is complicated and entails engaging all parties: international organizations, national governments, and CSOs.
2. Working with CSOs is more important for the delivery of services for the vulnerable groups than advocacy. Maintaining balance between service provision and advocacy is not an easy task.
3. Media plays an important role for the dissemination of information and complements the work done by civil society.
4. Migration occurs between two well-defined geographical points. Hence, cooperation between countries of origin and countries of destinations is a must.
5. The corridor approach is successful, and it can be extended to cover other regions (other than South Asia and the Middle East).
6. Enabling venues for migrant workers to socialize, such as the workers centres, and the Migrant Community Centres is vital.
7. The adequate choice of suitable partners to implement a programme reflects in the achievements.
8. Programmes can survive and achieve their objectives, even in a politically instable environment.
9. The GPMD has limited capacity to ensure political commitment of the governments of migrant sending countries.
10. Large programmes have a long-term impact that cannot be measured in the short run

5.2. Recommendations

5.2.1. Introduction

The evaluation has allowed identifying the key results contributing so far to the achievement of the strategic objectives (section 4.1.2).

A GPMD Strategic Framework beyond 2021 has not been released yet, but strategic objectives are likely to remain similar, though taking into consideration new developments like for example the Global Compact for Migration which will be adopted at the Intergovernmental Conference to be held in Marrakech, Morocco on 10 & 11 December 2018.

The evaluators' recommendations are presented under the same headings as the current strategic framework, i.e.

1. Shaping coherent migration and development governance at all levels (global, regional, national and local),
2. Enabling framework conditions along the migration cycle and in all contexts, and
3. Knowledge, expertise and collaboration for migration and development

Future work might also involve more research, expanding corridor approaches to other migrant receiving countries and considering the social cost of migration.

Considering the evaluators' observations on the management and monitoring of the GPMD, recommendations on this specific issue are also presented.

5.2.2. Priorities and orientations for further developments of GPMD Engagement

A. Migration governance

Good Governance first of all rests on the existing institutional and legal frameworks under which labour migration takes place. Governments are in first line to define and provide these institutional and legal frameworks, and improve them whenever shortcomings are identified.

Identifying weaknesses and/or gaps in the labour migration cycle often requires research and data production to document insufficiencies and problems. Research is also needed on labour market conditions in the destination countries

Problems and ways to overcome them, or at least to reduce their negative consequences, are discussed by governments of sending countries among themselves (Colombo Process), with receiving countries (Abu Dhabi Dialogue), or with institutional partners (ILO/IOM/UN Women) and sometimes with the civil society. Larger forums (GFMD, GCM, ASEAN Forum on Migrant Labour and others indirectly looking at labour migration under different perspectives, like for example climate change) provide opportunities to share experiences and possibly advance the agenda towards better governance.

The GPMD is in a unique position to support all the above, hence the following recommendations:

- R1 – Colombo Process/Abu Dhabi Dialogue

The GPMD supports the Colombo Process on thematic issues through the IOM “Technical Support Unit” (TSU) based in Colombo. The TSU’s role is to support the Chair in office (currently Nepal), organize symposiums and consultations (Secretariat function), and convey the Thematic Area Working Group meetings to which it provides technical inputs. The GPMD however does not support the IOM CP Secretariat in Nepal. As stated in the section of Effectiveness, the technical support is provided through externally recruited consultants and/or organizations rather than by IOM internal staff.

Supporting the CP on thematic issues can be done in a different way, more focused on the substance of the thematic working groups than on the logistical function of the Secretariat. To do so, one option is to provide technical input to the working groups through experts directly recruited by SDC, rather than through IOM. Under the new programme, the Technical Support Group could be set up under direct management of the GPMD Team in Bern and work directly with the Chair in office. The Secretariat function on logistics could still be managed by the IOM but Swiss funding would not be diluted to pay for IOM staff and overheads to recruit external consultants. This TSU would require the designation of a coordinator, which could be one of the GPMD team members.

This option would increase the value of funds assigned to support the CP process and give credit to the GPMD on the support provided.

Should this option not be feasible, SDC should consider setting up a specific CP TSU Steering Committee in which strategic decisions would be taken for example for the recruitment of consultants providing technical input. Such a committee would also allow GPMD to better develop synergies and linkages between the different projects funded in the region and the thematic issues being discussed at the working groups. Experience and practical examples and/or background information from the projects implemented by CSOs could be better integrated into the technical support provided and allow local experiences to feed into regional and global policy dialogues. Such a steering committee should meet on a bi-monthly basis and be alternatively chaired by SDC and IOM.

While CP Member States unanimously support the further continuation of the process, the Abu Dhabi Dialogue does not generate the same enthusiasm among sending countries. Even though the ADD is a venue for engaging with sending and receiving countries, very little is coming out of the dialogue between sending and receiving countries, even though minor results have materialized. Sending countries see more value in bilateral negotiations with receiving countries. Specific support to the ADD therefore is of little added value and should not be considered by the GPMD.

- R2 - Research and data production

Data production and sharing is very important to influence policies. The GLMM project for example is an important project that collects, harmonizes, and disseminates data on migration in the Gulf.

Even though GPMD is not a research programme, studies and research are important to support advocacy activities. Studies and research are important in influencing policy change. . For example, the

study on “Working and Living Conditions of Low-Income Migrant Workers in the Hospitality and Construction Sectors in the United Arab Emirates” is expected to contribute to the debate on living conditions of migrant workers, not only in the UAE, but also in other GCC countries.

Research under the South Asia programme has been rather limited (PANOS fellows did research on labour migration issues and the GAATW project is now doing some research), but the need for more data production and research is a reality. Interesting suggestions have been brought up during the evaluation, e.g. undertake a study on the “effectiveness of bilateral labour agreements in enhancing protection of migrants”.

The 2018-2021 Strategic Framework refers to research, knowledge and networking; we therefore recommend having the next phase of the GPMD programme to include a larger research project on issues which could also feed into the CP Thematic Working Groups.

- R3 – GCM

The president of the UN General Assembly has tasked Switzerland's representative to the United Nations in New York, and his Mexican counterpart, to facilitate the drafting of the international framework on migration. With its presence in the drafting of the GCM, and the fact that GCM is ready now to be adopted in the Intergovernmental Conference that will be held in Marrakesh, Morocco on 10 and 11 December 2018, Switzerland can incorporate the GCM documents with its 23 objectives that cover all aspects of migration, including decent work and labour migration, as a reference document. Projects under the GPMD can be linked to their associated objectives in the GCM document to help states fulfil these objectives”

For example, objective number 6 of the GCM reads as follows: “Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work.” In addition, objective number 7 reads as follows: “Address and reduce vulnerabilities in migration”. Decent work and protection can be linked to the two objectives, among other objectives included in the GCM document.

- R5 – ASEAN/Middle East

The ASEAN Consensus on Protection and Promotion of Rights of Migrant Workers (“ASEAN Consensus”) is the Instrument that establishes a framework for cooperation on migrant workers by ASEAN Member States (AMS). It follows the 2007 “Cebu Declaration” or the ASEAN Declaration on the Protection and Promotion of Rights of Migrant Workers and acknowledges the legitimate concerns of the AMS over migrant workers, as well as the need to adopt appropriate and comprehensive migration policies on migrant workers within their jurisdiction, including those related to labour intermediaries.

In contrast to the Colombo Process, the ASEAN Consensus gathers both sending and receiving countries, in the same way as the ADD does. The difference however is that nearly all participating countries send and receive migrant workers (the Philippines, Indonesia, Myanmar, Viet Nam, Cambodia and Lao PDR are net-sending countries; Malaysia, Singapore, Thailand and Brunei Darussalam are net-receiving countries), and are therefore more interested and willing to cooperate on labour migration issues. In March of this year, the AMS adopted an action plan for 2018-2025 covering five thematic areas: 1- education/information, 2-protection, 3-enforcement, 4-recourse, and 5-reintegration.

There will be a lot to be learned from the ASEAN process and it will be interesting for GPMD to be associated to the developments and implementation of this action plan, which initially was prepared jointly by Singapore and the Philippines. We therefore recommend including the Philippines in a project of the next GPMD phase, with the specific mandate to inform the GPMD about developments under the ASEAN Action Plan.

Regarding the Middle East, we want to point out the joint work of LAS, UN-ESCWA and IOM in the field of migration in the Arab region and their co-chairpersonship of the Working Group on International Migration in the Arab Region which is recognized by most of the Arab countries, including Gulf countries. We recommend SDC/GPMD to join this working group as another venue for interaction and cooperation with countries of the Middle East.

- R5 – Work with institutional partners

The GPMD traditionally works with the ILO, IOM and UN Women to work at national policy levels. The evaluation concludes that very little evidence could be found in terms of improving policy, legislative and

regulatory frameworks and processes that govern labour migration resulting from ILO, IOM and/or UN Women's interventions funded by the GPMD.

Both ILO and IOM are established partners in many countries (both sending and receiving) and will remain partners of the GPMD in the coming years. In continuing working with ILO, IOM and UN Women with the aim to achieve better results, we however recommend to the GPMD:

- To avoid one subcontract the other (like it was done in Sri Lanka) to keep direct control over activities assigned;
- To be more specific on tasks assigned to institutional partners and make use of them in areas where they have recognized know-how;
- To define short, medium- and long-term goals with measurable results, including communication strategies on how to convince the policy makers to change and implement policies;
- To limit recruitment of external experts to provide technical inputs, but rather make available in-house resources on specific issues;
- To aim at achieving realistic objectives with well-thought strategies to achieve them (e.g. UN Women's approach on Standard Terms of Employment did not succeed as planned)
- To set up specific monitoring mechanisms to measure the progress.

B. Framework conditions along the migration cycle

Besides good governance at the political and institutional level important for ensuring better protection of migrants, successful migration also requires good pre-departure and return conditions to be secured, as well as the well-being of migrants' families and children during their absence from home.

This is where civil society plays an important role which however should not prevent governments to get involved, in particular when it comes to find solutions to crisis situations (e.g. in case of forced return of migrants for political unrest, political decisions to nationalise the work force, economic downturns in receiving countries, etc.).

Based on the experience acquired so far by the GPMD in working with civil society and looking ahead into the future, the following recommendations could be considered for a next phase of the GPMD:

▪ R6 – Build on success stories of GPMD

Throughout the programme, civil society has performed very well in different areas, with some of them worth being highlighted as real success stories, in particular:

- The Workers' Centre in Al Hassan Industrial Estate in Irbid
- The deep impact interventions in Sri Lanka
- The Migrant Community Centres in Lebanon
- The legal assistance provided by PNCC in Nepal.
- The legal aid provided by CSOs in Jordan and Lebanon

These interventions make a difference and are worth being further sustained and developed in either expanding the geographical zones in which CSOs currently operate and/or in replicating the ideas in other locations with other partners.

The FAIR project which 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 also needs to be highlighted. The corridor approach of the FAIR project as applied for the Nepal-Jordan corridor can be extended through the GPMD to include an array of paired countries from origin in South East Asia as well as sending countries in Africa to be connected to countries of destination in the Middle East. In addition to connecting the dots and ensuring decent migration corridors, the corridor approach may also include an enhanced migrants' contribution to the Development component

Corridor approaches between Bangladesh/Nepal and Singapore and/or Bangladesh/Nepal and Mauritius (most female migrants work in garments industries in Mauritius) could be given consideration for the next phase.

▪ R7 – Build on success stories and initiatives of non-GPMD interventions

Other initiatives funded by SDC and other donors are worth being looked at for future GPMD interventions, in particular:

- The Safer Migration project in Nepal (SAMI) which aims at better protection of migrants and their families (women/men/discriminated groups) by democratic institutions
- The EU funded SAFE & FAIR project in the ASEAN region which provides technical assistance and support with the overall objective of making labour migration safe and fair for women. The strategy of the project which focuses on gender sensitive labour migration frameworks, response to violence and trafficking, and research on contribution of women migrant workers to development provides a good reference for a new gender-based project
- The ILO-DFID “Work in Freedom” programme promoting empowerment and education, fair recruitment, safe migration and decent work for women and girls from South Asia
- The PROKASH-British Council project on *Fairer Labour Migration (FLM)* which aims at making labour migration fairer and safer and helps the country deal with the impacts of climate change.

- R8 – Further support your champions

As highlighted in the report, MFA is a major contributor to the success of the programme. MFA not only builds the capacity of other CSOs but plays an important role in advocacy either directly or through its network. MFA’s main weakness lies in the organizational structure limited to the well-known founder of the NGO and to (currently) 4 programme officers. Expanding MFA’s scope of work requires additional resources which new projects under the next GPMD phase could provide.

MFA has the ability to generate synergies and cooperate with multiple partners be it in Asia or in the Middle East and beyond. MFA is eager to engage with African countries from where more and more migrant workers originate.

Supporting MFA in covering more ground through a cross-regional project covering Asia, the Middle East and Africa would provide financial means to MFA to develop faster and give the GPMD exposure in the framework of a larger multi-region/country intervention.

Another possible “champion” to consider is DTP which has delivered with great capacity and also cooperated with MFA. DTP has only two staff members to cover the whole project.

- R9 – Working with the governments in the Gulf

Without the endorsement of the governments of the Gulf, little can be achieved in the CODs. With the little interest shown by the governments of the Gulf, the only way is to work with whomever available in the Gulf and to work extensively with the COOs in order to strengthen their situation against CODs.¹⁶ In addition, the GPMD can cooperate with the GCC countries to co-fund projects in the Gulf and in the COOs toward engaging the GCC countries.

The Gulf States do not see themselves as clients. However, they are open to any full partnership initiative in the Gulf region, regionally, and worldwide. Engaging them as partners and/or co-founders is very possible.

C. Enhance contribution of Migration to Development

As stated in the report there are several ways to consider how migration contributes to development. In the course of the evaluation, three important issues came up in relation to development, i.e. the contribution of remittances to more productive investments, the recognition of skills and the reintegration of returning migrants in the local economy. Our recommendations will therefore focus on these three concerns:

- R 10 – Remittance management

A good percentage of those who are remitting money and their families are less educated. In most cases, they are not familiar in dealing with formal institutions and are not aware about the need for having a bank account.

Financial literacy courses on remittance management in most cases focus on ways to spend money in reasonable and rationale ways, and to make savings. Such courses are well-received by left behind families and contribute to their wellbeing. Although this is already considered as a contribution to development, there is a need and interest to go a step further in moving from basic financial literacy to

¹⁶ The GPMD in South and South East Asia is doing this already.

more advanced financial education to enhance the contribution of migration to development. Having learned how to make savings, the next step is how to transform savings into productive investments, hence ensuring longer-term sustainability of the remittances.

Another issue to be considered is that a segment of the migrant population is undocumented. There is a tendency of irregular migrants to send remittance through informal channels. Therefore, along with efforts towards encouraging flow of regular migration, procedures must be simplified so that undocumented migrants can send remittance through regular channels, hence better contributing to development.

We therefore recommend designing a specific project on remittance management, which could be implemented as a pilot by a relevant NGO and disseminated widely through an e-learning process through an application accessible everywhere on mobile phones.

- R 11 - Skills recognition

Developing skills, sending out more skilled workers instead of unskilled workers, recognizing skills of returning migrants, are all “hot” topics coming up in all sending countries. Various plans and policies have been developed but very little is done to implement such policies and plans.

The implementation of the National Skills Development Policies of Bangladesh and Nepal should be one of the principal areas of intervention to produce skilled human resources for home and abroad. International standardisation of trainings in TVET or Technical Training Centres (TTC) and linking development programmes under different ministries are of utmost importance in this connection, Mechanisms to link trainees with appropriate jobs at home and abroad also need to be developed.

At grassroots level, an awareness campaign should be carried out to sensitise people in migrant sending communities regarding the importance and advantage of education and appropriate technical trainings, It should include orientation regarding the practical ties of job markets, prospects for self-employment and skilled labour migration; it should also aim to encourage a positive attitude toward female education and employment.

The GPMD will not be able to tackle the massive needs implied by skills development and recognition strategies, but implementing skills development projects through CSOs could be considered in Nepal and Bangladesh and would complement the support provided by SDC under the South Cooperation to the skills programmes. Deep impact partners of the SLMP in Sri Lanka are now adding skills development to their line of activities and their initiatives, though still in early stages, could provide a good example for other countries. The experience of the PROMISE (Poverty Reduction through Safe Migration, Skills Development and enhanced Job Placement in Cambodia, Lao PDR, Myanmar and Thailand) project in the Mekong region could also provide valuable information on skills development initiatives (Outcome 2: Migrant workers, especially women, enjoy greater access to skills development in target sectors through affirmative action, leading to improved employability abroad and at home)..

Supporting a media campaign on awareness of education and skills for better labour migration would also be a step in the right direction.

- R 12 - Reintegration

As for skills development and recognition, a multitude of reintegration policies and plans have been developed in all countries; In some countries official reintegration centres have even been created, like for example in the Philippines where a National Reintegration Centre for Overseas Filipino Workers has been set up several years ago; besides handing out small financial assistance to distressed returnees and looking at the wellbeing of returning women migrants, no real activity of this centre has aimed at sustainable reintegration. The Philippines, often considered as champions in relation to protection of migrant workers, recognizes that it is so far failing in implementing an effective reintegration policy. Implementing the reintegration policies in Bangladesh will take time as stated by the Bangladesh government officials and continuous consultations with the GoB are needed to influence the implementation of the policy.

Positive experiences however can be learned from Indonesia which is said to be the most advanced country in implementing reintegration policies.

Ensuring continuous employment and earnings upon return of migrants are important issues to be considered to make a strong link between migration and development. Employment however requires more than financial assistance; the infrastructure to create employment and/or to allow self-employment

needs to be in place. How could a migrant who has for example acquired skills as electrician consider returning to his community if electricity is not provided in the village?

The Philippines have now recognized the need to involve the National Economic and Development Authority in facilitating the reintegration of migrants into the economy. This needs to happen in all countries if reintegration is to succeed.

The GPMD programme could contribute to link relevant ministries in sending countries to jointly back the implementation of existing reintegration policies in assigning the task to a partner able to influence governments through a project focussing on reintegration. Among the established partners of the GPMD, the ILO is likely to be the best placed to play a role in this regard as this would also fit under their decent work agenda.

D. Management & Monitoring

In order to address the weaknesses mentioned in the above sections on Efficiency, the evaluation team recommends developing and implementing a formal results-based management and information system which goes beyond the currently used approaches and templates.

- R 13 –Results-based Management and monitoring system

The evaluation has revealed that annual progress reports produced by implementing partners and field visits are the main source of information for the GPMD staff. Relying on partners reports has two disadvantages:

1. Unless otherwise specified in the contracts, reports are mostly produced annually, which is insufficient to have more up-to-date information; and
2. Reports are very often activity-based and do not adequately describe results achieved, hence the need for external evaluations. Many reports furthermore tend to focus on the bright side of activities, ignoring less successful actions which could provide valuable information as well.

The programme(s) should adopt a Results-Based Monitoring system, with an M&E Officer based in headquarters providing day to day oversight on a structured M&E process. Strategic oversight of the programme will come as before from the programmes' Managers (GPMD Head in Bern) with technical advice and support from the other GPMD team members (Regional Advisers and Programme Officers).

The M&E process could also incorporate the national SDC offices that would be responsible for oversight of M&E activities at the national level and reporting back to the M&E Officer in Bern.

While regular contact between the M&E Officer and GPMD management would ensure up-to-date information to be available, the GPMD would also benefit from having formal Programme Monitoring Meetings (PMM) on a quarterly basis, during which the M&E system could be discussed and fine-tuned on regular basis, e.g. to identify useful methods for data collection, define best methods for evaluating impacts and good practices, document good practices for planning M&E, discuss recommendations for the design and finalisation of the M&E process, etc.

Annexes

5.3. Annexes

ANNEX 1

Terms of Reference of the Evaluation

ANNEX 2

List of persons / organizations consulted

ANNEX 3

List of documents and publications consulted

ANNEX 4

Mid-Term Review SLMP (August 2018)

ANNEX 1

Evaluating GPMD' Migration and Development Engagement on Decent Work in the Middle East, South Asia and Sri Lanka

Terms of Reference (TOR)

Evaluation

'Decent Work Programmes for Labour Migrants in the Middle East & South Asia'

Global Programme Migration and Development (GPMD), Swiss Agency for Development and Cooperation (SDC)

June 2018

1. Background

1.1 Significance and Challenges:

For many of the 258 million international migrants labour migration is an effective livelihood strategy through which they seek work and a better income. The Middle East hosts some 32 million international migrants, mainly employed in domestic work, construction, in the service sector or in the textile industry. The mostly low-skilled migrant workers - both men and women – have left their homes in Nepal, Sri Lanka, the Philippines and other countries of origin in South Asia as well as in Africa, to find (temporary) work in the Gulf States, Lebanon, Jordan, in Malaysia, and other countries of destination.

As such, labour migration – mainly through the remittances sent by the migrant workers - is an important contributing factor to the development of the sending countries.' At the same time, labour migration consists in an important proportion of the workers in above sectors of host countries, thus contributing to their national economies and social welfare.

Nevertheless, migrant workers are often not sufficiently protected by legal frameworks, and existing laws and regulations are in many cases not consistently implemented, leaving them vulnerable to exploitation and rights violations. Additionally, many migrants lack sufficient information on their rights and duties, and are not prepared for their reintegration once they return home; recruitment practices are abusive and their skills are often not recognized/adequate for the respective sectors. All these factors increase the vulnerability of migrant workers and their communities and threaten to reduce their full potential to contribute to social and economic development in both the countries of origin and destination.

1.2 SDC's Programmes "Decent Work for Migrants"

Importance and Evolution of GPMD's Decent Work Programmes: Throughout the current phase (2015-2019) of the Programmes "Decent Work for Migrants in the Middle East and South Asia (thereafter "the Programmes"), the protection of migrant workers and the acknowledgement that they substantially contribute to development (in both the countries of destination and of origin) has gained in traction on

the political agenda as well as through concrete actions; important elements to this are, but not excluding to, the Agenda 2030 for Sustainable Development, the FIFA World Cup 2022 in Qatar and a general increasing awareness on the topic, including through strengthened positioning of sending countries vis à vis countries of destination. The crisis in Syria and Iraq has affected the orientation of the Programmes as well.

GPMD's Approach: The Programmes address above mentioned issues by looking at the entire migration cycle from a sustainable development perspective. It works with all relevant stakeholders (e.g. national governments and regional government bodies, civil society including migrant associations, social partners, private sector, academia etc.) - both in the countries of origin and destination - in order to improve the situation of migrant workers and increase their potential to positively contribute to development. Switzerland's field presence and close collaboration with partners both in migrants' countries of origin in South and Southeast Asia and countries of destination in the Middle East enables SDC to implement a Migration & Development (M&D) programmatic approach along the entire migration corridor and beyond. The engagement spans across different levels including local level, national policy dialogue and regional processes. Thanks to these experiences Switzerland is able to feed the global dialogue with expertise stemming from these experiences and making the relevant linkages.

Regional M&D related processes and institutions including the [Abu Dhabi Dialogue](#) and the [Colombo Process](#) are part of GPMD's approach to work. GPMD participates in these two government-led, consultative processes on labour migration which provide a space for countries of origin and destination to discuss issues of common concern in the field of labour migration in a non-binding setting. Under the CP more specifically for example, GPMD works in support of technical expertise for the member states.

At global level, SDC GPMD as part of the Swiss Governments' team working on the GCM is currently engaged in the negotiations of the Global Compact on Migration which should provide an important framework for implementation of the M&D related objectives in the SDGs. With Switzerland's presence in both regions a direct link with the realities on the ground is being made both for the consultation/negotiation of the GCM as well as for its upcoming implementation.

The Programmes' Topics: the themes covered along the migration cycle include recruitment, pre-departure information and post-arrival orientation, access to justice, skills recognition & development, labour market analysis, remittances management, or challenges in their home countries (for example related to the migrant's family). The different aspects of access to justice as an important area spans across above topics. GPMD's overview on the Programmes' Fact Sheet includes additional information on GPMD's work on decent work for migrants in these two regions.

Geographical coverage: GPMD's engagement (including projects and policy dialogue at national, regional and global levels) in the Middle East and South Asia focus on - but are by far not limited to - Jordan, Lebanon, selected Gulf countries, Nepal, Bangladesh, Sri Lanka, and the Philippines.

Structure/Development of the Programmes: The Programmes includes following two separate programmes:

<i>Title</i>	<i>7F-Number</i>	<i>Duration</i>	<i>Budget (CHF)</i>
Decent Work for Migrants in the Middle East II (including	7F0.8346.02	01.01.2015-31.12.2019	10'770'000

additional credit of CHF 2 million)			
Decent Work for Migrants from South Asia	7F-08841.01	01.11.2013-31.05.2019	8'230'000

The two Programmes are complementary and are implemented through a programmatic approach; an inbuilt corridor approach contributes to linking the engagement in both regions. While the regional engagement in South Asia has started later than the one in the Middle East, the already on-going national engagement through the Sri Lanka National Labour Migration Programme since 2009 has provided crucial insights into the issues at hand and provided the basis for the regional programmes. The Sri Lanka Programme is closely linked with global GPMD projects such as for example the FAIR project (implemented by ILO and IOM) aimed at enhancing fair and ethical recruitment (pilot corridor Nepal – Jordan).

In 2016, the Middle East decent work project was adjusted to also target Syrian refugees from a decent work and longer term development perspective, in line with the relevant mandate from the Switzerland's Federal Council strengthen its engagement. In Jordan and Lebanon, the Decent Work Programme now takes a broader approach taking into account the needs and vulnerabilities of the different migrant/refugee groups and the host communities to support the two Governments and civil society accordingly and in close collaboration with the different Swiss actors.

Cooperation with other Swiss governmental actors: The Programmes are implemented with a strong focus on interdepartmental coordination and coordination with the relevant governmental Swiss actors and in line with the respective regional/country strategies of Switzerland (WOGA – Whole of Government Approach). More specifically, the Programmes are in line with the existing Swiss Cooperation strategies where relevant and applicable, e.g. the Swiss Cooperation Strategy Middle East as well as the Swiss Cooperation Strategies for Nepal, Bangladesh and the Sri Lanka Cooperation Strategy. Experiences from the national programmes working on labour migration (e.g. Nepal, Sri Lanka, Bangladesh, Mekong region) are crucial to inform the regional discussions.

2. Objectives and Expected output

2.1 Evaluations Objectives

GPMD is currently reviewing two of its Decent Work Programmes, namely the second phase of “Decent Work for Migrants in the Middle East II”, as well as the first phase of “Decent Work for Migrants from South Asia”. This evaluation should provide GPMD with a sound understanding on key lessons from the current phases (which both last until 2019), and with recommendations (including opportunities, risks and challenges) in view of the planned subsequent phases for the two Programs in the Middle East and South Asia respectively. The overarching objective of this evaluation is to assess to what extent the two Programs have been able to meet their objectives, to assess as well their relevance and efficiency in the current context, and to provide relevant recommendations for the possible continuation of these two Programs.

2.2 Evaluation Questions

The following evaluation questions are related to the topics addressed through the Programmes from a corridor perspective as well as specifically related to GPMD's two projects in the Middle East and to South Asia respectively.

All the questions will be addressed both backward and forward looking including recommendations for the future phase.

Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)

1.2 Relevance of the GPMD decent work programme South Asia – Middle East with respect to the Country, Regional Context and Global context well as institutional strategies?

- 1.1.1. How well do the two programmes of the GPMD decent work programme (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the migration & development priorities (M&D), set by the partner countries/regional bodies and by the Swiss and more specifically the GPMD's strategies and priorities from 2013 to 2017, as well as the one from 2018-22?
- 1.1.2. Are complementarities sought and pursued and synergies made use of? (Swiss WOGA approach and strategy, partners and other donors)
- 1.1.3. Which changes in the context (national and regional) were the most important and what effects may they have caused on the GPMD programmes? Which adaptations have been taken?
- 1.1.4. To what extent is the context analysis realistic and relevant? To what extent is the broad political context taken into account in the two GPMD programmes? How well do the programmes adapt to sometimes difficult political environment to operate in?

Evaluation Area 2: Implementation of the two GPMD programmes (Efficiency)

2.3 Management performance

- 2.1.1. How efficient is the portfolio management of the two GPMD programs (regarding transversal themes, the corridor approach, collaboration with the global programs, financial and human resources and aid diplomacy)? What are its contributions to an optimal achievement of results, what are unintended results?
- 2.1.2 To what extent are the various modalities used by the two programs (direct policy dialogue, projects with multi-lateral and local NGOs, direct implementation, coordination and networking, etc.) appropriate and efficient for the achievement of results?
- 2.1.3 Which lessons can be learnt from the implementation of the Programmes?

2.4 Quality of the monitoring system

- 2.2.1 To what extent is the process management of the GPMD monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results, both short and longer term oriented (reporting) and steering? To what extent are the achievements of the Programmes to the broader GPMD strategy taken into account and captured?

Evaluation Area 3: Results of GPMD Programs (Effectiveness and Sustainability)

3.2 Results, effectiveness and contribution to results at national, regional and global level

3.1.1. Which contributions of the Programmes had a real effect and/or become visible at the outcome level in the partner countries, in the regions (Middle East and South Asia), and at global level (focusing on a) Governance, b) Protection and wellbeing, c) Migration contribution to development)? Which internal and external factors enhance or hinder results achievements? How is Switzerland perceived in the field of migration and development in the two regions?

3.1.2. What are some of the challenges and lessons to be aware of pertaining to nature of the context and the topics addressed as well as related to the implementation measures?

3.3. Sustainability and scaling up/phasing out

3.2.1 Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?

3.2.2 Which actions have been taken at country level (national, regional and global) to enhance the sustainability of GPMD's engagement beyond the Swiss presence?

2.3 Expected outputs/Deliverables:

The consultant team will deliver an evaluation report of the findings and recommendations; this material will be used for the end of phase report and the design of the next phase for the two programs. The report will include an overall appreciation of the program linking the topics addressed from a corridor perspective as well as two region specific sections.

This report should not exceed 40 pages (without annexes). Specific questions will be answered at a briefing session. A debriefing session with SDC's GPMD and relevant stakeholders within the Swiss administration will be organized by the GPMD after the delivery of the draft final report.

3. Methodology, Scope and Guiding Principles

3.1 Methodology

The consultant will propose the appropriate methodology in order to address the key questions mentioned above and to break them down to the different contexts and topics covered. The approach, methods and tools to be used by the Consultants will be discussed with the Team in the region and in HQ, prior to field work. The consultant should get in direct contact with persons directly involved in the two Programmes at headquarters and at country levels as well as with selected persons from involved parties (governments, civil society/private sector, international organizations, etc.)

Relevant documents will be provided by GPMD at the beginning of the evaluation. Further documents can be shared, if requested by the evaluator.

3.2 Scope:

This evaluation covers the Periods from the two programmes (2013-2019 for South Asia programme, and 2015-2019 for Middle East programme). The recommendations should help GPMD to design the next phase of the Programmes. The consultant is expected to maintain confidentiality of data, anonymity of responses; and apply high ethical and professional standards.

Although the GPMD funded Sri Lanka National Labour Migration Programme SLNLMP (see context) is not part of the evaluation, its interventions and results are very relevant for regional decent work Programme both in the country of origin as well as destination. SLNMP stakeholders will therefore be

involved in the process accordingly. The Mid-term Review of the SLNLMP will be carried out simultaneously to generate complementary insights and to avoid parallel interviews being carried out where there is an overlap. Additionally, national experiences from the engagement in Nepal (which is also the current chair of the CP) will be taken into account in the evaluation as applicable.

3.3 Principles

This evaluation should be guided, as appropriate, by the DAC criteria (relevance, effectiveness, efficiency, impact, and sustainability) as laid out in the DAC Principles for Evaluation of Development Assistance, as well as DAC's Quality Standards for Development Evaluation.

4. Consultant team and procedure

4.1 Professional Qualifications of the Evaluators

The evaluation team conducting the evaluation should have excellent knowledge in the fields of evaluation methodologies with focus on policy dialogue beyond national level realities as well as of M&D related programs and principles. Members of the evaluation team should have Masters equivalent or higher degree in development-related disciplines, plus a minimum of 8 years of relevant professional experience.

The evaluation team will be composed of a lead consultant as well as two consultants each of them covering South Asia and the Middle East respectively. The regional consultants shall have in-depth knowledge in the topic with focus on the respective regional context and its relevant actors.

Terms of Reference (TOR) Sri Lanka

Terms of Reference for the Mid Term Review of the Safe Labour Migration Programme in Sri Lanka

1. Background, Context

Migration for employment makes significant contribution to the national economy and development. Migrant workers contributed USD 7.3 billion to Sri Lanka's economy in 2016. Migration thus, is the highest foreign exchange earner. In 2016 approximately 234,000 persons have migrated for work mainly to Middle Eastern countries. The number of men migrating for work, especially for semi-skilled and skilled employment has constantly increased over the last years, which has also shown a slight decline in female migrants. Most migrants decide to leave in order to secure an income and to make longer term investments for the education of children, improved housing and in some cases to start small enterprises. Particularly women also often migrate because of economic difficulties in their families that they feel they cannot solve in any other way than by going abroad.

SDC's Global Programme Migration and Development (GPMD) has been active in Sri Lanka since February 2010 with a "Safe Labour Migration Programme" (SLMP), aimed at increasing the development benefits of migration by contributing to decent working conditions and improved well-being of migrants and their families. Sri Lanka is also an important and established partner of Switzerland in the labour migration policy dialogue at regional and global levels.

Switzerland through the GPMD is the only bilateral donor working on labour migration issues in Sri Lanka. At the national policy level, the programme works through partners such as the International Labour Organization (ILO) and the International Organization for Migration (IOM) to support the Government of Sri Lanka to improve policies, legislation and services to promote the safety and

protection of migrant workers. At the grassroots level, the programme works through local and international civil society organizations in 13 districts to provide safe labour migration information to communities, improve access to services for grievance management and psychosocial support, and support the re-integration processes of migrant workers with their families. The programme also supports strengthening the capacity of relevant government officers at the district level for improving effectiveness of service provision. The above interventions are further supported by a nationwide media campaign focusing on increasing channels of communication for key 'safe-migration' awareness messages to the general public in Sri Lanka.

Additionally to the SLMP, the GPMD implements a regional program on labour migration in South Asia (2013-2019), in which Sri Lanka is an important partner. The role of Sri Lanka in the regional program will be particularly significant during its present Chairmanship of the Colombo Process (2015), which is supported by GPMD's regional program in South Asia. The SLMP and the regional program mutually inform and interlink with each other and synergies are created whenever possible. Additionally, the rich experiences gained in Sri Lanka through the SLMP presents a highly valuable input for the regional and global migration policy dialogues, which shape the global agenda on Migration and Development.

2. Rationale for the review

The current phase of the SLMP project started in March 2016 and ends in February 2020. Keeping in mind the good results achieved so far and the continuing significant relevance of the intervention, the GPMD will decide the future of the SLMP in Sri Lanka.

Therefore, the purpose of the review is to examine the current program, validate the results achieved in line with the set objectives as well as identify the best practices and lessons learnt with regard to the replicability of approaches and sustainability. Taking stock of the achievements the review is expected to **focus more on the impact of the grass root level interventions**, while making specific recommendations in terms of a future possible strategy, most suitable approaches and appropriate content of the next phase of the program. In doing this, the review will give due attention to the changing socio-political context and economic environment in Sri Lanka.

3. Type of review, objective and scope of the review

a) Type of review

The review of the SLMP in Sri Lanka should be **summative** and contributes to the GPMD's overall evaluation on Decent Work for Migrants in the Middle East & South Asia. The evaluation should determine the extent to which programme activities contributed to achievements until now and provide an overarching assessment of the program's value. The evaluation should be **formative** and make recommendations on how to plan strategically and content wise the next phase of the program in Sri Lanka.

b) Objective

The review of the SLMP in Sri Lanka has the following specific objectives:

- To take stock of the achievements of the current programme, identify best practices and lessons learnt and to analyze the **relevance** of the SLMP in Sri Lanka (looking backward).
- Assess the current strategies and implementation approaches of both policy and grass root level partners in the light of OECD/DAC criteria and provide specific measures to be taken by the implementers to enhance replicability and sustainability beyond the current phase (looking forward).
- Examine potentials within and beyond the programme on the institutional set-up and to foster sustainability of the interventions in the next phase.

- Keeping in mind the changing political context, and on the other hand building on strengths and opportunities that emphasize protection and empowerment of migrant workers and their families, (with due consideration of the lessons learnt in present phase) propose a concept, strategy and suitable organizational set up for the future of the SLMP.

c) Scope

The review should focus on the entire SLMP (both policy and grass root level interventions), and in particular on the current phase with a view on making recommendations for the next possible phase.

4. Questions for the Review

Program content

- To what extent has each component of the current program at the national policy level achieved results (qualitative) and the impact at the grass root level (Deep impact projects)
- Are the outputs and outcomes consistent with the objectives in the current programme design, what is the added value of each component and how relevant are the activities towards reaching the overall goal of the programme?
- What did we achieve with concentrated interventions and with far less costs?
- How effective are the interventions, what are the results and how relevant are these results for people and for policy dialogue at national and international level?
- How was the gender issue addressed? Are the gender related outputs/outcomes related to the project activities adequate? How could this be further strengthened?
- What are the unique or unexpected lessons learnt through the implementation of the project?
- In what way can the current components/interventions of the program be adapted in order to: increase their effectiveness, better respond to the needs and challenges related to labour migration in Sri Lanka?
- What are the positive features and the potentials to make the project more effective and relevant? How can synergies be created and knowledge transfer applied?
- What additional activities/components could be envisaged in the next phase and how could they be integrated? What can still be done to enhance the effectiveness and impact of the project at this stage?
- Identify and discuss possibilities of replication/scaling up of approaches and best practices in the SLMP?

Sustainability and ownership

- How have the various actors performed their respective roles (partner organizations, other service providers, stakeholders such as Project Advisory Committee (PAC), etc.? In what ways has the project contributed towards collaborative working with relevant stakeholders?
- What are the changes in the behavior and attitude of government officials? Are these changes sustainable or what else needs to be done to keep it going?
- To which extend have partners at different levels taken up and integrated the approach of the current programme? Have durable, long-term processes, structures and institutions been created and to which extend do they contribute to or address the needs?
- How can ownership and sustainability of the program be fostered with the authorities and civil society? What modalities need to be in place to create sustainability?
- In what way has SLMP contributed either directly or indirectly to policy dialogue at different levels? And how can the generated knowledge and experience best be managed, made available for other program partners and used to influence policy

dialogue on the national and regional level?

Program set-up

- Were the planned operational/implementation arrangements effective and how did they impact on the overall implementation of the programme? What changes are to be done to make it more effective and efficient?
- Suggest possible potential cooperation with other actors and networks as a means for scaling-up.
- How can the program management set-up be optimized, both SDC internally and in relation to the program partners?
- How effective are the management capacities of partners and arrangements put in place support the achievement of result? What could be done to have an effective internal and external monitoring plan/mechanism to track the progress of the project?

5. Methodology

This review is integrated to the GPMD's overall evaluation on Decent Work for Migrants in the Middle East & South Asia. Thus, the Consultant will be part of the GPMD review. The Consultant will apply in their work a participatory approach. Interviews and various interactions with the partners and main stakeholders in the project districts and in Colombo shall take place to ensure participation, transparency and accountability. The Consultant will be supported by a national consultant.

The Consultant is expected to review all relevant programme related documentation that may be required. The consultant is expected to hold discussions with relevant SDC staff members both at the SDC headquarters as well as in Colombo.

The consultant will develop a methodology and work plan for meeting the objectives of this TOR. This should include participatory approaches with all stakeholders. These will be shared and agreed on with SDC during a briefing before departure. As part of the preparation process, SDC will gather key background documents, and forward these to the consultants. The consultants will make partner visits, field observation and conduct key informant interviews, and focus group discussions.

6. Reporting

The review report, written in English, is to be delivered after the completion of the review, and should not exceed 10 pages, plus annexes. The review report should include the following:

- Executive Summary
- Review Methodology
- Findings
- Recommendations and lessons learnt
- Annexes

ANNEX 2: List of persons and organisations interviewed

SDC & Swiss Embassies		
Bern	Ms. Yvonne Diallo-Sahli	Deputy Head, GPMD (South Asia)
Amman	Ms. Rahel Pema	Deputy Head of Cooperation
Colombo	Ms. Simone Troller Alderisi	Regional Advisor, GPMD (ME)
	Ms. Aya Maraqa	Regional Programme Officer, GPMD (ME)
Dhaka	Mr. Benil Thavarasa	Head of Migration & Development Unit, GPMD
	Ms. Madushika Lansakara	Senior National Program Officer, GPMD
	Ms. Beate K. Elsaesser	Deputy Head of Mission and Director of Cooperation, (Bangladesh)
	Mr. Anindya Dutta	NPO, GPMD (Bangladesh)
Manila	Mr. Mathias Domenig	Deputy Head of Mission
United Arab Emirates	Mr. Pascal Raess	Embassy of Switzerland in UAE
Cambodia	Mr. Simon Junker	Head of Programme / Regional Advisor Skills Development and Employment
Sri Lanka		
	Ms. Yamuna Perera	MFE – Additional Secretary
	Mr.W.M.V. Wansekera	SLBFE – Additional General Manager
	Ms. Padmini Ratnayake	MFE/SLBFE – Former Advisor to MFE
	Ms. Swaree Rupasinghe	ILO – National Project Coordinator Labour Migration
	Ms. Thilini Fernando	ILO - Focal person for Migration Skills Project
	Mr. Shantha Kulasekara	IOM – Head Migration Governance
	Ms. Sashini Gomez	IOM – Senior Project Coordinator, Migration Governance Unit
	Ms. Amritha Muttiah	IOM – Project Coordinator, Migration Governance Unit
	Ms. Masako Ueda	IOM – Programme Manager, Regional Cooperation in CP Countries
	Ms. Avanthi Kalansooriya	UN Women – Programme Officer
	Mr. Sagayaraj	CARITAS – Project Coordinator
	Rev. Lawrence Rawanayake	CARITAS/Seth Sarana – Director
	Mr. Ashan Wickramasinghe	CARITAS/Seth Sarana – Project Manager
	Mr. Mahesh Prasanna	CARITAS/Seth Sarana – Project Coordinator
	Ms. Shiranthi Jayatilaka	HELVETAS – Country Representative
	Mr. Ranjan Kurian	HELVETAS - Project Manager
	Ms. Claudia Paixao	HELVETAS – Advisor Migration & Development
	Mr. M.F.M Arshad	ALFEA – Secretary
	Mr. M.F. Moh. Fanoor	ALFEA – Board Member
	Mr. Andrew Samuel	CDS – Director
	Mr. Gamage	CHRCO – Project Director
	Ms. Bilesha B. Weeraratne	IPS – Research Fellow
	Mr. Premalathan	SWOAD – Project Manager
	Mr. S. Spirithyon	ESCO – Director
	Mr. Utheyenthiren	ESCO – Project Coordinator
	Mr. Michael Joachim	PREDO – Chairman
	Mr. Chandradeganam	Project Coordinator
	Ms. Renuka Gomes	TBWA – Managing Director
	Ms. Miyuru Gunaninghe	Solidarity Center – Senior Program Office
	Ms. Ramani Jayasundere	Asia Foundation – Director, Gender & Justice
	Mr. Feizal Samath	Sunday Times – Consultant Editor-Business
	Mr. L.K. Ruhunage	Consultant, Labour Migration (ex-SLBFE)
	xxx	

		Development Officers, Paralegals, Migrants, Volunteers, Project Teams, Families, Returnees, etc.
Bangladesh		
	<p>Mr. Md. Shujayet Ullah</p> <p>Md. Mohammad Shaheen</p> <p>Mr. Noman Chowdhury</p> <p>Ms. Shahreen Munir</p> <p>Mr. Sajjad Ahmed</p> <p>Ms. Tapati Saha</p> <p>Mr. Omar Faruque Chowdhury</p> <p>Mr. Patrick Earle</p> <p>Mr. Amish Karki</p> <p>Ms. Rahnuma Salam Khan</p> <p>Mr. Porimol Palma</p> <p>Mr. Tasneem Siddiqui</p> <p>Mr. Shariful Islam Hasan</p> <p>Mr. Farhad Al Karim</p> <p>Ms. Sumaiya Islam</p> <p>Mr. Syed Saiful Haque</p> <p>Mr. Shameem Ahmed Chowdury Noman</p>	<p>Ministry of Welfare and Overseas Employment – Joint Secretary</p> <p>Ministry of Welfare and Overseas Employment – Deputy Secretary</p> <p>Bangladesh Overseas Employment and Services – Manager</p> <p>IOM – National Programme Officer</p> <p>IOM – National Programme Officer</p> <p>UN Women – Programme Analyst</p> <p>OKUP – Executive Director</p> <p>Diplomacy Training Program (UNSW) – Executive Director</p> <p>Diplomacy Training Program (UNSW) – Project Coordinator</p> <p>ILO – National Programme Officer</p> <p>PANOS Media Fellow</p> <p>Refugee and Migratory Movements Research Unit (RMMRU) – Chair</p> <p>BRAC – Programme Head, Migration</p> <p>BRAC – Manager, Migration</p> <p>BOMSA – Director</p> <p>WARBE – Chairman</p> <p>BAIRA – Former Joint Secretary General</p>
Nepal		
	<p>Ms. Elisabeth Von Capeller</p> <p>Mr. Diepak Elmer</p> <p>Ms. Usha Bhandari</p> <p>Ms. Sangita Yadav</p> <p>Mr. Durga Prasad Bhandari</p> <p>Mr. Mahesh Prasad Dahal</p> <p>Mr. Krishna Prasad Gnawali</p> <p>Ms. Mio Yokota</p> <p>Ms. Neha Chowdhury</p> <p>Ms. Kabita Tamrakar</p> <p>Mr. Janak Raj Sapkota</p> <p>Mr. Rohan Gurung</p> <p>Ms. Biojaya Rai Shrestha</p> <p>Advocate Shom Luitel</p> <p>Ms. Sita Gami</p> <p>Ms. Roni Pradha Dhaubhadel</p> <p>Ms. Sunila Baniya</p> <p>Mr. Ihma Shareef</p>	<p>Embassy of Switzerland - Ambassador</p> <p>Deputy Head of Mission</p> <p>SDC - Senior Programme Manager</p> <p>SDC - Program Officer</p> <p>Ministry of Foreign Affairs, Joint Secretary</p> <p>Ministry of Labour, Employment and Social Security - Secretary</p> <p>Ministry of Labour, Employment and Social Security - Joint Secretary,</p> <p>UN Women - Programme Specialist</p> <p>ILO - National Project Coordinator</p> <p>Subarna Multiple Training Centre Pvt. Ltd. - Manager/Trainer,</p> <p>South ASIA & Sub-editor, Kantipur NationalDaily - Fellow, PANOS</p> <p>Nepal Association of Foreign Employment Agencies (NAFEA) - President,</p> <p>AMKAS Nepal (Returnee Women Migrant Workers & Group) - Chairperson/Founder</p> <p>People Forum for Human Rights (People Forum, Free LEag Aid Service to Migrant Workers - Advisor</p> <p>Safer Migration Project, SaMi, HELVETAS, Nepal – Team Leader</p> <p>Safer Migration Project, SaMi, HELVETAS - Senior Programme Officer,</p> <p>Vocational Skill Development Officer, Safer Migration Project, SaMi, HELVETAS</p>

	<p>Ms. Ramyata Limbu Mr. Kul Prasad Karki</p> <p>Mr. Som Prasad Lamichhane</p> <p>Mr. Buddha Singh Kepchhaki</p> <p>Ms. Sabrina Toppa</p>	<p>International Organization for Migration (IOM) - Project Officer, Colombo Technical Support Unit</p> <p>PANOS-South ASIA - Head of Operation</p> <p>Pravasi Nepali Co-ordination Committee - Chairperson</p> <p>Pravasi Nepali Co-ordination Committee - Secretary General,</p> <p>Pravasi Nepali Co-ordination Committee - Program Development & Findraising Coordinator</p> <p>Fellow (Pakistan), PANOS-South Asia.</p>
Philippines		
	<p>Mr. Ricardo R. Casco Mr. William Gois Ms. Ellene Sana Ms. Andrelyn Gregorio</p> <p>Mr. Levinson Alcantara</p> <p>Mr. Khalid Hassan Mr. Hussein Macarambon</p>	<p>IOM Philippines – NPO Labour Migration Migrant Forum Asia – Philippines</p> <p>Centre for Migrant Advocacy – Philippines</p> <p>Overseas Workers Welfare Administration – Director OIC Policy & Programme Development Office</p> <p>Philippine Overseas Employment Administration – OIC Director IV</p> <p>ILO Philippines – Country Director</p> <p>ILO Philippines – National Project Coordinator FAIR</p>
Lebanon		
	<p>Ms. Jana Zemp</p> <p>Mr. Ryszard Cholewinski Ms. Sophia Kagan Ms. Zeina Mezher</p> <p>Ms. Zeina Mohanna</p> <p>Mr. Kamel Mohanna Mr. Michel Merhij Ms. Joanna Ayoub Ms. Batoul Fneish</p> <p>Ms. Rebecca Carter</p> <p>Mr. Castro Abdallah Ms. Lala Arabian Mr. Charles Nasrallah Mr. George Ghali Ms. Sally Abi Khalil Ms. Lucia Steinberg Camtarero Ms. Shahrazad Qassem</p> <p>Ms. Dalia Mikdashi Ms. Leena Ksaifi Mr. Hessen Sayah</p> <p>Mr. Ramy Shukr Ms. Marlyn Attallah</p>	<p>Embassy of Switzerland - First Secretary, Deputy head of Cooperation</p> <p>ILO ROAS – Senior Migration Expert</p> <p>ILO ROAS – CTA FAIRWAY project</p> <p>ILO ROAS – National Project Coordinator FAIR</p> <p>Amel Association International Programme Manager</p> <p>Amel Association International – President</p> <p>Amel Association International – Lawyer</p> <p>Amel Association International – Lawyer</p> <p>Amel Association International – Field Coordinator</p> <p>Regional Development and Protection Programme (RDPP) - Programme Manager</p> <p>FENASOL – President</p> <p>INSAN Association – Executive Manager</p> <p>INSAN Association – Founder/Director</p> <p>ALEF – Executive Director</p> <p>OXFAM Lebanon – Country Director</p> <p>OXFAM Lebanon = Economic Justice Coordinator</p> <p>OXFAM Lebanon – Research and Policy Officer</p> <p>OXFAM Lebanon – Active Citizenship Officer</p> <p>EQUIP Center – Director</p> <p>CARITAS Lebanon - Head of Migrants Department</p> <p>ARM – Programme Officer</p> <p>Ministry of Labour – Head of Foreign Workers Division</p>
Jordan		
	Mr. Patrick Daru	ILO – Coordinator Decent Work Country Programme

	<p>Ms. Suha Labadi Mr. Vincenzo Lomoriello</p> <p>Mr. Mohammed Kheir</p> <p>Ms. Seham Aladwan</p> <p>Mr. Hamdan Yacoub</p> <p>Ms. Mervat Jumhawi Ms. Natasha Dahy Ms. Linda Al Kalash Ms. Sarah Al-Khatib</p> <p>Ms. Haneen Hassouneh</p> <p>Ms. Emily Lewis</p>	<p>ILO – National Project Coordinator FAIR Regional Development and Protection Programme (RDPP) – Project Officer, Amman Ministry of Labour – Head of Policies and International Cooperation Ministry of Labour – Head of International Cooperation Department Ministry of Labour – Head of Syrian Refugees Department Workers Centre Irbid – Advocacy Manager Workers Centre Irbid – Activities Coordinator TAMKEEN – Director Solidarity Centre Jordan – Programme Manager Sahab Municipality – Head of Local Development Unit Danish Refugee Council – Livelihoods Technical Coordinator</p>
GCC		
	<p>Mr. Imco Brouwer</p> <p>Ms. Vani Saraswathi Mr. Patrick Earle</p> <p>Mr. Philip Fishman</p> <p>Ms. Elizabeth Frantz</p> <p>Mr. Mohamed El Zarkani Mr. Houtan Homayounpour Ms. Ghada Abdel Tawab</p> <p>Mr. Alex Zalami Ms. Amna Al Obeidan</p>	<p>Gulf Labour Markets and Migration (GLMM) - Project Coordinator Migrant-Rights.org - Strategic Advisor Diplomacy Training Program (DTP) - Executive Director ILO - Senior Advisor, Fundamental Principles and Rights Open Society Foundation, UK - Team Manager, International Migration Initiative IOM Bahrain – Officer in charge ILO Qatar – Head of project office Ford Foundation - Program Officer, Social and Economic Rights UAE – Ministry of Emiratization Qatar National Human Rights Commission</p>
Others		
	<p>Mr. Max Tunon Ms. Sally Barber</p> <p>Ms. Musarrat Perveen</p> <p>Ms. Ratna Mathai-Luke</p>	<p>ILO Delhi office – Senior Migration Specialist UN Women Bangkok Regional Office – Programme Coordinator CARAM Asia (Malaysia) – Regional Coordinator GAATW (Bangkok) – Programme Office</p>

ANNEX 3: Documents reviewed

- Terms of Reference
- List of stakeholders

Sent from Bern

- GPMD Strategic Framework 2013-2017
- GPMD Strategic Framework 2018-2021
- GPMD List of projects Middle East
- GPMD List of projects South Asia
- Labour Migration – Decent Work (June 2015)
- Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health (2015)
- External Assessment of the project "Decent Work in the Middle-East II – Lebanon – FENASOL – Building the collective power of Domestic Workers in Lebanon (February 2017)
- Evaluation Report of the "Regional fair migration project in the Middle East" (FAIRWAY project) – October/November 2017
- Decent Work in the Middle East II – List of publications
- Credit Proposal: Decent Work for Migrants in the Middle East (November 2014) and additional credit proposal + Annexes
- Logical Framework of Decent Work for Migrants in the Middle East II
- Call for Proposals on Migrant Domestic Workers in Lebanon
- Memorandum of Understanding between Jordan and FDFA (May 2017)
- Credit Proposal: Decent Work for Migrants from South Asia, including Annexes
- Logical Framework of Decent Work for Migrants from South Asia
- Power Point presentation Sri Lanka National Labour Migration Policy
- National Labour Migration Policy (October 2008)
- Fact Sheet Safe Labour Migration Programme Sri Lanka
- Credit Proposal: Decent work, protection and wellbeing for migrant workers and their families in Sri Lanka and additional credit proposal + Annexes
- Summary of projects on Safe Labour Migration in Sri Lanka
- Stakeholder assessment Asia
- PANOS Project Completion report (South Asia Migrant Labour Initiative) – March 2017
- Risk Assessment Matrix
- Migration Statistics

Sent from Dhaka

- Updated list of stakeholders
- SDC Proposal Empowerment of Women Migrant Workers in South Asia Through Implementation of Standard Terms of Employment (UN Women)
- Empowering Women Migrant Workers through Implementation of Standard Terms Of Employment – Performance Monitoring Framework 2015-2018
- CARAM project document Right to Redress and Access to Justice for Bangladeshi Migrant Workers in Malaysia
- Grant Application for Capacity Building Training Programs in South and Southeast Asia, 2015-2018 (DTP)
- GAATW prodoc phase 1 and phase 2
- Logical Framework Colombo Process
- Capacity Building of Media in South Asia to Advocate and Influence
- Regional Cooperation for Migrant Labour (Panos phase 1)
- Concept note Regional Project on South Asian Migrant Labour Initiative March 2017 –February 2019 (Panos phase 2)
- Logical Framework Panos phase 1
- Strengthening Labour Migration Governance through Regional Cooperation in Colombo Process Countries (IOM)
- Full set of project documents:
 - CARAM

- DTP
- GAATW
- IOM
- MFA
- PANOS
- UN Women

Sent from Amman

- Mission reports Qatar 11-13 May 2015 and 14-17 September 2015
- Mission report UAE 10-16 May 2016
- Decent Work for Migrants in the Middle East II (additional credits)
- Final report Jordan Garment Sector Workers' Centre (November 2017)
- Final report Enhancing the capacity of the workers' centre to respond to the needs of migrant workers (ILO) (June 2018)
- Report on proceedings Abu Dhabi dialogue special workshop on operationalizing the four collaborative programmes approved by ADD ministers (July 2017)
- Final report Al-Hassan's workers centre (SIPA)
- Migrant Domestic Workers and Access to Justice in Lebanon (assessment report)
- GPMD Learning Event II – Summary
- Internal summary meetings with Qatar Delegation (June 2018)
- Mission report Abu Dhabi dialogue Senior Officials Meeting (8-9 May 2018, Colombo)
- Project documents (proposals, budgets, logframes, reports, etc.) of projects:
 - FAIRWAY project (ILO – Regional)
 - Capacity Building Training Programs in the MENA (DTP – Regional)
 - Support to Migrant Rights.org 2016-2018 (Regional)
 - Enhancing the capacity of the workers centre to respond to the needs of migrant (ILO – Jordan)
 - Developing a knowledge base on migration in the GCC States (EUI-GLMM)
 - Empowering MDWs for Self-Advocacy through the Migrant Community Centers (ARM – Lebanon)
 - Towards increased protection for MDW in Lebanon (ALEF)
 - My work, my rights (OXFAM – Syria crisis)
 - Improved working conditions for migrant, refugee and Jordanian labour in the agriculture, construction, and services sectors (DRC – Syria crisis)

Sent from Colombo

- National Migration Policy Sri Lanka
- Credit proposals + 132 files related to all projects implemented in Sri Lanka

ANNEX 4: Mid-Term Review of SLMP

1. Executive Summary

1.1. Executive Summary

1.1.1. Background information

The Safe Labour Migration Programme (SLMP) aims at increasing the development benefits of migration by contributing to decent working conditions and improved well-being of migrants and their families. The SLMP is in its second phase (2016-2020) and is implemented by the International Labour Organization (ILO) and the International Organization for Migration (IOM) at policy level, whereas at the grassroots level the programme works through local and international civil society organizations in 13 districts to provide safe labour migration information to communities, improve access to services for grievance management and psychosocial support, and support the re-integration processes of migrant workers with their families. These interventions are further supported by a nationwide media campaign focusing on increasing channels of communication for key 'safe-migration' awareness messages to the public in Sri Lanka.

1.1.2. Scope and objectives of the Mid-Term Review

The Mid-Term Review examines the current programme, validates the results achieved in line with the set objectives and identifies the best practices and lessons learnt regarding the replicability of approaches and sustainability. It is furthermore intended to make recommendations in terms of a future possible strategy, most suitable approaches and appropriate content of the next phase of the programme

1.1.3. Major findings

The SLMP is a well-designed and comprehensive programme with consistent outputs, outcomes and objectives. Significant results have been achieved at the grassroots level both through deep impact interventions as through nationwide interventions.

Deep impact partners take into consideration the cultural, social, ethnic and political environment under which they operate and reach out to the different target groups in very effective ways. All four themes of deep impact interventions (access to information, access to justice, access to psychosocial support, reintegration and remittance management support) have contributed to improve the wellbeing of migrants and their families, while providing a better understanding of safe migration. The four areas of support are inter-connected and equally important, though access to justice and remittance management are the ones leading to a more immediate impact. Wider coverage interventions produce good results in dispute resolution, training of civil society and of development officers, while setting the basis for future knowledge management.

At policy level, the support of the ILO remains of critical importance for the government in revising the National Labour Migration Policy (NLMP) which until now has been marginally implemented. The consultative process leading to the revision of the NLMP has been driven by the ILO which the government also expects to be a major player when it will come to implementation. IOM's intervention in training recruiting agencies still must reveal its effectiveness and impact, while UN Women's intervention (linked to the SLMP, but supported through the regional programme) aiming at promoting standard contracts to Middle East employers has taken a soft approach

The major impact of the SLMP so far relates to improved wellbeing of migrants and their families because of civil society intervention, changing attitudes of some government officials at field level and better understanding of safe migration among the migrant community. Skills development has recently been added to the scope of services but still is in a preliminary stage.

Sustainability of civil society support is ensured thanks to the local networks and structures put in place by implementing partners; more needs to be done to ensure long-term sustainability and government commitment to ensure better protection of the migrant workers.

1.1.4. Recommendations

Under the current phase of the SLMP, more priority could be given to enhance sustainability in:

- Further supporting civil society in organizing the structures in place;
- Inviting the Government to develop a roadmap to implement the revised NLMP;
- Reminding ILO and IOM about the planned activities for which little has been done so far;
- Inviting all partners to more actively contribute to the virtual platform created by HELVETAS and identify suitable solutions to ensure the existence and maintenance of the platform after the project ends;
- Mobilize trade unions to engage in the protection of migrant workers through the ILO.

During a next phase of the SLMP, the focus could be placed on

- Enhancing impact and sustainability of benefits acquired in the current phase resulting from civil society interventions;
- Extending the geographical scope of deep impact interventions;
- Supporting the Colombo Process with a thematic focus;
- Further strengthening and empowering the grassroots societies that have been mobilized through the CSO partner organizations;
- Adjusting the working relationship with international organizations.

2. Introduction and Background

2.4 Background - Context

SDC's Global Programme Migration and Development (GPMD) has been active in Sri Lanka since 2010 with the "Safe Labour Migration Programme" (SLMP) aimed at increasing the development benefits of migration by contributing to decent work conditions and improved well-being of migrants and their families.

Switzerland through the GPMD is the only significant bilateral donor working on labour migration issues in Sri Lanka. At the national policy level, the programme works through partners such as the International Labour Organization (ILO) and the International Organization for Migration (IOM) to support the Government of Sri Lanka to improve policies, legislation and services to promote the safety and protection of migrant workers. At the grassroots level, the programme works through local and international civil society organizations in 13 districts to provide safe labour migration information to communities, improve access to services for grievance management and psychosocial support, and support the re-integration processes of migrant workers with their families. The programme also supports strengthening the capacity of relevant government officers at the district level aiming at improving effectiveness of service provision. The above interventions are further supported by a nationwide media campaign focusing on increasing channels of communication for key "safe-migration" awareness messages to the general public in Sri Lanka.

Sri Lanka is also an important and established partner of Switzerland in the labour migration policy dialogue at regional and global levels. The SLMP, currently in its second phase (2016-2020) is implemented in parallel to GPMD's regional programme on labour migration in South Asia (2013-2019), which also benefits to Sri Lanka. The SLMP and the regional programme are intended to mutually inform and interlink with each other, while creating synergies whenever possible.

2.5 Objectives of the Mid-Term Review

In line with the Terms of Reference (Annex 1), the objectives of the Mid-Term Review are to examine the current programme, validate the results achieved in line with the set objectives as well as identify the best practices and lessons learnt regarding the replicability of approaches and sustainability.

Taking stock of the achievements the review is expected to focus more on the impact of the grass root level interventions, while making specific recommendations in terms of a future possible strategy, most suitable approaches and appropriate content of the next phase of the programme. In doing this, the review is meant to take into consideration to the changing socio-political context and economic environment in Sri Lanka.

2.6 Methodology

To initiate the MTR, the evaluator completed a systematic examination of all programme and project documents provided by SDC (more than 100 files), during which key documents have been identified. The desk analysis has been followed by in-country field visits to meet with all partners of SDC, including international organizations, civil society organizations, government officials, supporting groups trained by civil society, as well as final beneficiaries (migrant workers and their families) of the programme. The list of persons and organizations consulted is presented in Annex 2.

The Logical Framework Matrix (LFM) attached to the original Credit Proposal has been used as the major reference document for the evaluation to assess achievements versus planned outputs and results.

The main questions which have provided the basis for the review are the following¹⁷:

¹⁷ Questions suggested in the Terms of Reference and rearranged in the Inception Report

Relevance and design

- Are the defined outputs and outcomes consistent with the objectives in the current programme design, what is the added value of each component and how relevant are the activities towards reaching the overall goal of the programme?

Effectiveness

- To what extent has each component of the current programme at the national policy level achieved results (qualitative) and the impact at the grass root level (Deep impact projects)
- What did we achieve with concentrated interventions and with far less costs?
- How effective are the interventions, what are the results and how relevant are these results for people and for policy dialogue at national and international level?
- How was the gender issue addressed? Are the gender related outputs/outcomes related to the project activities adequate? How could this be further strengthened?

Efficiency (Programme set-up)

- How have the various actors performed their respective roles (partner organizations, other service providers, stakeholders such as Project Advisory Committee (PAC), etc.? In what ways has the project contributed towards collaborative working with relevant stakeholders?
- Were the planned operational/implementation arrangements effective and how did they impact on the overall implementation of the programme? What changes are to be done to make it more effective and efficient?
- Suggest possible potential cooperation with other actors and networks as a means for scaling-up.
- How can the programme management set-up be optimized, both SDC internally and in relation to the programme partners?
- How effective are the management capacities of partners and arrangements put in place support the achievement of result? What could be done to have an effective internal and external monitoring plan/mechanism to track the progress of the project?

Impact and Sustainability

- What are the unique or unexpected lessons learnt through the implementation of the project?
- In what way can the current components/interventions of the programme be adapted in order to: increase their effectiveness, better respond to the needs and challenges related to labour migration in Sri Lanka?
- What are the positive features and the potentials to make the project more effective and relevant? How can synergies be created, and knowledge transfer applied?
- What additional activities/components could be envisaged in the next phase and how could they be integrated? What can still be done to enhance the effectiveness and impact of the project at this stage?
- Identify and discuss possibilities of replication/scaling up of approaches and best practices in the SLMP?
- What are the changes in the behavior and attitude of government officials? Are these changes sustainable or what else needs to be done to keep it going?
- To which extend have partners at different levels taken up and integrated the approach of the current programme? Have durable, long-term processes, structures and institutions been created and to which extend do they contribute to or address the needs?
- How can ownership and sustainability of the programme be fostered with the authorities and civil society? What modalities need to be in place to create sustainability?
- In what way has SLMP contributed either directly or indirectly to policy dialogue at different levels? And how can the generated knowledge and experience best be managed, made available for other programme partners and used to influence policy dialogue on the national and regional level?

The review was undertaken in July 2018, with field visits from 16 to 27 July 2018. Visits at grassroots level took place in 3 districts: Ampara, Batticaloa and Nuwara Eliya.

2. Findings of the review

2.1. Relevance and Design

The relevance of the SLMP in relation to the NLMP of Sri Lanka and to SDC's Regional and Global Safe Migration Strategies as well as about the Colombo Process (CP), the Abu Dhabi Dialogue (ADD) and development objectives in general (SDGs and others) has been described on several occasions in earlier documents related to the programme. While the objectives of the NLMP and of the SLMP are matching, the absence of a clear implementation roadmap and of specific implementation mechanisms in the NLMP to implement the policy adds to the relevance of the SLMP. Other than suggesting that the government will ensure and monitor the implementation of the policy, there is no mention in the policy about financial allocations in the national budget for NLMP implementation and no reference to any specific instruments and/or tools which would allow the policy to become effective. The SLMP therefore not only came to support the objectives of the NLMP, but the Swiss financial support to the Government of Sri Lanka (GoSL) was key to initiate the implementation process.

The design of phase II of the SLMP took into consideration proposals formulated in the 2015 review which on basis of lessons learned and emerging issues from the initial years of implementation suggested interventions at the national level (regulatory framework and service delivery) and at the district level (deep impact and wide coverage), both complemented by a nationwide media campaign.

The SLMP is well designed as a comprehensive programme with consistent outputs, outcomes and objectives, though the allocated budget of CHF 6,850,000 at first sight appears to be rather limited to achieve meaningful results at all levels. The present review however confirms that significant results have been achieved particularly at the grassroots level both through deep impact interventions as through nationwide interventions (see section 3.2).

The activities defined to achieve the expected results as presented in the Logical Framework Matrix (LFM) are not equally balanced between implementing partners (supremacy of ILO activities versus CSO partners, though 75% of the budget was allocated to CSO partners and media).

While most proposed activities are relevant and target the expected results, one activity under Output 1.1 is inappropriate (*develop an ILO based monitoring mechanism to monitor and report on the implementation of operational reforms*). This should have been a government owned mechanism.

The indicators proposed in the LFM are generally well defined, but sometimes too expectant (e.g.: *a renewed and updated NLMP does not enhance the commitment of the GoSL on labour migration governance* in absence of strong governmental ownership of the policy).

The choice of implementing partners as explained in the Credit Proposal document is consistent; why IOM has been assigned to train recruitment agencies however remains questionable due to their lack of relevant experience in this field.

2.2. Effectiveness

The most substantial results are those already achieved by civil society, especially at grassroots level. All civil society partners are implementing their respective planned activities with real passion and strong commitment to contribute to safer migration and wellbeing of migrant families.

2.2.1. Civil Society partners

Deep impact partners have different approaches which take into consideration the cultural, social, ethnic and political environment under which they operate (e.g. PREDO has a pre-school-based approach, CARITAS a church-based approach, etc.), but all reach out to the different target groups in a very effective way:

- **Access to information** is provided through different groups of people (teachers, women, returnees, religious people, and even children) which have all been trained and coached by the implementing partners who also trained government staff (development officers) to enhance their capacity to deliver adequate information on safe migration. In some locations, Migrant Information Centres (MIC) have been created and/or reinforced, some of which within Divisional

Secretariat Offices. The various groups have been given different names (women's club, pre-school teachers group, temple committee, volunteers, child friends, etc.) but all aim at the same objective to disseminate information on safe migration, while at the same time contributing to the wellbeing of migrants and their families. Indicators stated in the LFM are being matched.

- **Access to justice** is adequately organized under the umbrella of CARITAS. The referral system from the deep impact partners is functioning well; the on-line system to which the other partners are connected facilitates the process of handling disputes and allows to follow-up on cases brought up in real time. The database set up by CARITAS furthermore provides a detailed breakdown of cases entered into the system (country and case type, cases per country, gender breakdown, type of cases, cases by district, etc.) which allows analytical statistics to be drawn. Access to justice also involved training paralegals (government officers and civil society) with the aim to improve local resolution of disputes in the framework of mediation boards rather than bringing all cases up to courts. Data on the number of cases resolved in a more efficient and faster way ascertains the benefit of the systems in place (the minimum target of 60% of filed cases resolved is largely exceeded), while at the same time a more positive attitude among government officers in grievance handling is reported because of the training provided. The data is currently used to measure progress but could in the future be exploited for different uses (e.g. mapping in the framework of research work and/or measuring impact on geographical basis, advocacy, etc.). Data could also possibly be used for advocacy at regional level in combination with data from Nepal and Bangladesh generated by implementing partners of the regional programme.
- **Access to psychosocial support** is also provided by the different groups and/or committees mentioned above (including government officers), specifically trained on these issues. The names are sometimes different (e.g. Befrienders, family tutor, etc.) but the services provided cover a wide range of support needs of migrants and their families in all districts (family counselling support, child protection, medical support, livelihood support, etc.). Specific tools have been put in place to support and monitor families (family book, family progress monitoring chart, "this is my family", etc.) which are well received by the beneficiaries and taken up very seriously. This component of the deep impact approach certainly has largely contributed to the wellbeing of families and is perceived as such by the recipients of the support services.
- **Reintegration and remittance management** support is advanced by several means inspired by the sub-policy and Action Plan on Return and Reintegration (APRR). Starting from building a positive image of returning migrant workers, the implementation partners have developed several strategies to facilitate reintegration (encouragement to immediate employment after return, career guidance, linkages with vocational training institutions, promotion of self-employment, etc.), all in conjunction with the psychosocial support mentioned above. Remittance management has been facilitated by different means (double bank accounts, training on finance literacy, etc.) and often (not always) generates good results. Additional more in-depth financial literacy training is often mentioned by families and returnees as further support needed.

Deep impact partners are equally qualified in delivering the above services in a professional and dedicated way. Suggesting that one is better than another would not be pertinent, as beneficiaries express the same level of satisfaction in all deep impact areas visited by the evaluator. Among the established partners CARITAS Sethsarana however seems to have a smaller pace in delivering activities¹⁸ (e.g. no activity related to Migrant Information Centres or Skills Development which have been or are being initiated by the others). The newcomer CDS uses the same approach as the other deep impact partners but still has to catch up with them, in particular in the follow-up of interventions (e.g. there is no follow-up on what happens after a training session).

HELVETAS and CARITAS both working at the national level are carrying out their respective mandates in line with expectations and in full cooperation with the other civil society partners, eager to maintain their working relationship beyond the project's lifetime. It is however to be mentioned that funding opportunities may influence the priorities of CSOs.

- CARITAS' legal aid services produce good results; about 400 new cases have been added to the database displaying 715 cases¹⁹ by the end of June 2018, of which the majority has been settled. The database clearly shows that Saudi Arabia is the country from which most cases

¹⁸ Information based on their presentation but not verified (no field visit in the district covered by Caritas Sethsarana)

¹⁹ Not including cases settled at the local level through the mediation boards

originate (58% of cases) with Qatar being the second source of problems. The breakdown of cases per district shows that they mostly originate from districts where deep impact partners are working; recent initiatives of CARITAS in other districts however also generated a few cases. The data produced by CARITAS could be very useful to support advocacy; this however can only happen once the database covers the entire country. For now, there still is a gap which CARITAS expects to fill in the coming months/years. Ideas on how to make use of the data is being discussed internally.

- HELVETAS' redefined mandate focusing on three areas is proceeding well:
 - The training programme of 300 development officers at district level complements training provided by deep impact partners which have also been trained. All are using the same training modules with slight variations taking into consideration local conditions. Despite the fact that the training will only involve about a third of all development officers in the country, this activity has not included any "train-the-trainers" course which would facilitate larger dissemination. HELVETAS claims that the Ministry takes over and continues the training, but this is not monitored.
 - Capacity building of CSOs focuses on trust building, skills, tools for qualitative delivery of services, mobilization, advocacy, etc. and HELVETAS claims having a good working relation with other CSOs. To which extend this capacity development activity has resulted in increased capacities could not be assessed. Other implementing partners interviewed confirm having a "good relationship with HELVETAS" but did not make any specific comment about increased capabilities.
 - The knowledge management part which is new in HELVETAS' mandate is based on a virtual platform and on the publication of policy briefs, which may also be considered as advocacy tools. Other implementing partners are contributing to the platform in uploading their materials (training courses, studies, data, etc.). This is an important tool which will need to be sustained after completion of the current project; different ideas are being considered among which the transfer to the Ministry or the transfer to CARITAS considering that the platform could also be used for case referral.

2.2.2. International Organizations

Since the production of the NLMP, the ILO has been a major partner for the Government and is recognized as a professional and technically competent organization. The MFE and the SLBFE heavily rely on the ILO to support them on policy matters and to provide them with adequate tools which can facilitate implementation on certain issues (procedures, training modules, operation manuals, etc.).

Under the current phase, ILO's focus so far has been to review the NLMP. Many different justifications for this review have been mentioned to the evaluator, none of which is supported with measurable data (e.g. changing migration patterns, profiles and skills of migrants, introduction of Family Background Report (FBR) restricting departure of women, emphasis on skills, etc.). It is a fact that the NLMP is now 10 years old and that an update was necessary. Updating the policy is a good opportunity to involve all stakeholders and seek grassroots level information on issues to be addressed. While ILO has set up different working groups and engaged in a consultative process, several stakeholders claim they have been left out of the process.

ILO affirms that the MFE plays a key role in reviewing the policy, but rather than coordinating the process, ILO remains the driving force for most activities and very little seems to be done to shift the leading role to the government. The publication of the document "*Sri Lanka's policy on labour migration: how far have we come?*" reflects the dominance of the ILO as the government is not even mentioned on the cover page of the publication.

Even though the ILO is a tripartite organization, trade unions have until now not really been confronted with labour migration issues. ILO's latest progress report does not refer to any specific activity aimed at bringing trade unions on board, at least not under this project. This has successfully been done by the ILO in other sending countries (e.g. in South-East Asia under the TRIANGLE projects) and really appears as an insufficiency in their approach on promoting safe labour migration in Sri Lanka.

Other activities implemented by the ILO belong to their usual line of interventions, i.e. developing guidelines and training manuals based on international standards, organize workshops and conferences, hold policy meetings, undertaking studies, publishing policy briefs, etc. Very little has been

done on the Migration Skills project for which labour market survey data both in the national and international context is still not available.

The ILO has subcontracted the IOM on the component aimed at promoting ethical recruitment practices in Sri Lanka. This arrangement is rather surprising considering the lack of relevant expertise of IOM in this field (this project is the first time IOM is working directly with the recruitment industry).

With the objective to train 400 licensed recruitment agents (500 mentioned as indicator in the LFM), a first training session for 30 agents just completed at the time of the present MTR. Considering that there are more than thousand agents operating in Sri Lanka (the Association of Licensed Foreign Employment Agencies (ALFEA) alone has more than 600 registered members), as well as the fact that only 30 have benefited from the programme so far, the global impact will need to be assessed. Nothing is planned about training all other recruiting agencies. The IOM team considers that this training is “*a small step in the right direction*” which however is “*not going to change anything overnight*”²⁰. A sustainability strategy has not been thought about at this stage.

Regarding the Colombo Process, SDC supports the Technical Support Unit (TSU) - managed by IOM - under the regional programme. Several studies prepared by IOM under the project have indeed fed into CP discussions (e.g. for the working group on Ethical Recruitment, for CP Senior Officials Meetings, for regional symposium meetings, etc.). These are indeed contributions to regional and global policy dialogues for which IOM takes credit (rather than SDC). An important issue however is that such studies and/or research is conducted by external consultants recruited by IOM without any consideration to the projects implemented under the SLMP, from which expertise and background information could have been provided. The IOM/TSU activity is being implemented in total lack of consideration and coordination with the SLMP.

Indirectly connected to the SLMP, the activities implemented by UN Women in Sri Lanka come under the GPMD. Designed to strengthen the policy framework to support the female migration from Bangladesh and Sri Lanka in promoting standard contracts to Middle East employers in line with the CP, the project is so far failing to achieve its initial objectives. Activities in Sri Lanka have been diverted to a softer approach covering the production of guidelines, the design of training modules (skills development for potential migrants, training modules for labour attaches in cooperation with ILO and IOM, etc.). The objectives have been downgraded to hopefully see some of the clauses of the standard contract be taken over in destination countries. SDC indeed agreed to these changes which nevertheless will not allow the initial overall objective to be met.

UN Women’s involvement in the programme ensures a continuous attention on gender issues (e.g. UN Women covers the gender aspect in the Operations Manual for labour attachés which is being revised, UN Women also cooperated with HELVETAS in the development of the orientation curriculum to ensure gender mainstreaming, etc.).

2.2.3. Media

The third (and new) major component of the SLMP is the media component implemented by TBWA. Focusing on diverse channels of communication, the mass media campaign promoting safe migration to the general public is professionally implemented and well-managed. Television and posters are said to be the channels reaching out in the most effective way, rather than radio or newspapers.

At the grassroots level, families and migrants interviewed during the field visits confirm having received information through these channels, which complements and/or reminds information received from civil society implementing partners. If 30% of the national population is reached through the media campaign, as suggested in the LFM, cannot be verified.

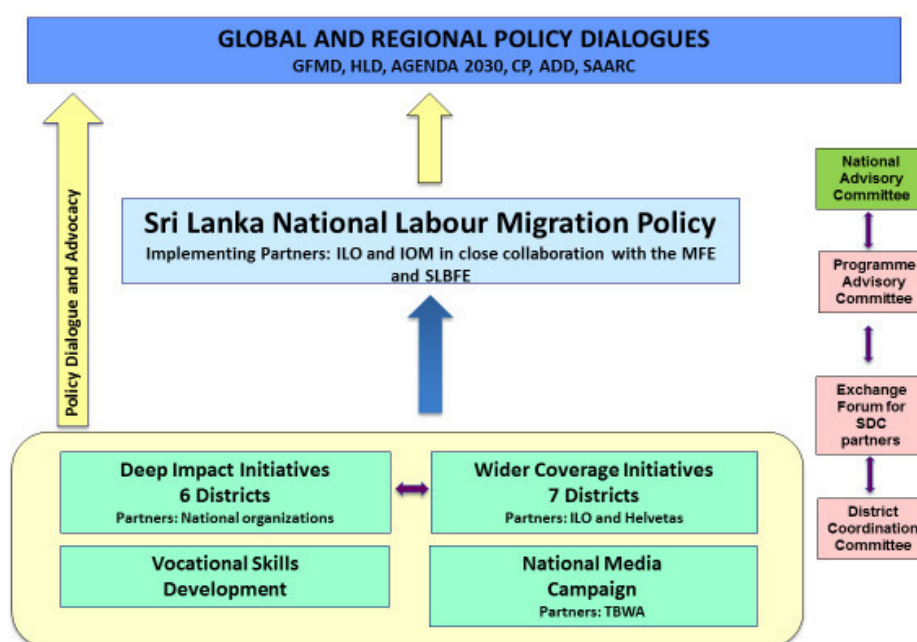
The media campaign promotes the use of the SLBFE “hotline” as the sole number where further information can be obtained. This hotline however is not monitored by TBWA, neither in terms of number of calls, nor in terms of quality of information provided by SLBFE officers. Informants in the field acknowledge the existence of this hotline, but often prefer using a similar hotline set up by civil society organizations more directly connected to them at district level.

²⁰ Statements made by IOM team

2.3. Efficiency (Programme set-up)

The set-up of the programme is defined in the letter of agreement signed between the MFE and the SDC on 28 July 2015 which explicitly designates ILO and IOM as “the main implementation partners”, while also defining the role of civil society organizations at district level and the process to launch a national media campaign.

How the different stakeholders would interact was proposed in the following chart, in which the Programme Advisory Committee (PAC) and the Exchange Forum for SDC partners were defined as the key tools to promote collaborative working:



PAC meetings are in principle held quarterly but so far only met twice in 2016 and once in 2017. Minutes of these meetings reflect the large participation of stakeholders (32 in 2017) and the fact that implementation partners are given the opportunity to present their respective achievements, issues and challenges. Discussions and suggestions about issues and challenges brought up however do not seem to lead to strategic decisions (according to minutes which only mention minor follow-up actions to be taken).

The PAC meetings are welcomed by all stakeholders and seen as the main opportunity to get an overall picture of what other partners are doing. These meetings however do not really promote closer cooperation among partners, but rather appear to be a soft version of a programme steering committee. The minutes of PAC meetings furthermore do not mention any reference to projects from other donors/agencies which could have a relevant link to the SLMP (e.g. the European Union funded a small project on “Capacity building of civil society and local authorities” which would have been of interest for the different groups set up by the deep impact partners in view of organizing themselves towards sustainability).

The exchange forum for SDC partners gathering more often than the PAC (eight meetings since March 2016) provides the opportunity for more in-depth discussions on thematic issues (e.g. grievance handling mechanisms in June 2017, psycho-social support in October 2017, ethical recruitment in February 2018, etc.). The format of these meetings has been well defined in specific Terms of Reference and is being followed by all partners. The exchange meetings are said to be very useful for all stakeholders as they allow each partner to see in which way he can contribute to a given thematic area.

While the set-up is rational, the programme lacks a formal oversight and monitoring structure led by SDC. A formal Programme Steering Committee (PSC) chaired by SDC (rather than a PAC) and gathering on a six-monthly basis would be of added value and give SDC the opportunity to reinforce its identity and oversight on the programme.

The SDC team in Colombo is well aware of all activities going on in the project but does not yet produce an all-inclusive overview which could be based on the LFM. A comprehensive dashboard of the programme based on progress reports and regular field observations would ideally feed into PSC meetings where corrective actions (if needed) would be assigned to implementing partners. A monitoring “master sheet” that attempts to compile the data collected through the monitoring activities of the Deep Impact partners has been developed and is a good step in the right direction as it is intended to be used as a steering tool for the projects. Unfortunately this does not cover the other implementing partners.

The individual performance of implementing partners is rather good but could sometimes need a stronger direction from SDC to correct and/or improve specific situations, in particular with regard to international organizations. The PSC would be the ideal oversight instrument to put all parties on the same track whenever possible deviations are identified; this for example would have facilitated the creation of synergies between the SLMP projects and the IOM/TSU work in relation to the Colombo Process.

2.4. Impact and Sustainability

How to make an impact and ensure sustainability is on everybody’s mind among civil society partners and media partner, less so for the international organization partners.

Impact

Deep impact interventions have perceptibly improved the wellbeing of the ultimate beneficiaries in setting up safety nets surrounding the migrants and their families, particularly focusing on the well-being of children. The immediate impact of the support given by civil society is reflected in the statements made by the migrants and their families, who acknowledge the fact that their situation has considerably improved. The geographical scope of the deep impact partners was limited and making a greater impact will require extending the support beyond the boundaries of the currently covered districts.

The civil society partners have deployed all possible means to increase the safety of migration through information, training, counselling and legal support, but there is a limit to what they can do to further improve the safety of migrants; at a certain point it is the government’s responsibility to go a step further. Other than “inviting/lobbying” the government to do something about it, there is no possible intervention from external parties to interfere in government matters.

Civil society also largely involved government officials in their activities with the result that attitudes are changing. Development officers initially assigned to their posts without clear job description now have a better understanding of their roles and responsibilities in contributing both to safe migration and to wellbeing of migrant families. The readiness of trained development officers to be supportive has increased which also contributes to the impact of the interventions. One would expect that an increase in village level government involvement could lead to advocacy for national level decisions. The disconnect between local and national levels however is such that this is not a realistic expectation for now. Local government officials interviewed during this review indeed claim that decisions are made at national level without any consideration to the reality of local situations.

How policies, including a revised NLMP, can have an impact on safe migration is totally depending on the commitment of the government to fully implement the policies. With ILO as the main interlocutor of the government on policy matters, it could be expected that more is done to accentuate the role of the government in implementing the NLMP. Surprisingly the original NLMP has never been complemented by a precise action plan or time line beyond the first year defining who does what, when and with which resources. Hopefully this deficit will be corrected with the revised policy currently being finalized.

Impact, as already stated above, does not seem to be a priority for the IOM in relation to the training activities for recruiting agencies. Preparing studies and reports, as good as they can be, does not automatically imply an impact.

The regional dialogues are considered to be of high relevance and importance by the government, but discussions at the level of the Colombo Process and/or of the Abu Dhabi Dialogue do not automatically result in benefits for the migrant workers. A few tangible outcomes of these meetings can be reported (e.g. UAE-Philippines joint electronic platform for monitoring recruitment practices resulting from ADD), but overall their scope largely remains at the level of information exchange among sending countries

(CP) and with receiving countries (ADD). Further supporting regional dialogues, in particular the CP, but in a different way could possibly enhance their impact.

Sustainability

Every implementing partner has a different approach to sustainability based on their specific lines of intervention and local environments under which they operate. The foundations of the different strategies (e.g. school-based for PREDO, church-based for CARITAS, community-based for SWOAD, etc.), aiming at sustaining the benefits of the interventions are rational, but need further support to become self-sustaining. Many support groups and/or self-help groups have been set-up which all lack organizational capacity, group management capacity, lobbying capacity and to some extent financial resources and/or fundraising capacity.

Several of these groups have already taken initiatives to be formally recognized (e.g. Paralegals in Nintavur DS Division trained by SWOAD have initiated the creation of a returnee migrant association in filing registration documents with the local administration). For now, these groups rely on their originators to help them organize to become sustainable, but more external support is needed (see recommendations).

The pre-school model of PREDO is likely to provide the most secure sustainability structure as school teachers will remain a stable and continuing group; the fact that the plantation area of Nuwara Eliya is somewhat “isolated” however also adds to the sustainability of the approach. The other networks very well connected to local communities also provide a good basis for sustainability.

In a more long-term perspective, once organized and recognized, bringing all groups together under the umbrella of a larger association should be considered as a further step towards sustainability.

At policy level, the ILO recognizes the fact that a more active and leading role of the government is needed, but only refers to the PAC as the main tool to ensure greater commitment. The government continues to rely on the ILO and IOM to get things done (the MFE clearly states that “*the government needs ILO to implement the policy*” and “*wants to work with the donor agency for the continuation and sustainability of the programme*”). Without a precise roadmap to implement the revised NLMP when it will be adopted by the Cabinet, it cannot be expected that significant developments will take place. Responsibilities of the different government structures need to be clearly assigned and a time line for implementation needs to be defined.

Sustainable safe migration can also be enhanced with a more responsible involvement of trade unions as they have the possibility to work with trade unions in the destination countries. This is an issue in which the ILO can provide support beyond only working with the government.

The sustainability of the training of recruiting agencies as seen by IOM has already been mentioned above; if this training is to have an impact and if the benefits are to be made sustainable, a well-thought exit plan must be developed, most likely shifting the responsibility to the SLBFE. This should be taken care of in the necessary implementation plan of the revised NLMP and should not be a major issue to prepare.

3. Lessons learned and Recommendations

3.1. Lessons Learned

The main lessons learned from the review, based on facts, comments and observations made by the evaluator are the following:

- Without the support of the SLMP, very little progress would have been made about implementing the NLMP.
- The existence of a labour migration policy does not contribute to safe migration if implementation is not actively pursued by the government; this includes the provision of financial and well-trained human resources at all levels without relying on the international donor community, international organizations and civil society to substitute its own obligations;
- Working with international organizations does not guarantee flawless implementation and requires close oversight to ensure programme objectives are met;

- Deep impact interventions considerably contribute to the wellbeing of migrant families, help potential migrants to better protect themselves and defend their rights, but have a limited influence on safety outside of the community and/or of the country.
- Civil society plays an important role in ensuring the protection of migrant workers but needs to be backed-up by government interventions in the recruiting process and in destination countries through their diplomatic missions abroad.
- Throughout the field visits and interviews of different stakeholders, the damaging role of sub-agents in the recruiting process has been highlighted, calling for the government's intervention in monitoring and regularizing their operations. Nothing substantial has been done so far in this respect. Sub-agents are important players in Sub-continent culture and it is impossible to remove them, hence the need to regularize them.

3.2. Recommendations

3.2.1. Priorities and orientations for further developments in the current phase of the programme

The effectiveness of the current phase of the SLMP is rather good but sustainability is not always secured; more priority could therefore be given to enhance sustainability in:

- Supporting civil society partners to structure and organize the different groups set-up in the deep impact districts (organization skills training); inviting Migrant Forum Asia (MFA) to provide capacity building and empowerment of these self-help groups would be a good option. MFA's activities under the Regional Programme indeed aim at building the capacities of local grassroots organisations to engage with their national governments as well as with regional processes. The list of initiatives undertaken by MFA is remarkable and would be very useful and appropriate in Sri Lanka. Having MFA involved in the SLMP would furthermore create a closer link with the regional programme.
- Ensuring the sustainability of the referral mechanism through the on-line system developed by CARITAS; possible options are being considered by CARITAS among which the transfer to the Ministry. GPMD staff is encouraged to closely monitor the discussions and developments relating to the possible transfer and ownership of the system.
- Supporting these groups in developing individual reintegration plans for returning migrants often in need of financial assistance. Developing "start-up and return with dignity grants" for returnees in tapping into governmental and/or private funds (banks) would further contribute to the wellbeing services provided; reintegration is becoming a hot topic in all sending countries and will require particular attention in the coming years. Regrettably, existing reintegration policies and plans have until now delivered very little results and new/innovative ways need to be explored to ensure smooth and effective reintegration aiming at a better contribution to development, besides ensuring the future wellbeing of returnees. The issue of reintegration will be considered as a priority in future plans for the GPMD and the Sri Lanka team will benefit from suggestions developed for the entire programme.
- Inviting the GoSL to develop a roadmap to implement the revised NLMP, defining a precise time line, assigning clear responsibilities to all parties involved and allocating adequate financial resources for implementation; this should be completed within 3 months after the revised policy is approved by the Cabinet and most likely will require the support of the ILO;
- Reminding ILO and IOM about the planned activities for which little has been done so far, i.e.
 - Support the MFE to reconvene the National Advisory Committee;
 - Train **500** Licensed Recruitment Agents to adopt and follow Standard Operating Procedure and develop a dissemination strategy to cover all recruitment agencies;
 - Facilitate a GOSL policy decision on regularising Recruitment Sub Agents in the labour migration process;
 - Provide technical assistance and support to the GOSL to develop, jointly with the Association of Licensed Foreign Employment Agents (ALFEA), a Labour Migration

- Recruitment Sub Agent Management System to register and maintain a list of sub agents associated with 100 members of ALFEA;
 - Develop a mechanism with the MFE to be institutionalized within the MFE to monitor work of Development Officers in providing information and services to women and men migrant workers and their families;
 - Provide technical support to CSOs in reporting to Sustainable Development Goal targets to GoSL.
- Inviting all partners to continue contributing to the virtual platform created by HELVETAS in uploading all training materials and documents produced and identify suitable solutions to ensure the existence and maintenance of the platform after the project ends. HELVETAS is considering different options to host and maintain the platform in the future, i.e. after completion of the project; these options include transferring the platform to CARITAS (which may not be the best option as CARITAS themselves need to consider sustainability of their on-line system) or to the Ministry, or to other hosts yet to be identified. The ideal solution does not appear yet and GPMD staff is encouraged to closely monitor discussions and developments related to this possible transfer. It may be a good idea to consider “merging” the HELVETAS and the CARITAS web-based systems into a single platform while identifying a suitable host capable to ensure continuity with required financial means to maintain the system, but also with the necessary professional capabilities to make the best use of the platform.
- Mobilize trade unions to engage in the protection of migrant workers through the ILO who is well positioned to do so in the framework of their unique tripartite structure. ILO/IOM could and should also play a role in compiling standardized data on labour and migration in Sri Lanka. Current statistics are limited to those who register with the SLBFE, who are only a sub-set of the total Sri Lankan migrants. Furthermore, data should be standardized according to regionally accepted standards, for comparison and analysis of labour market needs, skills standards, etc.

3.2.2. Recommendations for a next phase of the SLMP

Based on the achievements of the current phase, a next phase which still would support the implementation of the NLMP could focus on:

- Enhancing impact and sustainability of benefits acquired in the current phase resulting from civil society interventions;
- Extend the geographical scope of deep impact interventions;
- Support the Colombo Process with a thematic focus;
- Further strengthening and empowering Civil Society Organizations;
- Revise the working process with international organizations.

Long-term impact and sustainability

Beyond structuring and organizing the different groups set up by civil society, the creation of a formal Association of migrant workers would possibly boost their status. Such an association is likely to get involved in policy discussions with the government in a more substantial and coordinated way.

It furthermore could provide opportunities to returned migrants to meet with others who have shared the same experiences at national level, hence enlarging the reference information on good and bad practices. Other possible services it could provide are systematic career counselling and occupational guidance in accordance with labour market demand, pro-active job placement support to returnees, etc.

Deep impact

The deep impact activities have covered 6 districts out of the existing 25. Some of these districts may be less migration intensive, but still worth to be integrated into the deep impact approach. According to the annual statistical report of foreign employment published by the SLBFE, many migrants have departed from several districts not covered by the programme, such as Kalutara, Puttalam, Kandy and even Colombo which has contributed to the highest number of departures.

Deep impact interventions have a major impact on the wellbeing of migrants and their families and create a more confident environment for safe migration. This component of the current phase of the SLMP having perhaps been the most beneficial for the migrant workers, it would be sensible to expand the intervention in the next phase to more districts.

Colombo Process

Rather than supporting the TSU in funding IOM, the support to the CP can be provided in a different way while focusing on activities directly linked to one of the five thematic areas falling under the labour migration category (Skills and qualification recognition process, Fostering ethical recruitment, Effective pre-departure orientation and empowerment, Reducing the costs of remittances transfer and/or Enhancing capacities of the Colombo Process participating countries to track labour market trends in support of Colombo Process goals). How direct support to the TSU without IOM involvement is discussed in the evaluation of the regional programme.

A thematic approach would furthermore best be supported by civil society partners working under the SLMP as they could provide information, evidence and expertise to inform discussions of the thematic working groups. This would also enhance the role of civil society in supporting the CP and contribute to their engagement with the government in policy dialogue.

In line with the strategic component 2 of the GPMD Strategic Framework 2018-2021 (Enabling framework conditions along the migration cycle and in all contexts) and in order to support the Colombo Process, focusing on Effective pre-departure orientation and empowerment could be a thematic area on which the next phase could focus on.

Finally, the thematic approach with a more direct involvement of civil society would allow local experiences to feed into regional and global policy dialogues, which has not really happened in the current phase.

Further strengthening and empowering the grassroots societies that have been mobilized through the CSO partner organizations

A vibrant civil society is a crucial component of any democratic system and an empowered civil society is indispensable for the protection of human rights, giving people a voice and ensuring accountability of public authorities. Civil Society Organisations can contribute to evidence-based policy making by providing input to public policies. This is relevant not only in classical areas of good governance or human rights but also for labour migration policy. In this field, participatory governance in Sri Lanka needs to be improved. Strategic mechanisms for cooperation between government and civil society should be part of the legal framework and can be achieved through:

1. Organizational and operational capacity development
2. The creation of an enabling environment (functional links and coordination mechanisms, advisory bodies, etc.)
3. Communication and visibility (public awareness of CSO activities, networking, reinforced synergies)
4. Developing effective relations between the government and CSOs (regular consultations allowing CSO knowledge to feed into policy making).

A wide-ranging project covering all the above could best be implemented by HELVETAS who has the necessary structure to achieve good results.

Working process with international organizations²¹

The GPMD traditionally works with the ILO, IOM and UN Women to work at national policy levels. Very little evidence is found in terms of improving policy, legislative and regulatory frameworks and processes that govern labour migration resulting from ILO, IOM and/or UN Women's interventions funded by the GPMD.

Both ILO and IOM are established partners in many countries (both sending and receiving) and avoiding them would be counterproductive for the GPMD. It is however necessary to avoid duplicating situations which have led to weak results. In continuing working with ILO, IOM and UN Women, we therefore recommend to the GPMD:

²¹ These recommendations also result from the evaluation of the regional programmes.

- To avoid one subcontract the other (like it was done in Sri Lanka) to keep direct control over activities assigned;
- To be more specific on tasks assigned to institutional partners and make use of them in areas where they have recognized know-how;
- To define short, medium- and long-term goals with measurable results, including communication strategies on how to convince the policy makers to change and implement policies;
- To limit recruitment of external experts to provide technical inputs, but rather make available in-house resources on specific issues;
- To aim at achieving realistic objectives with well-thought strategies to achieve them (e.g. UN Women's approach on Standard Terms of Employment failed)
- To set up specific monitoring mechanisms to measure the progress.



Management Response

To the Evaluation of the SDC Decent work programmes in the Middle East and South/South East Asia

SDC appreciates the in-depth review carried out in the course of this evaluation, providing important findings from different perspectives. Good and smooth collaboration with the consultant team has facilitated the exercise which has also included the participation a SDC/GPMD staff as peer reviewer. The appreciation also goes to all the stakeholders who have provided their insights and knowledge on the topic covered and the support of Swiss Embassies who contributed to the exercise with knowledge and operational support.

1) Appreciation of Report and Evaluation Process

As SDC GPMD is designing the new phase of its Decent work programme in the Middle East and South/South East Asia, the evaluation is expected to provide insights on results on which SDC will continue to build on, and point to areas that will need additional focus and support/new areas to be put on the radar to ensure a sector wide approach taking into account the regional context and prevailing needs and gaps.

It is appreciated that the evaluation highlights thematic areas of importance for the future, provides recommendations on specific aspects of the collaboration with the different partners and seeks to provide guidance for enhanced steering of the programme.

While there is detailed information that emerged on the projects themselves, their management and performance, there could have been more focus on the broader sector of migration from a development perspective, triggering reflections on a meaningful contribution of SDC from a comprehensive and systemic point of view. As such, the consultants could have looked more specifically into:

- global level dialogues and initiatives, their links with national experiences and how they support regional and global dialogues (e.g. how is the Nepal government strengthened for their contribution in the CP process through the SAMI programme etc.)
- the work of many actors in the field of migration and development follows a corridor approach, striving that topics are addressed both from the country of origin as well as the country of destination perspective. This has both broader programmatic implication and is as well visible through concrete forms of collaboration among the different stakeholders included in the programme. This aspect could have been looked at more closely to assess how this works and what could be strengthened in the next phase. This is somewhat missing from the report.

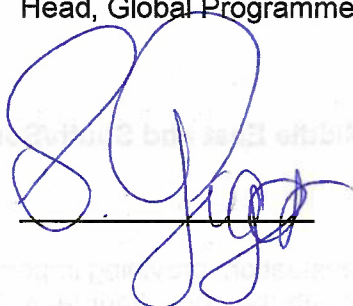
2) Specific Recommendations

Please refer to the table in the Annex.

Berne, 10.2.2019

Simone Giger

Head, Global Programme Migration and Development



Annex: Specific Recommendations and Management Response

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Evaluation Area 1: Migration governance (improvement of institutional and legal frameworks)			
<p>Recommendation 1</p> <p>Support the Colombo Process (CP) on thematic issues in providing technical input to the working groups through experts directly recruited by SDC.</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>SDC foresees the importance of supporting the Colombo Process thematic working groups; the modality and strategic focus will need to be defined during the elaboration of the phase, taking into account member states' needs and priorities as well as the performance of the current set-up and support structure. Supporting the TSU through experts directly recruited by SDC however doesn't correspond to the sustainability needs of this process.</p> <p><u>Measures</u></p> <p>As part of the preparation of the next phase, SDC will strongly rely on the needs and priorities expressed by the member states. These discussions as well as considering which organisations/set up are having the expertise to support the process will guide the approach through which SDC will contribute to the CP member states' thematic expertise.</p>		
<p>Recommendation 2</p> <p>Consider including a larger research project focusing on issues which could also feed into the TAWGs (thematic working groups) of the Colombo Process.</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>Research/studies indeed play an important role to inform policy decisions and understand concrete operational linkages and challenges. However, decisions on research and studies are subjected to the priorities and needs and how such findings and recommendations will support improving the governance and regulatory frameworks.</p> <p>Under the current project, the following studies were supported over the past years (not exhaustive):</p> <ol style="list-style-type: none"> 1. A study on the Complaints Mechanism available in CP member states and major countries of destination 2. Mapping of rating mechanism of recruitment agencies 3. Study on Labour Market Information System in selected CPMS 4. Study on Remittance Framework and accessibility of regular remittance channels in the CPMS. <p><u>Measures</u></p> <p>In line with the priorities for the two Programmes' next phase, SDC will review available evidence and get an understanding on gaps where SDC could contribute to with its programme. Accordingly, the programme will include a research component for South Asia, However, this might not necessarily be one large research project but rather smaller and opportunity-driven. In fact, targeted research initiatives sometimes yield more results. Additionally, SDC will strengthen the linkages between other knowledge initiatives it is supporting (including KNOMAD) with the needs of the CP member states.</p>		

<p>Recommendation 3</p> <p>Link new GPMD projects to key objectives of the GCM.</p>	Fully agree	Partially agree	Not agree
<p>Recommendation 4</p> <p>Consider including the Philippines in the new programmes as a link to the ASEAN Consensus from which South Asian countries can learn and benefit.</p>	Fully agree	Partially agree	Not agree
<p>Recommendation 5</p> <p>Work with institutional partners with more respective conditions and tighter oversight.</p>	Fully agree	Partially agree	Not agree

Response

The GCM includes to a large extent the priorities addressed by the stakeholders in the Middle East and South Asia. Many of these priorities are also addressed in ongoing projects and programs supported by GPMD; both the GCM and the SDC decent work programmes Decent work in the Middle East and South Asia follow the logic of the migration cycle, looking at migration-related themes and challenges that are relevant along the different stages. This is indeed favourable to seek synergies between global frameworks such as the GCM or the Agenda 2030 and the GPMD strategic framework operationalized in this programme.

Measures

During the elaboration of the two Programmes' next Phase, SDC will consider to what extent the topics supported by Switzerland are also in line with global frameworks such as the GCM and the Agenda 2030 in general. Emphasis will be put on the alignment of existing work and the objectives of the GCM. The role of the regional processes and stakeholders in this will be considered in these reflections.

Response

The ASEAN is playing an increasingly important part in the region's engagement towards safe and regular migration; the engagement on these issues is included in the Swiss sectoral collaboration with the ASEAN. Work in this respect has been done in support of an ASEAN multi-stakeholder business forum; additionally, SDC has represented Switzerland as an observer at the 2018 AFML (ASEAN forum on migrant labour).

The Philippines have hosted the Multi-stakeholder forum and are also part of a number of GPMD programmes (FAIR, Mainstreaming Migration). Further, Philippines is also engaged and supported both through Colombo Process and Abu Dhabi Dialogue (Eg: CIOP)

Measure

As the new phase is being prepared, regional collaboration modalities with the ASEAN will be defined. As such, the involvement of individual countries will be discussed, including through existing regional process and mechanisms.

Response

SDC has used its oversight functions to steer and monitor the work conducted by its institutional partners. SDC respects that institutional partners have varying internal reporting and steering processes as well as governance structures. In spite being different, SDC ensures that all reporting, steering and governance processes and structures follow quality and accountability criteria and principles of SDC.

Measures

SDC will carefully look into the oversight and steering functions with all their institutional partners in order to introduce additional conditions and tighter oversight measures if needed.

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Evaluation Area 2: Framework conditions along the migration cycle (protection and wellbeing of migrants and families)			
<p>Recommendation 6</p> <p>Build on success stories of GPMD in either expanding the geographical zones in which CSOs currently operate and/or in replicating the ideas in other locations with other partners.</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>This recommendation specifically relates to the SLNMP; please refer to the management response of the NLMP Mid-Term review.</p> <p>Generally, SDC places great emphasis on generating knowledge on good practices and sharing among stakeholders, within a country and across regions. Further, it allows the local realities/evidence to feed into the regional and global policy dialogues on Migration and Development. However, expanding the geographical zone is subjected to the strategic decision of SDC with regard to the national programme in Sri Lanka in the light of the current migration partnership.</p>		
	<p><u>Measures</u></p> <p>SDC will consider this recommendaiton during the preparation of the Program's next phase. However, the working approach will focus more on building ownership and accountability of the relevant Government and non government stakeholders, with the intention of sustaining the serices. Meanwhile SDC will ensure that the learnings and success stories of the GPMD is better used for programme steering and policy dialogue.</p>		
<p>Recommendation 7</p> <p>Build on success stories and initiatives of non-GPMD interventions (e.g. SAMI).</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>SDC puts strong emphasis on maximising synergies between operational experiences; as such, learning is being shared between the SLNMP, the SAMI programme and the more recently established migration programme in Bangladesh. SDC is also in touch with other multilateral organisations and donors on similar projects with a potential for synergies. Further, experiences from other SDC programmes do contribute to regional dialogues and process which are supported by the GPMD (CP & ADD)</p>		
	<p><u>Measures</u></p> <p>For the Program's next phase, SDC will continue strengthening the link between regional interventions and the national SDC programmes in place. Further exchange between countries involved in similar safe and regular migration programmes will be fostered as part of the process. SDC will have frequent dialogue and exchange and will engage staff of different departments throughout the process commencing from the preparation of a new strategy.</p>		
<p>Recommendation 8</p> <p>Further provide financial support to champions (MFA is a major contributor to the success of the programme).</p>	Fully agree	Partially agree	Not agree
	<p><u>Response</u></p> <p>There are indeed organisations that have contributed to a large extent to the broad multi-stakeholder involvement across the corridor and making the link to the global discussions.</p>		
	<p><u>Measures</u></p> <p>Upon designing its next phase, SDC will consider which partners will continue being part of the programme, and which ones will be taken on board, including through open tenders. This exercise will allow for a balance between taking stock from and building on what has worked, and where further support proves to be necessary to unleash the full potential of an organisation. Besides financial support, organizational development will be considered as one aspect of strengthening the organisations that are key in supporting change across a sector.</p>		

Recommendation 9 Consider working with governments in the Gulf through co-funded projects.	Fully agree	Partially agree	Not agree
	<u>Response:</u> Governments in the Gulf are important partners in working towards safe and regular migration. SDC has collaborated on and co-funded specific initiatives with Governments (on skills recognition; comprehensive information and orientation; legal aid).		
	<u>Measures</u> SDC will continue its engagement on labour migration with Government and other partners in the Gulf and will actively look into the possibility of co-financing M&D projects when warranted.		
RECOMMENDATIONS		MANAGEMENT RESPONSE	
Evaluation Area 3: Enhance the contribution of migration to development			
Recommendation 10 Implement a pilot project focusing on innovative remittance management	Fully agree	Partially agree	Not agree
	<u>Response:</u> SDC agrees that an efficient and effective management with remittances is an important tool to substantially increase the benefits of migration in the countries of origin. SDC is preparing a remittances' project in the Middle East, while remittances is one of the key thematic areas under the GPMD supported Colombo Process regional project.		
	<u>Measures:</u> SDC will study the feasibility of implementing a remittances transfer project in Jordan. At the same time, the topic of remittances will continue to be of importance in global and regional dialogues.		
Recommendation 11 Support initiatives focusing on skills development by means of a media campaign on awareness of education and skills for better labour migration	Fully agree	Partially agree	Not agree
	<u>Response:</u> Skills development is among the priority themes for the programme in South Asia. Under the current phase, Skills development is dealt with at Colombo Process level (TAWG on Skills development) and at national level (SLNMP) in Sri Lanka. In Nepal and Bangladesh SDC works on skills development through the national programmes, which provide important learnings for SDC and support to governments for their engagement at regional and global levels. Additional awareness among the people on the importance of skills, their recognition and the matching is certainly important; the issue however needs to be addressed at the different levels including considering the Country of Origin as well as the Country of Destination perspective.		
	<u>Measures</u> Skills development from a migration and economic development perspective will continue to be important for the economic development of the next phase. Experiences from ongoing programmes will be considered and addressed accordingly.		
Recommendation 12 Support the implementation of reintegration policies and plans at institutional level	Fully agree	Partially agree	Not agree
	<u>Response:</u> Reintegration is increasingly important to Governments as they realize the potential from the returning migrants and the framework required to make their return successful. Discussions at regional level will show the interest from member states as they define their priority area for support by SDC. In Sri Lanka, GPMD supported the development of a subpolicy and a national plan on return and reintegration as well as grass root level projects do cover the migration cycle including return and reintegration.		

	<u>Measures</u> For the next phase of the program, SDC will consider the priorities set by the governments, and subsequently decide on what areas to support. Stock will be taken from experiences made by other actors in this field.		
Evaluation Area 4: Management and monitoring			
Recommendation 13	Fully agree	Partially agree	Not agree
Develop and implement a formal results-based management and information system (possibly with a M&E officer appointed for this endeavour if financial resources can be made available.	<u>Response</u> The recommendation is well noted. SDC is aware that M&E is adequately addressed at project level. Room for improvement, however, in this regard is at more aggregated level where the contributions at outcome level of the sector are monitored and evaluated. On the monitoring framework: A respective monitoring framework will be established for the programmes. However, appointing an M&E officer is not an option, both from a human resource capacity as well as from a streamlining M&E point of view. The framework will need to be set up in a way that the staff in place can use it for their monitoring purposes.		
	<u>Measures</u> For the next phase of the two Programs, SDC will establish a monitoring and evaluation framework which will allow to track progress at operational and policy levels in a pragmatic and efficient way by the SDC staff in the different duty stations, both in Headquarters as well as in the Embassies.		

